



सत्यमेव जयते

# MANUAL OF GOOD GOVERNANCE



**Good Governance Committee,**  
Administrative Reforms and Organization & Methods,  
General Administration Department,  
Government of Maharashtra

May 2022 - February 2023



MANUAL OF  
**GOOD GOVERNANCE**

# Table of Contents

Table of Contents	iv	4.3 Procedure for Registration	19
Preface	vii	4.4 Appellate Authorities under MRTPS	19
Acknowledgement	x	4.5 Important Sections/Rules	20
Executive Summary	xi	4.6 Logo and Tagline	20
<b>1. Concept, Principles and Scope of Good Governance</b>	<b>1</b>	4.7 Role of Collector of the District	20
1.1 Concept of Good Governance	2	4.8 Ranking of Departments	20
1.2 Principles of Good Governance	2	4.9 Road Map for Way Forward	21
1.3 Scope of Good Governance	4	4.10 Proposed Categorisation of Services	21
1.4 Legal Framework for Good Governance	4	4.11 National E-Governance Service Delivery Assessment	22
1.5 Good Governance Measures Taken by the Government of Maharashtra	5	4.12 Mandatory Services	22
1.6 Measures Required to Accelerate Implementation of Good Governance	6	<b>5. Transparency and Right To Information</b>	<b>23</b>
1.7 Conducting Review Meetings Effectively	6	5.1 Introduction	24
1.8 Conducting Tours Effectively	7	5.2 Process under the RTI Act	24
1.9 Way Forward for Good Governance	7	5.3 Disclosure under Section 4(1) (b)	25
1.10 Important Institutions for Further Information Regarding Good Governance	7	5.4 Implementation of the RTI Act in Maharashtra	25
<b>2. Rule of Law and Speedy and Affordable Justice</b>	<b>9</b>	5.5 Portal for Online Applications	26
2.1 Rule of Law	10	5.6 Gaps in suo moto Disclosure	26
2.2 Speedy and Affordable Justice	10	5.7 Good Practices in suo moto Disclosure	26
2.3 Review of Acts	10	5.8 Recommendations	27
2.4 Drafting	11	<b>6. Management of Public records</b>	<b>29</b>
2.5 Legal Aid	11	6.1 Public Record and Record Creating Agencies, Record Rooms and Record Officers	30
2.6 Advocates	11	6.2 Classification of Records	30
2.7 Extending Reach of the Scheme	11	6.3 Management of Digital Records	30
2.8 Extend Scope of Lok Adalat	12	6.4 Responsibility of the Department for the Management of Records	31
2.9 Enforcement	12	6.5 Role of the Director, Directorate of Archives	31
2.10 Legal Audit	12	6.6 Digitization of Archival Record	31
2.11 Annual Publication: State of Law and Justice in Maharashtra	12	6.7 Inspections of Records	32
<b>3. Generic Approach to Good Governance</b>	<b>13</b>	<b>7. Promoting Administrative Innovations and Good Governance</b>	<b>33</b>
3.1 Existing Efforts	14	7.1 Administrative Innovations	34
3.2 Generic Approach	14	7.2 Why Administrative Innovations are Integral to Good Governance	34
3.3 Directory of Complaints	14	7.3 Identification of Administrative Innovations	34
3.4 Dynamic FAQ System	15	7.4 Documentation of Administrative Innovations	34
3.5 Classification of Complaints	15	7.5 Institutionalization of Administrative Innovations	34
3.6 Simplification	15	7.6 Rewarding Administrative Innovations	35
3.7 Dispute Resolution	15	7.7 Illustrative Examples of Administrative Innovations	35
<b>4. Maharashtra Right to Public Services</b>	<b>17</b>	7.8 E-Governance Conference	36
4.1 Introduction	18	7.9 Need for Government Policy to Promote Administrative Innovations	36
4.2 Procedure for Online Application	19	7.10 Unified Project Management Unit	36
		7.11 Website for Administrative Innovations	37

<b>8. Citizens in Governance; Prevention of Delay and Grievance Redressal</b>	<b>39</b>	11.5 Proposed State Data Authority	65
8.1 Building Citizens' Trust in Government	40	11.6 Giving Data its Due—NDAP and Political Constituencies Datasets	65
8.2 Citizens Charter in MOP	40	11.7 Defining Data for State Government Departments and its Parastatals	65
8.3 Promises	41	11.8 Phase I (Recommended period within 1 year from adoption)	66
8.4 Good Governance Report	41	11.9 Phase II (Recommended Period within First 2 Years from Adoption)	68
8.5 Communicating with Citizens	41	11.10 Phase III (Recommended Period within First 3 Years from Adoption)	69
8.6 Citizens Voice and Participation in Decision Making	42	11.11 Big Data Analytics	70
8.7 Timely action on Reports of Commissions and Committees Appointed by Government	43	11.12 Dataset's Identification	71
8.8 Civil Society Institutions	43	11.13 Meta Data and Its Relevance in Standardization	71
8.9 Minimise Papers for Submission	43	11.14 Data Collection Methods and Agencies	71
8.10 Equity and Inclusiveness	43	11.15 Formulation of Various Guidelines as Enumerated Below	72
8.11 Prevention of Delay	44	11.16 Roles and Responsibilities of Designated Department and Field Office Nodal Officers	75
8.12 Reasons for Delay	44	11.17 Role of State Data Bank	76
8.13 Manual of Office Procedure	44	11.18 State Data Bank Manpower, Technology and Budgetary Support	76
8.14 Responsive Governance and Grievance Redressal	45	<b>12. Training and Capacity Building</b>	<b>77</b>
8.15 Enforcement	46	12.1 Introduction	78
8.16 Generic Approach	46	12.2 Background	78
8.17 Dynamic FAQ and User Manual System	46	12.3 Branch of YASHADA	78
<b>9. Government Process Reengineering (GPR)</b>	<b>47</b>	12.4 Formulating e-Courses for the Employees	78
9.1 Introduction	48	12.5 Assessment for Employees	78
9.2 Concept, Need and Objectives of GPR	48	12.6 Periodic Trainings, Workshops, and Capacity Building Programs	78
9.3 Steps in Government Process Re-engineering	48	12.7 AR/VR Enabled Training	79
9.4 Recommendations for Government Process Re-engineering	51	12.8 Induction Training and Probation Period	79
9.5 Success Stories	52	12.9 Standardization of the Training Expenditure	79
<b>10. e-Governance and Digital Transformation</b>	<b>53</b>	12.10 Trainer and Trainee Feedback	79
10.1 Introduction	54	12.11 Trainers Grading System and Honorarium Rates	80
10.2 Main and Important Aspect of e-Governance	54	12.12 Promotional Training Should be Compulsory	80
10.3 Digital Transformation	55	<b>13. Efficiency and Effectiveness</b>	<b>81</b>
10.4 Real Time Dues Settlement (RTDS)	55	13.1 Introduction	82
10.5 Digital GR	56	13.2 Recommendations	82
10.6 Long Digital GR	58	13.3 Improving Efficiency in ZP Projects	82
10.7 Unique Asset Identification Number (UAIN)	59	13.4 Improving Efficiency in Municipal Councils	83
10.8 Tapal transformation	60	13.5 Quality Control and Maintenance Policy	83
10.9 E-Office Adoption and Implementation	61	<b>14. Meeting the Challenges of the present and Prevention of Recurrence of Concerns</b>	<b>85</b>
10.10 Breaking Silos	62	14.1 Introduction	86
<b>11. State Data Bank: The Pathway to Data Driven Governance</b>	<b>63</b>	14.2 Sectoral Solutions	86
11.1 Background of State Data Bank	64	14.3 Recommendations	86
11.2 National Statistical Commission (NSC)	64	14.4 Challenges of Governance	92
11.3 The Collection of Statistics Act, 2008	64		
11.4 Report on Balanced Regional Development Issues in Maharashtra by the High-Level Committee headed by Dr Vijay Kelkar	64		

<b>15. Efficient Office Space Management</b>	<b>93</b>
15.1 Introduction	94
15.2 Governance Points	94
15.3 Citizen Friendly Offices	94
15.4 Gender Inclusive	94
15.5 Cleanliness	94
15.6 Decluttering	94
15.7 Design and Construction	94
15.8 Green and Environment-Friendly Premises	94
15.9 Enhancing the proportion of Accessible Government Buildings	95
15.10 Paintings and Artefacts	95
15.11 Health	95
<b>16. Vision@2047: Meeting challenges of the future</b>	<b>97</b>
16.1 EAC	98
16.2 MITRA	98
16.3 Role of Governance	98
16.4 Department of GAD (A.R.,O.& M.)	98
16.5 Developing Excellence and Leaders for Future	98
16.6 Institutional Capacity	98
16.7 Wealth of State for Sustainable Development	98
16.8 Economic Balance Sheet and Governance Financial Ratios	100

<b>17. Way Forward</b>	<b>101</b>
<b>18. Summary of Recommendations</b>	<b>103</b>
<b>ANNEXURES</b>	<b>121</b>
<b>Annexure I</b>	<b>122</b>
Setting up of the Committee	122
<b>Annexure II</b>	<b>125</b>
Extension of the Good Governance Committee	125
<b>Annexure III</b>	<b>127</b>
Maharashtra Good Governance Legislation (Draft)	127
<b>Annexure IV</b>	<b>133</b>
List of Acts, Rules, Policies and Manuals:	133
<b>Annexure V</b>	<b>134</b>
List of GRs	134
<b>Annexure VI</b>	<b>138</b>
Bibliography	138
References	138
<b>Annexure VII</b>	<b>140</b>
Abbreviations	140
Glossary	142
<b>Annexure VII</b>	<b>143</b>
Questionnaire Circulated by the Committee to All Departments Seeking Information	143
<b>Annexure IX</b>	<b>144</b>
11 Proformas Circulated by the Committee Seeking Information from Departments.	144
<b>Annexure X</b>	<b>147</b>
Request Made by Committee to All Department/Field Offices Seeking Information Regarding Administrative Innovations and Suggestions	147
<b>Annexure XI</b>	<b>149</b>
A Note Received by the Committee from Collector Kolhapur Regarding Measures to Prevent Reoccurrence of Floods	149
<b>Annexure XII</b>	<b>150</b>
Long Digital GR	150
<b>Annexure XII</b>	<b>161</b>
Quality Control Management and Maintenance	161
<b>Annexure XIII</b>	<b>163</b>
Names of Representatives of Voluntary Organisations, Officers, Experts and other Individuals Consulted	163

# Preface

- 1 Government in GAD (A.R.,O. & M.) vide its GR dated 27th May, 2022, constituted a committee to prepare a draft Manual of Good Governance. The context of setting up of this committee is that a large number of complaints are being received from citizens on various issues regarding authorities like LokAyukta, Maharashtra Right to Public Services Commission, as well as on the Aaple Sarkar Portal.

The complaints received are generally similar in nature and are arising due to cumbersome administrative procedures. Therefore, if administrative procedures are simplified, such complaints may not arise. Although there is a Manual of Office Procedure, there is no Manual of Good Governance as such which could guide the government to work in accordance with the principles of good governance. Therefore, it is necessary to prepare such a manual.

The proposed Manual of Good Governance will be instrumental for bringing transparency and accountability to governance, quick redressal of grievances and ensuring an efficient, citizen centric and corruption free governance.

## 2 Composition of the Committee

- 1 **Shri. Suresh Kumar**, IAS (Retd.) and Former Upa-LokAyukta and in charge of LokAyukta Maharashtra – Chairman.
- 2 **Shri. Jayant Kumar Banthia**, IAS (Retd.) and Former Chief Secretary – Member.
- 3 **Shri. Swadheen Kshatriya**, IAS (Retd.) and Former Chief Secretary and State Chief Commissioner, Maharashtra State Commission for Right to Services – Member.
- 4 **Shri. K.P. Bakshi**, IAS (Retd.) and Former Chairman Maharashtra Water Resources Regulatory Authority – Member.
- 5 **Shri. Ajit Kumar Jain**, IAS (Retd.) and Former State Information Commissioner Maharashtra – Member.
- 6 **Joint/Deputy Secretary**, General Administration department (A.R.,O.& M.) – Member Secretary.

The committee is expected to consider the following issues while preparing the draft manual of good governance:

- i. After studying the reports of the Office of LokAyukta and Upa-LokAyukta, the State Information Commission, the Maharashtra State Commission for Right to Public Services as well as Citizen's Charter, etc. published by various departments, suggest the procedures of Government and Administrative functioning in the draft Manual of Good Governance.
- ii. To consider including in the manual provisions made in The Maharashtra Government Servants

Regulation of Transfers and Prevention of Delay in Discharge of Official Duties Act, 2005 and the rules made thereunder.

- iii. To consider improvements in administrative procedures so that the working of the government becomes more efficient, transparent and citizen-centric.
- iv. To consider the recommendations of the Dr. Madhav Godbole Committee on Good Governance and the Shri. D. M. Sukthankar Committee on Administrative Reforms.
- v. To study the Government Resolutions, Circulars, Manual of Office Procedures, Notifications, Acts & Rules in the context of administrative reforms.
- vi. Other incidental matters.

- 3 The Committee was given a period of 6 months from the date of issue of GR to submit the Draft Manual to the government. On a request from the Committee, Government Order of GAD (A.R.,O.& M.), vide GR dated 23rd November 2022, the period for submission of the Draft Manual was extended by a period of 3 months with effect from 27.11.2022.

(Copies of the above-mentioned GRs are enclosed at Annexures I and II respectively.)

- 4 Several initiatives have been taken up by the Central and State Governments in the past for the improvement of governance. The application of Information Technology has provided an instrument to switch over to digital governance for the effective delivery of services to citizens and can be a game changer. Direct Benefit Transfer to the accounts of millions of beneficiaries through digital platforms has ensured that full benefits reach the citizens without leakages and is an example to be emulated. Some of the successful governance reforms in Maharashtra are brought out in Chapter 1.

- 5 Concern for reforms and citizen-centric governance is growing, with the media articulating public demand for better services. Both Central and State Governments are taking proactive steps in this direction. Many states have put into place their grievance-redressal mechanisms. Various such initiatives have been shared in the series of e-Governance conferences including the one organised in Mumbai on 23rd and 24th January 2023 in which the committee members also participated.

- 6 The Government of India has taken a major initiative to evolve the Vision for India@2047. Accordingly, the Department of Administrative Reforms & Public Grievances initiated Vision India@2047- DARPG: 'Bringing Citizens and Government Closer'. The digital transformation of the administrative processes is the core of governance reforms. 'Mission Karmayogi' is another important initiative to re-orient the civil services to be citizen centric.

- 7** From individual initiatives and recommendations by various committees to promote good governance, compiling the Manual of Good Governance was a logical progression. It can truly be said that the Manual of Good Governance is an initiative whose time has come. In this sense, the draft manual that this committee is presenting to the government is unique and perhaps the first in the country. For both the citizens and the employees, the manual informs and directs in one document the provisions, guidelines, and implementation of various Acts; directions, citizens' rights as also various measures and recommendations for promoting good governance and achieving citizen-centric governance; somewhat on the lines of the All You Wanted To Know About book series. The Manual shall complement the Manual of Office Procedure which together shall provide a framework for providing good governance in the state. The Manual shall obviate the need for consulting a large number of Acts, Rules and Regulations dealing with good governance which will be available in one place. It shall also provide a holistic view and understanding of various facets of good governance together in an integrated manner, instead of each being considered in isolation. It would thus help deal with the intractable problem of siloisation in administration. It was to promote an integrated approach that the GR, constituting the committee, provided for studying the reports of earlier committees, annual reports under various Acts, Rules and Regulations while preparing the Manual. Detailed deliberations in the committee and its deliberations with other stakeholders about the manual were about good governance per se, even while discussing individual Acts.
- 8** The Manual needs to be revised periodically in light of the experience of working of the manual which shall remain a work in progress in the fast-changing environment. It is hoped that the Manual will provide a template for future editions. It takes time and experience to revise the manuals to achieve their full potential. The 16th edition of Central Secretariat Manual of Procedure was released in 2022. This approach of periodically discussing the totality of issues relating to good governance and reviewing the Manual shall continue to provide new ideas and innovations which are necessary to respond to rapid changes in the environment. The Manual of Good Governance shall therefore provide an institutional platform for promoting innovations and good governance. To that extent, a composite and comprehensive Manual of Good Governance could be considered a major governance reform.
- 9** There is growing realization about both the imperatives of promoting good governance and providing legal backing to governance reforms. The Government of Maharashtra enacted the Maharashtra Right to Public Services Act in 2015. The Government of Bihar has enacted The Bihar Right to Public Grievance Redressal Act 2015. The report of the One Man Committee on Good Governance by Dr. Madhav Godbole in July 2001 had recommended on page 7, Enacting a Law on Good Governance. A Policy Report 2005 titled 'From Maladministration to Good Governance', a part of the Annual Report 2005 of LokAyukta and Upa-LokAyukta, had also recommended Good Governance Legislation. Against this background, the committee is proposing a Draft of the Maharashtra Good Governance Legislation which is enclosed as Annexure III. The proposed legislation will provide a comprehensive legal framework to roll out the Good Governance reforms in the State.
- 10** The manuals are generally prepared for a particular subject. However, the scope of good governance being cross cutting, the Committee has followed an integrated approach and has consulted different departments before preparing the draft Manual. Considering the volume of work, the departments were assigned to the committee members to understand the current status of their processes and the initiatives taken by them for good governance. Prior to their visits, information was called from the departments on 14 parameters of Good Governance in 11 proformas (Annexures VIII and IX). The information gathered from the departments is separately submitted by the Committee to GAD (A.R.,O.& M.). It will help in organisational capacity building to meet the challenges of the future as brought out in Chapter 16. The data provided by the departments could also be helpful for them to identify the gaps in Good Governance and be a base for further improvement. The formats used by the committee could be periodically updated or modified and could provide a template for performance evaluation of the departments in terms of Good Governance agenda and could be part of the annual administrative reports of the departments.
- 11** As mentioned earlier, several initiatives have been taken to improve the governance processes by individual departments and authorities. The Committee called for information on successful administrative innovations and suggestions from the field officers for consideration of the Committee. The information received on these innovations have been separately handed over to GAD (A.R.,O.& M.) with a request that it be uploaded on the government website. The response brought out the inherent talent and motivation amongst the field officers which could help transform administration. Such innovations need to be acknowledged and duly incentivized. The interaction of the Committee with the departments and field officers have helped in creating awareness about Good Governance and the resolve of the government in this regard.
- 12** The Committee was fortunate as a team from DARPG, led by its secretary Mr. V. Srinivas, visited Mumbai on 1st December 2022 and interacted with the committee, had a video conference with field officers and called on the Hon'ble Chief Minister who announced the decision to implement e-office in all offices in the state. The orders have been issued vide Government Circular dated 23rd February 2023 that the e-office shall be implemented from 1st March 2023. A decision was also taken by the state government that all notified services should be provided online. Instructions have been issued accordingly under the signature of the Chief Secretary vide circular dated 28th November 2022. During discussions between the State Government and DARPG, it was also decided that the 1963 & 1994 Manuals of Office Procedure would be updated, aligned with e-office and the Central Secretariat Manual of Office Procedure 2022. To the credit of both the Government of Maharashtra and the Government of India, the Manual of Office Procedure is expected to be finalized soon. The Manual of Office

Procedure and the Manual of Good Governance shall complement each other.

- 13** The Committee held 43 meetings. Besides visits to the departments, the members also held individual discussions with officers in Mantralaya and the field, other experts, and voluntary agencies. The list of people consulted is attached in Annexure XIV. There is the possibility of some names remaining to be mentioned.
- 14** Good Governance approach and methodology is conceptually simple but in practice is difficult to operationalise. The scope of the Manual of Good Governance is vast. It requires changing long-practiced policies, systems, procedures, and practices and internalising the changes in the governance which is the biggest challenge. The solution to every problem is simple but simple solutions take time to emerge and cannot always be structured into formal timelines and meetings. As the work of the

Committee progressed, new facets to the issues came to light; some promising solutions emerged while new issues also emerged. We sometimes felt that perhaps a better solution was possible if the solution suggested was revisited and further consultations were held with departments, field officers and outside experts to get better solutions, consensus, and replicability. More suggestions are still being received. There was also a feeling of some aspects not being covered or covered inadequately. However, the Committee has a deadline. It is true that the best should not become the enemy of the good. However, we do need to try for the best possible solution for which a suitable mechanism needs to be devised and implemented. Better solutions shall emerge, and gaps shall be filled in as implementation starts. Finally, the draft Manual is a result of excellent teamwork. I wish to place on record my highest appreciation of all members of the Committee for their contribution in preparing the draft Manual of Good Governance.



Suresh Kumar  
Chairman

# Acknowledgement

The Committee appreciates the initiative undertaken by the Government of Maharashtra in initiating this governance reform and is grateful to it for entrusting the Committee with the responsibility of preparing the Manual. It is thankful to Shri. Sanjay Chahande the then ACS (A.R.,O.& M.) who initiated it. The Committee called on both the Hon'ble Chief Minister and the Hon'ble Deputy Chief Minister who gave valuable suggestions. The Committee is grateful to them. Chief Secretary Shri. Manu Kumar Srivastava and ACS (A.R.,O.& M.) Smt. Sujata Saunik gave us all the time and support whenever needed. The Committee wishes to place on record its appreciation of their continued support. Shri. S. N. Bagul, JS and member secretary of the Committee and the entire staff of GAD (A.R.,O.& M.) gave full support and provided logistics throughout the tenure of the committee. ACS/PS/Secretaries, field officers and staff of various departments gave time and provided information.

The Committee places on record its appreciation for the support and cooperation given by Mr. V. Srinivas, Secretary, DARPG, Government of India and his team, for sharing the

Government of India's policy perspective on good governance. Mr. Pariselvan, SIO, NIC and his colleagues made several presentations to the Committee on e-Governance and other digital initiatives which has helped the Committee in preparation of the Manual. The Committee is thankful to Shri. Swadheen Kshatriya, Chairman IIPA-MRB for making the premises of IIPA in Mantralaya available for working of members and consultants. A number of officers, staff and other individuals assisted in and supported the inputs that have gone into the Manual and were associated with the preparation of the Manual. To support the committee, Mr. Pralhad Kachare and Mr. Manoj Kulkarni were made available by YASHADA and were made invitees. Mr. Suraj Mandhare, Commissioner Education, and Mr. Ayush Prasad, CEO ZP Pune, were associated as special invitees by the GAD on the recommendation of the Committee for their continued support to the Committee in providing content and ideas. The Committee is thankful to all of them. The government had also made available the services of six consultants from Ernst & Young who provided very useful support. The Committee appreciates their work.

# Executive Summary

## Chapter 1

### Concept, Principles and Scope of Good Governance

This chapter provides the overarching framework for the Draft Manual of Good Governance. It enumerates how Good Governance has been variously defined. The universally-accepted principles of Good Governance are described in detail. It explains how the scope of Good Governance covers the entire Government and its organizations including Local Bodies. It outlines the existing Legal framework for Good Governance and recommends enactment of the Maharashtra Good Governance Legislation. The Manual of Good Governance provides information about the various aspects of Governance together as an integrated approach. The Manual of Good Governance would perhaps be the first such initiative and provide guidance for the future. The Committee recommends periodically reviewing and updating the Manual. This chapter describes some of the important measures taken by the Government for Good Governance. Finally, it recommends the measures required to further accelerate the pace of implementation of Good Governance.

## Chapter 2

### Rule of Law and Speedy and Affordable Justice

Chapter 2 focuses on the steps that must be taken to support the Rule of Law and to provide speedy and affordable justice to citizens. Laws should be strictly enforced to uphold the rule of law, which necessitates a variety of steps, such as the provision of a legal team based on need, a law officer for each department, and legal training to ensure their confidence in enforcing the law. The best use of Information Technology should be adopted. e-QJ Court may be deployed for all quasi-judicial cases for expeditious disposal after its successful deployment in land-related disputes. To resolve disputes under numerous Acts, a Generic Approach should be used. Every department should repeal the Acts recommended by the Law Commission or inform the L & JD reasons for non-repeal. Each department shall review the Acts, Rules, and Notifications periodically as may be prescribed. All Enactments should provide that the consequential Rules & Regulations shall be formulated within six months of the enactment. The reach of the legal aid scheme for the needy should be extended through greater awareness. The Lok Adalat scope and reach may be expanded. A Legal audit of work in various departments and public authorities should be carried out. The Law and Judiciary may consider publishing an annual report on the state of legal work.

## Chapter 3

### Generic Approach to Good Governance

The approach promotes addressing the systemic issues underlying complaints of generic nature while redressing individual complaints so that these do not recur. The preface to GR constituting the Committee also supports this approach. A Directory of Complaints containing complaints on a generic basis may be created with a suitable coding system. Once a generic

complaint is solved satisfactorily, it can be closed in the Directory but retained for future referencing. For each entry in the Directory, an authoritative FAQ may be published. The classification and the related FAQs for each may be included in the Citizens' Charter of each department. The concept of Generic Approach to governance has wider application including examination of services being offered, dispute resolution under various quasi-judicial cases, and minimizing cases of irregularities and maladministration.

## Chapter 4

### Maharashtra Right to Public Services

One of the most important criteria of Good Governance is how efficiently citizens are provided public services. The Maharashtra Right to Public Services Act, 2015 was enacted with the objective of ensuring transparent, efficient, and time-bound delivery of Public Services to Citizens. The Government in GAD vide letter dated 25th January 2023 has notified 511 services and the list of notified services is available on the Aaple Sarkar RTS Portal. This chapter describes in detail the procedure for Online Application and Registration. It enumerates the important sections and rules. It suggests the road map for a way forward and recommends categorization of services on the basis of nature of service and beneficiary groups. Its most important recommendation is that all services provided by the Government and its Organizations including Local Bodies must be notified under the Maharashtra Right to Public Services Act, 2015. The Committee has recommended that all notified services must be provided online and should be integrated with the single platform of the government called Aaple Sarkar. Although more than 35,000 Aaple Sarkar Seva Kendras have been established, there is an urgent need to increase the number of centres for facilitating online application and delivery of services to the citizens.

## Chapter 5

### Transparency and Right to Information

Chapter 5 deals with Transparency and the Right to Information. Transparency is the foundation of Good Governance. The Right to Information Act 2005 enables the citizens to get information through an RTI application, and through the mechanism of suo moto disclosure of information by the public authorities. The State RTI portal needs improvements to facilitate online submission of RTI applications and appeals and to enable all public authorities to upload their information under the suo-moto disclosure as per the information needs of the citizens. The departments should make adequate budget provisions for the infrastructure and manpower support to the public authorities for effective implementation of the RTI Act. The Government should notify comprehensive rules under the RTI Act, which should also include the digitalisation of the RTI process. The Committee has also underlined the need for better compliance with the directions of the State Information Commission by the departments.

## Chapter 6

### Management of Public Records

Chapter 6 is on the Management of Public Records. Management of records is basic to all functions of the government. All public authorities are record-creating agencies, and all the physical and digital documents, including laws and regulations, applications and correspondences are public record. The Secretaries and the Heads of Departments should be responsible for the management of their records. Periodic inspections of the records and record rooms should be carried out by the officers, who are authorised, and mandated on this behalf. The role and authority of the Director, State Archives should be reviewed to make that institution more effective. The Manual of Management of Records, comprising the provisions of Maharashtra Public Records Act, Rules, Manual of Office Procedure along with the guidelines for Digital records, must be issued by the General Administrative Department. The management of records should be an important parameter in the administrative audit of all departments and agencies.

## Chapter 7

### Promoting Administrative Innovations and Good Governance

This chapter explains how Administrative Innovations are integral to Good Governance and are part of a continuous process. It describes the important features of Administrative Innovations like the use of digital technology, simplification of the process, easy access to citizens, cost effectiveness, scalability, replicability, user-friendliness, and its being accepted by the stakeholders. It reduces the levels of decision making, significantly improves the efficiency and time-bound disposal and promotes digital interface between the government and the citizens. In order to ensure the sustainability of Administrative Innovations, this chapter emphasises the need and methodology for their identification, documentation, and institutionalisation. It enumerates some illustrative examples of successful Administrative Innovations. Finally, it recommends the necessity of prioritising a proactive Government Policy to promote Administrative Innovations. The Committee recommends that the present designation of the Department of Administrative Reforms and Organization & Methods (A.R.,O.& M.) may be changed to the Department of Good Governance & Administrative Innovations, to reflect the direction and way forward for Good Governance. The Committee has recommended that the Government should formulate a proactive policy for promoting Administrative Innovations. The Committee has also recommended that all Administrative Innovations need to be uploaded on a Government Website.

## Chapter 8

### Citizens in Governance, Prevention of Delay and Grievance Redressal

This chapter deals with broadening the scope of the Citizen's Charter as a promise to the citizens to include information about every aspect of governance. The Government should release an annual report regarding the performance with respect to the assurances made in the Citizen's Charter. A distinctive template may be created to include information about various helpline numbers and given wide publicity. A

Helpline audit may be conducted regularly to assess their response time and effectiveness. Citizens' voices and participation in decision making on various issues may be operationalized as part of the Citizen's Charter. Prompt action may be taken on the recommendations of various Commissions, Committees, Working Groups, and Study Groups. Civil society institutions may be associated as partners by the respective departments. Delay can be prevented by strict enforcement of Acts and Rules framed for this purpose including the generic Maharashtra Government Servants Regulation of Transfers and Prevention of Delay in Discharge of Official Duties Act. Suggested changes may be made in the new version of Aaple Sarkar Grievance Redressal Portal to make it more citizen friendly and effective including flexibility in filing complaints, fully-online functioning, automatic alerts and escalation, and strict monitoring.

## Chapter 9

### Government Process Re-engineering

Chapter 9 is about the Government Process Re-engineering, which seeks to redefine government processes and digitalise them to achieve efficiency, quality of services, transparency, and accountability. The rationale of Government Process Re-engineering is the simplification of existing government processes through mapping and redefining them wherever needed to ensure efficient service delivery. The Government Process Re-engineering is citizen centric and can promote both the ease of living and the ease of doing business. It will eventually contribute to growth and human development. The Committee strongly recommends that all the departments should take up this process on priority.

## Chapter 10

### e-Governance and Digital Transformation

This chapter identifies the importance of e-governance for the state government. To improve its operations and interactions with citizens, digital transformation and digitalization are essential. The goal of e-governance is to increase government efficiency, accessibility, and accountability by the use of electronic tools and information technology. Online services, transparency, speed of service, delivery preferably at doorstep, and citizen interaction are important aspects of e-governance. e-Governance implementation, however, can be a challenge due to concerns with access control and data security. A series of significant and well-coordinated technological, personnel, and cultural advances are necessary for digital transformation in governance. Future governance models should be flatter, more agile, streamlined, and technologically advanced. Adoption of inter-departmental/ inter-organizational 'Real Time Dues Settlement' (RTDS), e-offices, digital GR, Unique Asset Identification Number (UAIN), are a few proposed concepts as examples of digital transformation. These need to be widely discussed before adoption. To strengthen cross-functional collaboration, to boost efficiency, and to improve service delivery to citizens, it is necessary to break vertical and horizontal silos through more and more data sharing and technology interface, and interdepartmental common SOPs. To encourage cross-functional collaboration, and to use data-driven strategy, interdepartmental task forces should be formed so that specific problems are addressed.

## Chapter 11

### State Data Bank

To sum up, the state government's much-laudable effort and initiative of 2014 in setting up the State Data Bank (SDB) and Portal could not progress much due to various reasons identified above. There is also a possible fear of the unknown in making data available in the public domain for the citizens' use being subjected to intense scrutiny and criticism by the media, civil society organizations, political executives etc. A behavioural change towards numbers and statistical data, can be altered positively with training and periodical reviews.

The main recommendation for establishing the SDB is to create, establish, operate and integrate Master Registers, Data-sets related to Individual and Families, Address Systems, Beneficiaries and Transactions, Program Implementation Database, Administrative Units, Political Constituencies, Health Indicators Database, Educational Attainment, Social Attributes, Economic Attributes, Infrastructure and Assets, Natural Resources, Spatial Data, Legal Entities, etc. as a holistic approach. This will strengthen basic administrative structures. This should lead to considerable improvements in governance which will be data-driven e-Governance for evidence-based policy as envisaged under Vision 2047.

Another key area recommended is to have a concordance table of jurisdiction of various field-level offices to bring in interoperability and comparability. Bringing in the concept of building blocks for data collection, collation aggregation for various administrative and geo-political units will be possible, and will improve evidence-based policy making for small areas. The extensive data mining possible as a result of these key fields being linked and integrated will break the silos within and across departments and considerably reduce hardship for the citizens. This will further strengthen government process re-engineering and transparency leading to improvement of service delivery. It is a win-win situation for the government and citizens.

Considering the challenges, a small pilot for some villages and small urban local bodies is proposed to test concepts, data collection tools and methodology, extensive use of electronic devices in piloting these master registers before scaling up. Setting up an independent and autonomous State Data Authority should consist of eminent experts from various domains, specially having dealt with large administrative databases, and legal and information technology experts. It will go a long way in establishing a robust, trustworthy, real-time, citizen-friendly, ease of access and responsive State Data Authority and its Portal.

## Chapter 12

### Training and Capacity Building

This chapter emphasises the role that human resource management plays in accomplishing these objectives and stresses the importance of raising employee competency through effective training and development initiatives. In order to boost the capacity and productivity of human resources, the chapter makes a number of proposals, including the creation of an in-house training facility in the Mantralaya premises, the development of online courses, periodic training, AR/VR-enabled

training, and induction training with a trial period. The Committee recommends that more and more online training modules should be developed by institutions like YASHADA and other State Training Institutions. In order to derive maximum advantage from training, online training programs supervised by the senior officials in-house should be preferred.

## Chapter 13

### Efficiency and Effectiveness

In order to provide citizens with high-quality services and encourage good governance, this chapter explores the significance of efficiency and effectiveness in the state government. Effectiveness refers to achieving the goals and objectives of the government, whereas efficiency refers to the capacity to use resources efficiently to produce and deliver services in a time-bound manner. In order to be efficient and effective, the chapter suggests a number of actions, including creativity, precise goal-setting, performance management, and the use of technology. These actions can aid the State Government in streamlining procedures, making investments in initiatives with proven results, and seeking cooperation to accomplish shared objectives. These suggestions can help the State Government become more effective and efficient, which will result in better governance.

## Chapter 14

### Meeting the Challenges of the Present

Chapter 14 deals with managing the recurrent concerns of the citizens. When the Committee called on Hon'ble Chief Minister, he mentioned that some issues continue to affect citizens adversely on a recurrent basis and the Committee needs to address the issues to prevent their recurrence and mitigate their hardships. He also mentioned a few specific concerns such as the issues of recurring floods and landslides, drought, and flooding in parts of the state due to weather fluctuation and climate change, farmer suicides and distress, and malnutrition in tribal areas. He also mentioned other needs in the health and education sectors and the challenges to create greater employment opportunities. He also agreed that fire safety is an important issue.

The Hon'ble Deputy Chief Minister raised the concerns that many field officers are not aware of government orders instead of being abreast of the same; delay in implementations and enforcement, minimizing interaction between government functionaries and citizens, and standardization of practices in grant of industrial NA permission.

There may be other concerns. All recurrent concerns may be identified for each department and the government may formally declare Missions for tackling each concern which should be implemented in mission mode approach and provided adequate resources. The Mission should continue till it achieves pre-set standards. A high-level monitoring committee may be constituted under C.S. and a cabinet sub-committee constituted to review the Missions. Though the sectoral issues have not been addressed in depth, a few suggestions have been made regarding a few concerns.

## Chapter 15

### Efficient Space Management

Chapter 15 deals with space management and improving the work environment in government offices. As the face of the Government, these premises should reflect the spirit of various concepts of Good Governance. Premises should be neat, clean, having a reception desk and with clear signages. Office premises should be citizen centric and should provide basic amenities for the public which will include adequate seating and waiting areas with provision for water and eatables. Facilities for ladies toilets, sanitary napkin dispensers and creches for children of employees should be provided. Facilities for the differently-abled as per norms including ramps and wheel-chairs should also be provided. Premises should be clean and decluttered by the removal of unwanted cupboards, furniture and other articles and files to be destroyed. These can promote local art by exhibitions of paintings and artefacts. On the lines of Good Governance compliance offices and public authorities, the government offices may also be graded on various parameters and incentivized.

## Chapter 16

### Vision@ 2047—Meeting Challenges of the Future

The Government of Maharashtra has constituted MITRA and ECA as part of its decision to achieve a GDP of 1 trillion USD by 2027 and a GDP of 3.5 trillion USD by 2047. MITRA and EAC shall provide inputs for meeting challenges in the future in various sectors. Good Governance shall be an important factor in promoting development and accordingly the Department of A.R.,O.& M., shall have to play a proactive role to meet current and future development challenges. The governance challenges should be identified along with developmental challenges and Administrative Innovations must supplement Business Innovations. It would help if the Additional Chief Secretary/Principal Secretary i/c of the Department of A.R.,O.& M is associated with MITRA as an Ex-officio member.

Inventory of the stocks of all the resources constituting the Wealth of the State and development of tool kits should be taken up with due urgency so that the heterogeneous components may be aggregated meaningfully into a single number in real time. The State Government may work in collaboration with one or more renowned organisation/s for this purpose. A beginning however has been made with giving Unique Asset Identification Number (UAIN) to every tangible and intangible item. Operationalisation of a robust State Data Authority and continued focus on e-governance and digital transformation will help in meeting the future challenges. The concept of Wealth of State can help to determine the economic balance sheet and Governance Financial Ratios of state and cities which shall help to understand whether a particular unit is overcapitalized, underinvested, or underutilized.

Chapter 1

# **Concept, Principles and Scope of Good Governance**

## 1.1 Concept of Good Governance

Good Governance has been accepted as the most important objective by the Governments. However, there is no standard definition of Good Governance. It has been variously defined as follows:

- 1 The Second Administrative Reforms Commission described that Good Governance aims at providing an environment in which all citizens irrespective of class, caste and gender can develop to their full potential. In addition, Good Governance also aims at providing public services effectively, efficiently, and equitably to the citizens. The 4 pillars on which the edifice of Good Governance rests, in essence are:
  - i. Ethos (service to the citizen),
  - ii. Ethics (honesty, integrity, and transparency),
  - iii. Equity (treating all citizens alike with empathy for the weaker sections), and
  - iv. Efficiency (speedy and effective delivery of service without harassment and use ICT increasingly).

Citizens are at the core of Good Governance. Therefore, Good Governance and Citizen-Centric Administration are inextricably linked.

- 2 Although the term Good Governance does not appear in the Indian Constitution, important provisions of the constitution taken together underlines this concept comprehensively. The Fundamental Rights and Directive Principles of State Policy are important pillars of Good Governance.
- 3 Good Governance was first defined by the World Bank in its report in 1992 as the manner in which power is exercised in the management of a country's economic and social resources for development. Good Governance is the process of measuring how public institutions conduct public affairs and manage public resources, free of abuse and corruption and with due regard for the Rule of Law. The World Bank has defined Good Governance as central to creating and sustaining an environment which fosters strong and equitable development and it is an essential complement to sound economic policies.
- 4 The Planning Commission has emphasised that Good Governance requires efficient Institutions, Good Service Delivery Mechanisms and Supportive Legislations, Rules and Procedures.
- 5 Dr. Madhav Godbole has described elements of Good Governance, which have been accepted universally, as including corruption-free Administration, Public Accountability, Transparency, Rule of Law – Equality before Law and Equal Protection of Law, Sensitivity to People's Grievances, Participative Governance, Predictability in Decision Making, Responsiveness to people's needs and Citizen Friendliness. It provides for ethical grounding of governance.

- 2 In the Good Governance Index 2020-21 published by the Government of India, Good Governance has been described as an efficient and effective administration and Programme Delivery Mechanism leading to improvement in the quality of life of citizens. It encompasses the process followed to produce results that meet the needs of society while making the best use of resources at Government disposal.
- 6 Government of Maharashtra GR of GAD dated 27th May 2022 has directed that the Manual of Good Governance should provide for Responsive, Transparent, Corruption-free, Efficient, and Citizen-Centric Administration. Public Services should be provided in a Transparent, Efficient and Time-bound manner. It has also directed that the gap between the Government and Citizens should be reduced substantially. This Government Resolution by the Government of Maharashtra describes important features of Good Governance.

## 1.2 Principles of Good Governance

Good Governance has been accepted as the most important objective by the Governments. However, there is no standard definition of Good Governance. It has been variously defined as follows:

**Participation** - Good Governance requires that civil society has the opportunity for its citizens to participate during the formulation of development strategies and policies. This aspect of governance is an essential element in securing commitment and support for projects and enhancing the quality of their implementation. Participation needs to be informed and organized. This means that freedom of association and expression and an organized civil society should go hand in hand

**Rule of Law** - The Rule of Law implies that no person is above the Law and that all persons are equal before the Law. In the discharge of duties, every Government Officer/Staff shall ensure strict adherence to the Act, Rules and Regulations/GR. Recently, it was reported that the Government of India has set up a Committee and Project Management Unit (PMU) for quantitatively measuring Rule of Law in practice by way of surveys and by polling the general public and Sector Experts. This has been described as the Rule of Law Index (ROLI). It would be desirable to adopt a similar practice in Maharashtra State also.

**Transparency** - Transparency in government is an important precondition for Good Governance. It implies that decisions taken, and their enforcement, are done in a manner that follows Rules and Regulations. Transparency ensures that information is provided in easily-understandable forms in the public domain.

**Responsiveness** - Good Governance requires the institutions to serve all stakeholders in a given timeframe. The Administration should be sensitive and respond immediately to the grievances of the citizens; especially in times of calamities, the responsiveness of Administration has to



be immediate. It is also very essential that officers are accessible to citizens and provision is made for effective Grievance Redressal Mechanisms.

**Equity and Inclusiveness** - A society's well-being depends on ensuring that all men and women have opportunities to improve or maintain their well-being. This requires that all groups, especially the most vulnerable, should have opportunities to improve or maintain their standards of life. All Government Departments/Organizations should proactively take actions to ensure that the benefits of various schemes are provided to the most vulnerable sections of society.

**Effectiveness and Efficiency** - It is mandatory to avoid delays, red tapism, and reduce the levels of decision making as required by the Maharashtra Government Servants Regulation of Transfers and Prevention of Delay in Discharge of Official Duties Act, 2005. Time limits for all activities must be prescribed and strictly adhered to. Time limits for all activities should be made known in the public domain.

**Accountability** - The Officer/Staff is accountable for all actions taken in discharge of official duty to the Government, Legislature, Judiciary, and Civil Society. Every action/decision is subject to scrutiny by various institutions. Accountability for all decisions is an important feature of Good Governance.

**Consensus Orientation** - All decisions and actions of the Government have to be based on consensus as far as possible. All sections of society must be consulted before arriving at important decisions. Special attention and priority must be given to the welfare of the weaker sections of society. They should be our first concern while discharging official duties.

**Strategic Vision** - Every Government Department/Organization must prepare a long-term Vision Statement. The Vision Statement should be followed by a short-term

Mission Statement for a 5-year period. Further, the Mission Statement should be appropriately incorporated in the Key Result Areas (KRA) allotting Annual Targets. The KRAs should be integrally linked to the Vision and Mission Statements. The Vision Statement, Mission Statement and KRAs should be displayed in the public domain.

The Second Administrative Reforms Commission (SARC) summarized the core Principles of Good Governance as:

- i. Rule of Law which requires that Laws and their implementation have to be Transparent, Predictable, Equitable and Credible.
- ii. Accountability at each level of Administration
- iii. Minimization of unfettered discretion
- iv. Putting the Citizen first
- v. Government to be built on a strong ethical foundation
- vi. Principle of Subsidiarity, which implies both Devolution and Delegation of Authority (Rai 2011:157).

In addition to the principles enumerated above, the important characteristics of Good Governance include:

- i. Supremacy of the Constitution
- ii. Adherence to Principles of Natural Justice
- iii. Welfare of the Citizens
- iv. All decisions must be guided by the Common Good of Citizens
- v. Every decision must be Fair and Balanced

- vi. Administration must be guided by Principles of Impartiality and Neutrality
- vii. Citizens will have Confidence and Trust in the Administration if these Principles of Good Governance are adhered to.

On the basis of the above description and analysis, it is observed that there is a very large number of principles of Good Governance. In view of the limited time period available to the Committee and the specific terms of reference given to the Committee, it has not been possible to elaborately discuss all the principles. The Committee decided to focus more on the Citizen Centric principles of Good Governance.

### 1.3 Scope of Good Governance

Good Governance as a concept is applicable to all sections of society such as the Government, Legislature, Judiciary, Media, Private Sector, Corporate Sector, Co-operative Societies registered under the Societies Registration Act, duly registered Trusts, Organisations such as the Trade Unions and lastly the Non-Government Organisations (NGO). However, in view of the terms of reference given to the committee, this report is confined to Good Governance in Government.

Since the scope of Good Governance covers the entire Government and all its organizations including Local Bodies, it is essential to understand the definition and scope of the term Government.

Government has been comprehensively defined in the Maharashtra State Right to Public Services Act, 2015 as follows -

“Government” or “State Government” means the Government of Maharashtra.

“Local Authority” means any Authority, Municipal Corporation, Municipal Council, Nagar Panchayat, Industrial Township, Planning Authority, Zilla Parishad, Panchayat Samiti and Village Panchayat and other Local Self-Governments constituted by Law; and also includes Development Authorities or other Statutory or Non-Statutory Bodies.

“Public Authority” means -

- a Any Department or Authorities of the Government
- b Any Organisation or Authority or Body or Corporation or Institution or Local Authority, Established or Constituted
  - i. By or under the Constitution of India, in the State
  - ii. By any other law made by the State Legislature
  - iii. By notification issued by the Government
- c and includes

- i. Institution, Co-operative Society, Government Company, or Authority owned, controlled, or financed by the State Government or
- ii. Any Non-Governmental Organization receiving financial assistance from the State Government.

Good Governance applies to all the above Government and Local Authorities. It will be seen from the above definition that the Scope of Good Governance is very vast and covers every Department/Organisations of the Government and includes Local Bodies up to the Village Panchayat.

### 1.4 Legal Framework for Good Governance

Several laws have been enacted to ensure implementation of Good Governance. It is essential to examine and take decisions strictly according to the provisions of these Acts/Rules. Some of the important Acts/Rules which ensure Good Governance are as follows:

- 1 The Maharashtra Government Servants Regulation of Transfers and Prevention of Delay in Discharge of Official Duties Act, 2005
- 2 The Maharashtra Right to Public Services Act, 2015
- 3 The Right to Information Act, 2005
- 4 The Maharashtra Public Records Act, 2005
- 5 The Maharashtra Government Rules of Business and Instructions issued thereunder (1990)
- 6 The Maharashtra Lokayukta and Upa-Lokayuktas Act, 1971 (A new enactment is under consideration of the Legislature)
- 7 The Prevention of Corruption Act, 1988
- 8 The 73rd Constitutional Amendment for Delegating Powers to Panchayati Raj Institution.
- 9 The 74th Constitutional Amendments for Delegating Powers to Urban local Government Bodies
- 10 The Maharashtra Government's Manual of Office Procedures (1994)
- 11 The Fiscal Responsibility and Budgetary Management (FRBM)

The above list of Acts/Rules, as amended from time to time, is only illustrative.

The Committee has proposed a Draft of Maharashtra Good Governance Legislation which is at Annexure III of the Draft Manual. In 2001, the Dr. Madhav Godbole Committee had also recommended the need for such a legislation. The Committee is of the opinion that the government may provide a legal framework to the Good Governance agenda. With that in view, the Committee has annexed a draft of the legislation for the consideration of the government.

## 1.5 Good Governance Measures Taken by Government of Maharashtra

### 1 Maharashtra Institution for Transformation (MITRA)

On the pattern of NITI Aayog, Government of Maharashtra, has announced the Maharashtra Institution for Transformation - MITRA by Government resolution dated 11th November 2022. The objective is to achieve a 1 trillion USD economy for Maharashtra State by 2027 and a 3.5 trillion USD economy by 2047. This institution will function as a Think-Tank. It will associate with Sectoral Experts. It is also proposed to establish a State Data Authority for data sharing, data access and data protection.

### 2 Economic Advisory Council (EAC)

The Government of Maharashtra has announced by Government Resolution dated 30th December 2022 the setting up of an Economic Advisory Council under the Chairmanship of Shri. N. Chandrasekaran, Chairman of Tata Sons and several prominent personalities from Industry, Trade and Commerce. It will be an Independent Body and tender advice to the State Government on economic development to achieve a 1 trillion USD economy by 2027. It will prepare a 5-year Plan Document for accelerating economic growth.

### 3 Updating of Manual of Office Procedures

The State Manual of Office Procedures was last updated and published in 1994. It was necessary to update this Manual incorporating important changes like the use of Information Technology. With cooperation from the Department of Administrative Reforms (DARPG), Government of India, The State Manual of Office Procedures has been updated and is expected to be finalized soon.

Updated edition will focus on the 4-pronged approach:

**Delaying:** Review of levels of disposal and channels of submission

**Delegation:** Assignment of powers in departments

**Desk Officer System:** Organization of departmental work into distinct functional desks manned by two desk functionaries of appropriate ranks (e.g., Under Secretary/ Section Officer)

**Digitisation:** Digitisation of Records and adoption of e-Office 7.0

### 4 e-Office Implementation

The State Government has announced vide Government Circular by Directorate of Information and Technology dated 23rd February 2023 that e-office shall be implemented from 1st March 2023. This will completely transform the functioning in Government Offices; it will enable the disposal of

files from any place. It will reduce the use of paper significantly.

### 5 District Good Governance Index

The State Government is examining the introduction of a District Good Governance Index. The Committee has been informed that this will be prepared with the help of the Centre for Good Governance, Hyderabad, and the Department of Administrative Reforms (DARPG), Government of India.

### 6 Aaple Sarkar Seva Kendra (ASSK)

More than 35,000 Aaple Sarkar Seva Kendras are established in the State for providing efficient delivery of online services such as Income, Caste, Birth, Age, Nationality, Domicile, etc. These centres have become very popular and receive tremendous response from citizens. Citizens can apply for online services from these centres. The Committee is of the opinion that the number of ASSK centres needs to be increased substantially.

### 7 SARITA (Stamp and Registration Information Technology Application)

This initiative has connected 480 Sub-Registrar Offices in the State of Maharashtra and computerised the whole administration and implementation of registration process. The Department of Registration and Stamps Registers automated the core functions of the department using ICT.

### 8 Aaple Sarkar Portal

- i. Online platform that has been established by the Government of Maharashtra to facilitate citizen-centric services under a single platform.
- ii. More than 13 crore applications have been received and 12.38 crore applications have been decided. This is a continuous process.
- iii. It also provides for grievance redressal facility and information regarding DBT schemes.

### 9 Computerization of Land Records

A major achievement has been the computerisation of land records in Maharashtra. Approximately 2.5 crore Rural Record of Right popularly known as 7/12, and 60,00,000 Urban Property Cards have been digitized and are available on [bhulekh.mahabhumi.gov.in](http://bhulekh.mahabhumi.gov.in).

### 10 Government Receipt Accounting System (GRAS)

Virtual treasury which handles all the online transactions across the State centrally to receive its Tax and Non-Tax Receipts electronically. The transactions take place on the web portal named Government Receipt Accounting System.

## 11 MAITRI Portal

With the objective to attract investment and employment in the State, the Maharashtra Government has launched a One Stop Shop for Industry—Maharashtra Industry, Trade, and Investment Facilitation Cell (MAITRI) for processing of applications.

## 1.6 Measures Required to Accelerate Implementation of Good Governance

- 1 The enactment of the Maharashtra Good Governance Legislation needs to be taken up on priority.
- 2 The draft Manual of Good Governance will act as a template. It will be necessary to revise and update this manual periodically.
- 3 The Manual of Good Governance provides information about various aspects of Governance together as an integrated approach. This Manual will be complementary and supplementary to the Maharashtra Manual of Office Procedure, which is also being revised and updated.
- 4 Implementation of e-office SOP in all Offices and Organizations of the Government at the earliest in accordance with the Government Circular dated 23rd February 2023 regarding adoption of e-office in all government offices from 1st March 2023.
- 5 Digitization of Records
- 6 Digital Transformation
- 7 Government Process Re-engineering
- 8 Process Mapping of Activities
- 9 Simplification of Process/Forms
- 10 All Services being provided by the Government must be Notified under the Maharashtra Right to Public Services Act, 2005.
- 11 All Government Services should be provided Online.
- 12 Public Grievances to be Monitored and Redressed on top priority.
- 13 Citizens Charter to be published by all departments and to be updated regularly.
- 14 The Head of every Office/Department shall publish the list of powers delegated to the subordinate Officers working under them for taking final decisions.
- 15 The Head of every Office/Department shall determine three levels of submission for taking final decisions on all matters pertaining to that Office/Department.
- 16 No file should remain pending with any Staff/Officer in the Department for more than 7 working days.

17 Government should set up a mechanism for carrying out an Administrative Audit to ensure that the provisions of Prevention of Delay in Discharge of Official Duties Act, 2005 are being strictly implemented.

18 Every Department/Organization must prepare a Vision, Mission Statement and ensure its implementation through the implementation of Key Result Areas (KRAs) in a time-bound manner.

19 Implementation of Good Governance should form an important part of the Annual Performance Report.

20 Good Governance implementation should be reviewed regularly at all levels. The Chief Secretary should review the progress with all Secretaries periodically.

21 The identified Best Practices in the State and across the Country should be picked up for scaling up with appropriate changes suitable to the State.

22 Every year, Departments/Organizations shall be evaluated and declared whether they are Good Governance Compliant or not.

23 Feedback Mechanism should be put in place for every citizen availing a service or scheme. The analysis of such feedback at the State Level at any point in time should be made available and such feedback should form an important parameter in Good Governance compliance and should be reflected in the Good Governance Annual Report.

## 1.7 Conducting Review Meetings Effectively

Review meetings are a very important part of Good Governance. The following steps will enhance the capacity of the Officers to conduct review meetings in a more effective way.

- 1 Prepare Agenda: Agenda and Notes have to be prepared properly and preferably using templates.
- 2 Prior circulation of Agenda and Notes: It is essential to circulate Agenda and Status Notes sufficiently in advance. They should be uploaded on the Government website so that the concerned Departments/Organisations can update the Status Notes.
- 3 Minutes of the last meeting: The Minutes of the last meeting have to be circulated to ensure consistency and each new meeting should start with a discussion on the ATR of the last meeting's minutes.
- 4 Drafting of the Minutes: The minutes should be drawn in not descriptive but objective manner mentioning action points, concerned Officer, and stipulated time limit. This will help in drawing the minutes at the earliest.
- 5 Continuous numbering of Action Points: The action points in the minutes must be continuously numbered so that while assessing the ATR, no point will be left out or not acted upon.

- 6 Clubbing of similar meetings: Meetings with the same participants shall be clubbed and scheduled on the same day so those participants do not have to come repeatedly.

## 1.8 Conducting Tours Effectively

Touring is a very important part of Good Governance as it provides exposure to the ground realities and also helps in effective supervision of the field offices. The following steps will enhance the capacity of the Officers to conduct tours in a more effective way:

- 1 **Proposed Tour Diary:** It shall be necessary for each Officer to release his proposed tour diary in the last week of every month. It shall incorporate all targets of inspection assigned to him.
- 2 **Predefined Formats:** Format of inspection note should be circulated prior to such visits and the concerned subordinate office shall be given sufficient time to keep all relevant documents ready.
- 3 **Pre-printed Stationery:** Pre-printed templates of Show Cause Notice or Appreciation letters can be carried so that the notice or appreciation letter can be used then and there.
- 4 **Record of Learnings:** The Officer shall record his own learning of the tour and share the same in the next Officers review meeting without fail.
- 5 **Geo-tagged photos:** There are many free mobile apps available whereby Geo-tagged photos and videos can be uploaded. This will ensure that the Officer physically visits the place.

## 1.9 Way Forward for Good Governance

It is very essential that the above principles of Good Governance are followed in letter and spirit in formulation of all public policies and while taking any Government decision. Good Governance compliance must be considered as the core governance parameter and reflected in all the government Policies and Programmes. It must recognise citizens as the core of Good Governance.

## 1.10 Important Institutions for Further Information Regarding Good Governance

- 1 Administrative Staff College of India (ASCI), Hyderabad
- 2 Centre for Good Governance, Hyderabad
- 3 Centre for Good Governance, YASHADA, Pune
- 4 Department of Administrative Reforms & Public Grievances (DARPG), Government of India
- 5 GAD (A.R.,O.& M.), Government of Maharashtra
- 6 Indian Institute of Public Administration, New Delhi
- 7 Indian Institute of Public Administration, Maharashtra Regional Branch, Mantralaya.
- 8 National Centre for Good Governance (NCGG), Delhi/Mussoorie



Chapter 2

# **Rule of Law and Speedy and Affordable Justice**

## 2.1 Rule of Law:

Every definition of Good Governance starts with the Rule of Law. Rule of Law applies equally to all, and no one is above the law, however rich and powerful he may be. The scope of Rule of Law is vast and full coverage is beyond the scope of the Manual. The Supreme Court and the Government of India are taking various measures to improve the judicial system. The Government of India has repealed a large number of laws and is also working towards decriminalization of laws for the ease of business and the ease of living. The recent decision to formulate a Rule of law Index (ROLI) shall help in moving towards Rule of Law. This chapter is limited to the role of state governments and public authorities in promoting the Rule of Law. The State Government is also playing an important role in the speedy and effective delivery of justice. The Hon'ble CM recently promised to provide enhanced budgetary provision for the infrastructure required by the judiciary.

Giving citizens' rights and a mechanism and forum for enforcement by them in court of law or other forums is a major step towards ensuring Rule of Law. As an illustration, the Maharashtra Right to Public Services Act 2015 and the Right to Information Act 2005 are two such legislations providing rights and a forum for enforcement. Providing a mechanism for citizens' Grievance Redressal through an effective mechanism also creates a right in practice in a democracy as once citizens get used to a facility providing redressal, it becomes difficult to stop the same. Regulation of Transfers of Government Servants and Prevention of Delay in Discharge of Official Duties Act and the mechanism of MAT has given rights to every employee. Effective implementation of the Prevention of Delay Act would also be a move towards the Rule of Law. There are various legislations and institutions to protect vulnerable sections of society. These need to be enforced effectively and strictly. Mechanisms need to be designed and put into place to ensure effective implementation of Rule of Law. Currently there are 1171 Acts in force in the state as per the website of L & JD.

## 2.2 Speedy and Affordable Justice

### 1 Quasi-Judicial Cases

There are a large number of quasi-judicial cases pertaining to issues relating to land, cooperatives, gram panchayats, excise, town planning, MAT, food adulteration which are entirely within the ambit of the State Government. These cases need to be decided speedily and without hassles to the citizens. e-QJ court has been successfully employed in land-related disputes in the Pune district. e-QJ App has been introduced for managing the case work and providing access so that the parties and their lawyers can know the time frame of their cases; possible hearing time is updated and can be seen on their smartphones and so the parties do not have to visit and crowd the court for the whole day. The app also displays the dates of cases in the 125 revenue courts in the Pune district. The concept of Unready and Ready Boards has been introduced. Unready board is handled by junior staff to verify issues such

as receipt of notices and papers whereas Ready Board displays the cases to be heard, thus saving time of both the senior lawyer and the senior officer. After the hearing, the judgement is uploaded on the portal and certified copies are given. It has been claimed that during 1/9/2020 to 13/9/2021, the disposal of tahsildars and circle officers increased by 18.82% while it increased by 41.9 % during 1/9/2021 to 1/9/2022. As far Additional collector the disposal, which during 1/10/2018 to 20/9/2020 was 1651, increased to 2310 during the period 1/10/2020 to 20/9/2022. It has now been launched in the whole state.

### 2 Extending e-QJ Courts Software

e-QJ software needs to be extended further and used beyond land disputes to all types of quasi-judicial cases including those under Acts relating to excise, cooperatives, gram panchayats, town planning, urban land ceiling, MAT, food and drug adulteration Act. The Cooperation Commissioner has also expressed his willingness to adopt the use of the software for disposal of quasi-judicial cases within the ambit of the Cooperation Department.

### 3 Classification and Directory of Disputes-Revamping e-QJ Software

The potential of the e-QJ Software is vast. The software is being revamped by NIC. Revamped software shall allow online submission of documents and can thus further improve the disposal of quasi-judicial cases. The NIC has been requested that the revamped software should permit entry of the nature of dispute along with name of Act and section/sub section. This shall both require and help in classification and preparation of the Directory of Disputes. This classification of disputes shall help the government to take policy decisions regarding implementation of the relevant provisions.

## 2.3 Review of Acts

In 2011, the State Law Commission had recommended the repeal of 181 Acts. The same was communicated to the concerned departments. Until now, 64 Acts have been repealed. Every department needs to take steps and repeal the Acts recommended or inform the L&JD of the reasons for non-repeal. There is a need for regular review of Acts and Rules as part of the concept of sunset clause. Every department should review its Acts after a prescribed period. There are no Rules under some Acts and a long delay in formulation of Rules in many cases. Every act should therefore also provide that Rules for the implementation of Acts may be formulated within a period of 6 months of the Act coming into force. However, for the existing Acts where no rules have been prescribed, the Act may be reviewed, and Rules formulated for effective implementation of the Act. Draft Act and Rules must be in sync and therefore need to be prepared by one committee. There are various options for the review of Acts and Rules. Each department should take the decision to constitute a forum for the review of existing Acts and Rules unless the government decides to constitute another

Law Commission. The Cooperation Department has constituted a committee under the chairmanship of the Commissioner Cooperation vide Government Resolution dated 10/06/2022 for review of legislations.

## 2.4 Drafting

The Government of Maharashtra may follow the Government of India's policy of decriminalization of Acts for Ease of Doing Business (EoDB) and Ease of Living. Acts need to be drafted in simple language for the public to understand and should be brief, leaving details to be included in the Rules to obviate the need for amendments every time. Legislations should be citizen-centric, balancing the rights and duties of citizens and powers and obligations of authorities and drafted after detailed consultation with stakeholders.

## 2.5 Legal Aid

Legal aid to the needy is essential for providing justice to the citizens. Legal aid is provided for litigation, counseling, consultation, mediation, and awareness creation. Government has framed a very liberal and progressive scheme for legal aid which is admissible under 14 schemes to the following persons.

### Criteria for giving legal services

Every person who has to file or defend a case shall be entitled to legal services under this Act if that person is:

- a** a member of a Scheduled Caste or Scheduled Tribe:
- b** a victim of trafficking in human beings or beggar as referred to in Article 23 of the Constitution
- c** a woman or a child
- d** a person with disability as defined in clause (i) of section of the Persons with Disabilities Equal Opportunities, Protection of Rights and Full Participation) Act, 1995 (1 of 1996)
- e** a person under circumstances of underserved wants such as being a victim of a mass disaster, ethnic violence, caste atrocity, flood, drought, earthquake or industrial disaster, or
- f** an industrial workman; or
- g** in custody, in child custody in a protective home within the meaning of clause (g) of Section 2 of the Immoral Traffic (Prevention) Act, 1956 (104 of 1956), or in a juvenile home within the meaning of clause (j) of Section 2 of the Juvenile Justice Act, 1986 (53 of 1986), or in a psychiatric hospital or psychiatric nursing home within the meaning of Clause (g) of Section 2 of the Mental Health Act, 1987 (14 of 1987); or
- h** in receipt of annual income less than rupees three lakh or such other higher amount as may be prescribed by the State Government, if the case is

before a court other than the Supreme Court, and three lakh or such other higher amount as may be prescribed by the Central Government, if the case is before the Supreme Court. Enhancing this financial limit is reportedly under consideration.

### Entitlement of legal services

- 1** Persons who satisfy all or any of the criteria specified in Section 12 shall be entitled to receive legal services provided that the concerned Authority is satisfied that such person has a prima facie case to prosecute or to defend.
- 2** An affidavit made by a person as to his income may be regarded as sufficient for making him eligible to the entitlement of legal services under this Act unless the concerned Authority has reason to disbelieve such an affidavit.

## 2.6 Advocates

Each district and taluka Legal Services Authority as also High Court legal services Authority is having its own panel of competent advocates. During the last 5 years (2018-2022), the number of applications in which advocates were provided during the 4-year period has been 59,953.

## 2.7 Extending the Reach of the Scheme

Considering the need of legal aid and the very liberalized nature of the scheme, its benefits need to reach every group and individual who are entitled to its benefits. Legal aid is an important instrument for the empowerment of the weaker sections and therefore should be included in the Citizen's Charter of the departments working for the empowerment of the weaker sections which should proactively work for ensuring the reach of benefits to the entitled. Amongst others, some of the suggestions for increasing awareness are suggested below:

- 1** Implementation of the scheme may be included in the Citizens Charter of the departments working for the weaker sections. Details of the scheme may be included on the website of the department, informed to the staff, and also included in the manual of the department.
- 2** Information may be displayed at conspicuous places in every institution where potential beneficiaries visit. This includes hostels of various categories such as those for scheduled castes and tribes, women, government offices particularly offices with public interfaces including collector and taluka offices, block offices, police stations and village panchayats. It should be an important component of the community reach advocated in the Chapter on Citizens in Governance. Officers of the departments dealing with cases where such help is needed may be sensitized to brief the beneficiaries when they approach them. Brief pamphlets about the scheme may also be provided to the officers.

## 2.8 Extend Scope of Lok Adalat

The State Legal Authority needs to provide more buses to carry lawyers for Lok Adalat, particularly in remote areas. During discussions with officers in L & JD, it was informed that as there are courts in most of the talukas, the need for mobile Lok Adalats has reduced.

## 2.9 Enforcement

Ensuring Rule of Law requires effective enforcement of various legislations and initiatives in letter and spirit. Every department and public authority has to play a role in enforcement. Amongst others:

- 1** Regular training of the officers/employees responsible for enforcement of various legislations needs to be organised on priority. Government can have collaboration with various prominent institutions for capacity building of employees and ensuring that they are confident in enforcing the provisions of legislations.
- 2** During meetings with the staff of various departments, the need for strengthening the legal team was stressed by most departments. Providing a strong legal team instead of a legal advisor in departments based on need is essential. Every department may be provided by a separate law officer.
- 3** A system needs to be developed and put into operation to ensure the government and other authorities follow the court orders for putting in their say or take, or take timely decisions on court orders. Suitable software may be developed, or existing software used if found suitable. Whichever software is used, it should provide alerts in advance to give the concerned officers enough time for preparation.

## 2.10 Legal Audit

Annual legal audit of the working of legal work in various departments and public authorities is needed. It should cover the entire gamut of issues including handling of court work, status of litigation, and convictions.

## 2.11 Annual Publication: State of Law and Justice in Maharashtra

L&JD should bring out an Annual Publication: State of Law and Justice in Maharashtra which should bring together information about various aspects relating to Justice including the issues discussed above and other issues which may not have been mentioned. It shall not only help the L&J Department but also educate the public and academics.

Chapter 3

# **Generic Approach to Good Governance**

### 3.1 Existing Efforts

A very large number of complaints and representations are made to every constitutional, administrative and political authority. The majority of complaints and representations are of similar nature. These large numbers of complaints and representations clutter the entire system at every level as citizens tend to make the same complaints to many offices and make personal visits to various authorities. There are various reasons for the large number of complaints including ambiguity and complexity in the underlying legal provisions, conflicting views about the provisions at decision-making levels, ignorance of the general public about correct interpretation and lack of requisite seriousness on the part of public functionaries to promptly address these complaints. The Government of India and state governments have been taking various initiatives to deal with grievances and complaints. The Government of India, the Government of Maharashtra and other states have established grievance-redressal portals and have also been organizing special campaigns for disposal. The Government of India has launched the CPGRAM portal whereas the Government of Maharashtra has launched the Aaple Sarkar portal. The Government of India had a special drive for the disposal of complaints and representations during the period 02/10/2022 to 31/10/2022 and the Government of Maharashtra organized a clearance drive from 'RashtraNeta to RashtraPita' during the period 17/09/2022 to 02/10/2022 which was extended to 05/11/22. Committees have been constituted at divisional, district and taluka levels for grievance redressal including the system of Lokshahi Din at Mantralaya, divisional, district and taluka levels.

### 3.2 Generic Approach

These efforts however, have not been able to fully meet the expectations of the people and the government. Generic approach is key to dealing with complaints and should be adopted to supplement and complement the existing efforts. The approach advocates resolution of systemic issues underlying complaints of generic nature by modifying policies, procedures and practices while addressing individual complaints. The GR constituting the Committee to prepare the draft Manual of Good Governance begins as under:

“Complaints are being received from citizens regarding various issues in organizations like Lokayukta, Rights to Services Commission, etc. as well as on Aaple Sarkar portal. The complaints received are often of the same nature. Similarly, due to some administrative procedures, these complaints are constantly arising. Therefore, if some changes are made in the administrative procedure, such complaints will not arise frequently .....

GR thus reflects the government view of adopting systemic analysis of issues underlying complaints while dealing with individual complaints. Generic approach is thus in the nature of preventive approach to ensure the problem does not arise as against the curative approach of letting problems arise and then cure the same. The Generic Approach has wider application beyond complaints, as brought out later.

### 1 LokaAukta and Upa-LokAyukta Act

This approach of simultaneously tackling administrative procedure and practices while examining individual cases is also mandated in Sec 2(g) of LokAyukta and Upa-LokAyukta Act wherein maladministration is defined as action taken or purporting to have been taken in the exercise of administrative function in any case:

- i. Where such action or the administrative procedure or practice governing such action is unreasonable, unrest, oppressive or improperly discriminatory, or
- ii. Where there has been negligence or undue delay in taking such action, or the administrative procedure or practice governing such action involves undue delay”
- iii. Investigation of maladministration, therefore, includes investigation of procedures and practices governing the actions of public servants covering.

The above generic approach was recommended in the 2005 Policy Report ‘From Maladministration to Good Governance’ in the Annual Report of LokAyukta and Upa-LokAyukta for the year 2005.

### 2 The Dr. Godbole Committee

In his report on Good Governance submitted in 2001, the Dr. Godbole Committee on Good Governance had also made similar recommendations for dealing with representations and requests for special cases:

“ ----- As the LokAyukta has noticed, there is tendency on the part of the government to pass special orders for giving just and fair relief once Government accepts the recommendations of LokAyukta in any particular case. Instead of general orders may be issued so that all other cases of similar nature are treated in same manner without their having to approach the LokAyukta separately”

### 3 MRTPS Act

Section 16 of the Maharashtra State Right to Public Services Act provides for systemic resolution under powers and functions of the Commission. Section 16(d) provides for recommending changes in procedures for the delivery of public services which will make the delivery more transparent and easier. Section 16(e) provides for recommending steps to be taken for the efficient delivery of public services.

### 3.3 Directory of Complaints

To systematically operationalize the generic approach, a Directory of Complaints containing complaints on a generic basis should be created. Each category of complaints may be given a unique number incorporating the name of the department responsible for taking action.

Directory may have 5 parts/sections: 1st part may be for the complaint, 2nd for the Classification, 3rd for the Department/s responsible for taking action, 4th for action taken and 5th for Remarks. A suitable coding system may be adopted. It could indicate code for department, service, sub-service under service and nature of complaint for each sub-service. The nature of complaint shall however keep changing and is dynamic in nature. There should be provision for adding to the complaints in the Directory. There may be a department-wise directory as also state directory to be maintained by GAD (A.R.,O.& M.) just as it is supposed to maintain a state-wise list of notified services.

While initially the categorization of complaints may be made manually by examining the complaints received, in course of time it should become possible to analyse grievances and complaints using Artificial Intelligence. There was a presentation in this regard by Prof. Nishith Srivastava, Department of Mathematics and Statistics, IIT Kanpur in the recent e-Governance conference in Mumbai. It is understood that the Government of India will examine how this system developed by Prof. Srivastava using AI can be adopted for analysis and categorisation of public grievances. More advanced research would be happening in this area considering its criticality to promoting good governance. Details of the GR/Circular/ mode of resolution can be entered in the Directory of Complaints. Once the generic complaint is solved satisfactorily and complaints cease or are minimized to a predetermined level, the complaint can be closed in the Directory although it shall remain recorded in the Directory. The format of the Directory and its scope is illustrative and may be formed by a group constituted for this purpose.

### 3.4 Dynamic FAQ System

To remove ambiguity and provide the correct status of the complaint to the citizens, government functionaries, and decision makers alike, the system of dynamic FAQs should be introduced by all departments and public authorities. A large number of complaints and grievances shall cease if citizens have clarity about the legal position. Authoritative FAQs are critical to promoting good governance. The issue of classification and FAQs may be included in the Citizens' Charter of each department along with FAQs. For each entry in the Directory, an authoritative FAQ may be issued. A website [maharashtracivilservants@org](mailto:maharashtracivilservants@org) has been started by officers of the Maharashtra Civil Service which has answered 5000 queries from citizens about property. These clarifications however are not authoritative, issued by the authorized authority. Commissioner Sugar, Shekhar Gaekwad has issued 3 booklets of FAQs supported by relevant GRs regarding issues relating to the sugar industry. These publications have been published by the office of the Sugar Commissioner.

### 3.5 Classification of Complaints

Classification of complaints and the issue of authoritative FAQs for each issue is most important to prevent disputes and in case of disputes, to provide a template of a solu-

tion. It should be displayed in a specially-designed central website which could be referred to quickly as most people may not be aware of the department to be referred to. The nature of complaint may also be entered in the Aaple Sarkar Grievance Redressal Portal through a drop down menu to enable the categorization of grievances.

### 3.6 Simplification

The Generic Approach to governance has wide application beyond tackling complaints. Each department has a list of services which may or may not have been notified. Each of these services needs to be examined for simplifying the process. This should help both citizens and public functionaries.

### 3.7 Dispute Resolution

Classification also needs to be done regarding disputes under various Acts. The State government has already started using e-QJ software for managing land disputes. A revamped version is also in the offing which shall allow for the submission of documents digitally and also for the entry of the nature of the dispute. A Directory of Land Disputes could thus be created. The government could thereafter examine each type of dispute to formulate a generic approach so that disputes do not crop up and if so, can be disposed of quickly. A similar approach should be used for quasi-judicial cases relating to other subjects such as excise, food and drugs administration, environment, town planning. Classification of cases and the results of the regulatory and enforcement action taken shall help the concerned authorities to improve the functioning of the respective regulatory functions through changing policies, regulations, procedures, and practices, as would periodic reviews.

Generic approach and classification can also help to minimize cases of irregularities and malpractices by reducing the scope for arbitrary and discretionary decision making. Besides the parent departments, various regulatory agencies such as CAG, Local Fund Audit, ACB, and LokAyukta deal with malpractices. Reports of these agencies should be studied to list malpractices of various categories and steps taken through changes in procedures and practice so that the same malpractice does not occur again. The approach could be institutionalized by these agencies incorporating in their annual reports the systemic changes required to be made so that the irregularities, malpractices, and inefficiencies do not recur or are minimized over the period.

The Generic Approach described above needs to be implemented on topmost priority. Each department may constitute a group of experienced serving/retired officers who should work on the classification, create a Directory of Complaints, and create a system of dynamic FAQs for various subjects. The groups should be able to do so within a period of 3-6 months based upon the complexity and scope of the complaints.

Generic Approach may appear simple but requires sustained and painstaking effort on the parts of the staff both in GAD and in the departments.



Chapter 4

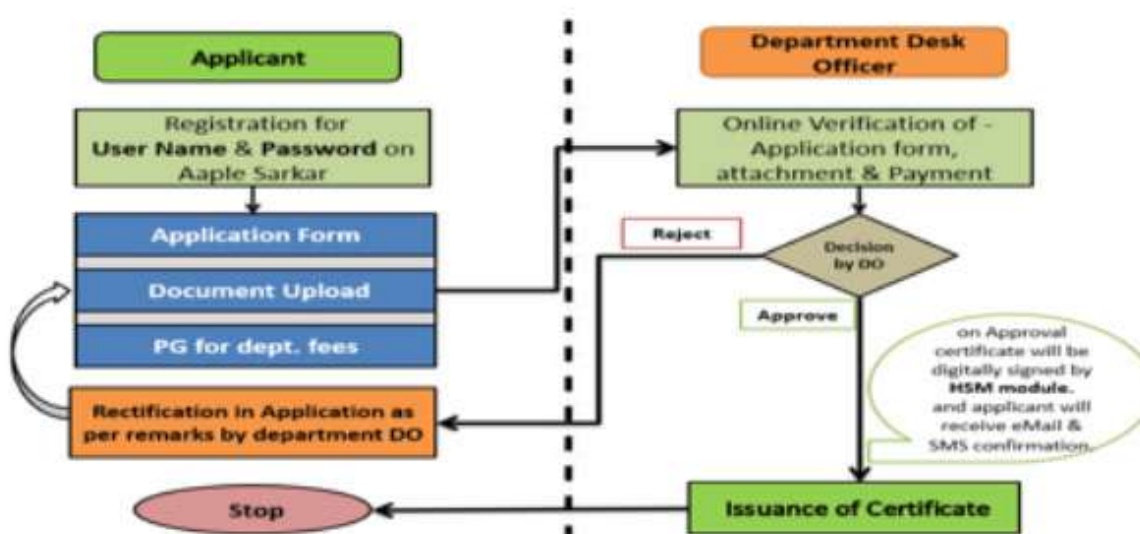
# **Maharashtra Right to Public Services**

## 4.1 Introduction

- 1 The Maharashtra Right to Public Services Act, 2015 was enacted with the objective of ensuring transparent, efficient, and time-bound delivery of Public Services to Citizens. It is a revolutionary act because it empowers the citizens and makes the administration responsible, answerable, and accountable. Delivery of Public Service at the last point is often the weakest link in administration and this Act aims at improving the efficiency at the cutting-edge level of administration. The Maharashtra Right to Public Services Act, 2015 came into effect on 28th April 2015. The Maharashtra Right to Public Services Rules was published on 16th November 2016.
- 2 GAD (A.R.,O.& M.) has published the list of 511 public services notified by various departments

under Section (3) of the Maharashtra Right to Public Services Act, 2015. The list of notified services is published vide a GAD (A.R.,O.& M.) letter dated 25th January 2023 and is available on the Aaple Sarkar RTS portal. The list of notified services needs to be updated periodically because new services are notified and some are deleted.

- 3 Presently, applications for the notified public services can be made online for 387 services and for 124 services offline. The number of applications using the online system is increasing rapidly. Hence it is necessary to understand the online process which is explained by the flow chart given below



- 4 The first point is to verify whether the service is notified under Section (3) of the MRTPS Act. The provisions of this act apply only to those services which are notified under Section (3).
- 5 The next step is to check whether the application is complete in all respects and with the necessary documents. It is important to verify whether the applicant is an "Eligible Person". It is only the eligible person to whom the public service should be provided. For example, for obtaining a senior citizen certificate, the minimum age of the applicant has to be 60 years. If a person applies for a senior citizen certificate at the age of 55 years, he is not eligible for this service.
- 6 While providing the services under this act, the three important objectives to be ensured are:
  - i. Transparency
  - ii. Efficiency
  - iii. Time-bound delivery of Public Services
- 7 The public services are notified under MRTPS Act by means of the Gazette Notification. The Gazette Notification gives the following information:
  - i. Name of the Public Services
  - ii. Prescribed Time Limit
  - iii. Designated Officer
  - iv. First Appellate Officer
  - v. Second Appellate Officer
- 8 The time limit for every notified service has to be very strictly followed. Any delay beyond the stipulated period can lead to a penalty of minimum Rs 500/- and maximum Rs 5000/- for every delay and even Departmental Enquiry proceedings.
- 9 On the other hand as per section 20(5)(a) of the MRTPS Act, "To encourage and enhance the efficiency of the Designated Officer, the head of the Public Authority may grant cash incentive of such

amount as may be notified by the Government to a Designated Officer against whom no default is reported in a year and who is delivering public services within the stipulated time limit along with a Certificate of Appreciation and also take a corresponding entry in the service record of the concerned officer". This incentive scheme must be implemented by all Departments at the earliest. In the State of Karnataka, an incentive scheme for appreciating excellent performance in the delivery of Public Services is implemented and announced every month. The entire incentive scheme in Karnataka is computerised. We may follow a similar pattern.

- 10** The Act provides for three appeals when either there is a delay in providing services or the service is rejected without recording justification and with reasons. The first appeal has to be decided within 30 days, second appeal within 45 days and third appeal within 90 days. Penalty can also be imposed on the first appellate authority for not deciding the appeal within the prescribed time limit. While deciding the appeal, both the parties have to be given the adequate opportunity to be heard and the appellate authority must pass a speaking order giving reasons. The Act provides for protection for action taken in good faith. It also provides for action against eligible persons for giving false for frivolous information.

## 4.2 Procedure for Online Application

The citizen can make an online application by:

- i.** Using MRTPS Maharashtra Mobile App or
- ii.** Apply on the Aaple Sarkar MRTPS Portal or
- iii.** If the applicant needs help for making an online application, he can approach any Aaple Sarkar Seva Kendra. There are more than 35,000 ASSK centres.

The fee for an online application is Rs 20 + GST (Rs.23.60).

The above facility for online application is bilingual, that is, in English and in Marathi.

## 4.3 Procedure for Registration

For making online application the applicant has to register either:

By giving Aadhar Number

OR

By filling a prescribed proforma in 6 steps:

- i.** Applicant Detail
- ii.** Applicant's Address
- iii.** Mobile Number and Username Verification

- iv.** Upload Photograph
- v.** Proof of Identity
- vi.** Proof of Address

This registration is free of cost. The applicant has to register only once and thereafter can continue to avail as many services as required.

Immediately after making a successful online application, the applicant is provided with an acknowledgement and a UID Number and the date on which the service will be provided. This will enable the applicant to:

- i.** Track the application
- ii.** Verify service received for authentication validation purpose
- iii.** Seek help from 24×7 citizen call centre (1800-120-8040)
- iv.** View transaction history

## 4.4 Appellate Authorities under MRTPS

The applicant can file an online Appeal on the Aaple Sarkar MRTPS Portal. They can also file an offline Appeal. Applicants may be encouraged to file online Appeals instead of offline ones. Online Appeals can be filled by the click of a button and filling a simple half page proforma. Hearings of all Appeals are organised by using a video conference facility.

Appeal can be filled on two grounds:

- i.** The service was not provided within the prescribed time limit.
- ii.** The application for service was rejected without giving justification.

There are 3 Appellate Authorities:

- i.** First Appellate Authority
- ii.** Second Appellate Authority
- iii.** Third and Final Appellate Authority is the MRTPS Commission

The First and Second Appellate Authorities are Senior Officers within the Department/Organization. The Third and Final Appeal can be filed to the respective Commissioner MRTPS of the six divisions. Only the Third Appeal pertaining to Mumbai and Mumbai Suburban District is to be filed directly to the Chief Commissioner MRTPS.

**Designated Officer:** As per Section 2(e), Designated Officer means an Officer who is required to provide Public Services to the eligible person. The primary responsibility of providing services to the eligible person within the stipulated period is of the Designated Officer. It has to be ensured that there are not more than three

levels of scrutiny and that the Designated Officer is the Final Authority to decide whether the service will be provided or not.

**2. First Appellate Authority:** If the applicant is not satisfied with the decision given by the Designated Officer or if there is delay in providing service, he may file an appeal with the First Appellate Authority under Section 9(1). The First Appellate Authority must decide the appeal within a period of 30 days.

**Second Appellate Authority:** If the applicant is not satisfied with the decision given by the First Appellate Authority, he may file a second appeal. The Second Appellate Authority must decide the second appeal within 45 days.

**The Maharashtra State Commission for Right to Public Services:** If the applicant is not satisfied with the decision given by the Second Appellate Authority, he may file the third appeal with the Maharashtra State Right to Public Service Commission. The Commission must decide the third appeal within 90 days. The decision given by the Commission is final.

## 4.5 Important Sections/Rules

**1 Section 1 (2):** It extends to the whole State of Maharashtra.

**2 Section 1 (4):** It shall apply to such Public Authorities which provide public services to eligible persons as per the provisions of any laws, rules, notifications, orders, Government Resolutions, or any other instruments.

Therefore, it applies to all Departments or Authorities of the Government including Local Bodies.

**3 Section 4(2):** Provides that the stipulated time limit may be extended by the State Government during the period of election as well as in natural calamities to such extent as may be prescribed.

**4 Section 7:** The Government shall encourage and aspire all the Public Authorities to utilise Information Technology to deliver their respective public services within the stipulated time limit. However, if notified services are not available online, citizens can make an offline application. Nonetheless, the MRTPS should be able to provide all services online.

**5 Section 17:** The State Government shall consider the recommendations made by the Commission under Clauses (c), (d) and (e) of Sub-Section (1) of Section 16 and send information to the Commission of the action taken within a period of thirty days or such time thereafter as may be decided in consultation with the Commission.

**6 Section 21:** The Government shall allocate adequate funds for implementation of the provisions of this Act and for training of the Designated Officers, Appellate Authorities, and their staff.

## 7 Rule 3 - Display of information on notice board:

- i. Every Public Authority shall display or cause to display the list of public services to be rendered by it, stipulated time limit, names of Designated Officers, First Appellate Authorities and Second Appellate Authorities, Form, or fee, if any, on the notice-board of its office and also on its website or portal of the Government or Department or office, if any.
- ii. List of documents that are required to be enclosed with the application form or forms for receiving the service and the forms appended to these rules shall also be displayed on the notice board of its office and also on the website or portal of the Government or Department or office.
- iii. Such displays shall be in the Marathi language and where needed, in English, and shall be placed at conspicuous places so that visitors are able to notice it easily.
- iv. In the event of non-display of such information in the public domain or office or website or portal, the Chief Commissioner or the concerned Commissioner may take suo moto cognizance and initiate appropriate action against the concerned office or Department or Designated Officer.

## 4.6 Logo and Tagline

The Commission has selected Logo and Tagline for creating greater awareness amongst citizens about the Right to Services. The General Administrative Department-wide circular dated 15th February 2020 has directed that all Notified Services must be provided with the Logo and Tagline printed on the certificates. This direction of the Government should be followed strictly.

## 4.7 Role of Collector of the District

- 1 Government vide order dated 12th March 2018 has declared the District Collector as Controlling Officer for implementation of MRTPS Act.
- 2 Collector has powers to sanction new Aaple Sarkar Seva Kendras or terminate them if malpractices are noticed.
- 3 To enable the Collector to effectively monitor, review and ensure implementation of the Act, every Collector has been provided with a Smart Dashboard.

## 4.8 Ranking of Departments

Red, Amber, Green (RAG) framework has been prepared to categorize the Departments on the basis of their performance in providing online services using Aaple Sarkar Portal.

- i. Green—Excellent Performance
- ii. Amber—Good Performance
- iii. Red—Poor Performance

It is done on the basis of declared criteria and by a computerised system to ensure objectivity.

## 4.9 Road Map for Way Forward

- 1 All services provided by the State Government, Public Authorities and Local Bodies must be notified under the MRTPS Act within a prescribed period.
- 2 Any request by a Department to de-notify a service under the MRTPS Act must be examined very carefully by a committee under the Chairmanship of Chief Secretary. De-notification of a service must be treated as a rare exception.
- 3 Vide Government Circular dated 28th November 2022; Government has directed that all services notified under the MRTPS Act must be provided online only from 31st December 2022. The Chief Secretary must ensure strict compliance with this Government Circular.
- 4 Vide Government Resolution dated 19th January 2018; has laid down the procedure for sanctioning Aaple Sarkar Seva Kendra by the Collector. There is tremendous scope for increasing the number of ASSK centres as per the population criteria mentioned in the Government Resolution. The Collectors should encourage opening new centres so that they are easily accessible to the citizens. In some Districts “Women Self Help Groups” have been entrusted to management of ASSK, and in Wardha an ASSK Centre has been started in the premises of the District Hospital. Both these examples illustrate how the network of ASSK can be expanded to a very large scale.
- 5 In case of delays, an Alert System must be provided for the Designated Officer. The Alert System must draw the attention of the Designated Officer that the stipulated time period for deciding is about to expire. If the Designated Officer fails to take action despite the Alert, the system should provide for the Alert to be escalated to the Higher/Supervisory Authorities. The Supervisory Authority should immediately direct the Designated Officer to decide the matter expeditiously.
- 6 The Maharashtra State Commission for Right to Public Services has published FAQs and uploaded them on the website. It is necessary to regularly update the FAQs regarding the various services including classification on the basis of nature of service and beneficiary-wise guidance. An additional provision of an AI-based Chatbot should be made available.
- 7 A major awareness campaign needs to be launched. All Government Departments, local bodies, Elected Representatives, Civil Society, Social Media,

Non-Governmental Organisations need to participate in this campaign. The Right to Public Services fortnight needs to be observed every year.

- 8 Master List of all public services must be published by every Department and the same should be put in the public domain. The State Government must publish the consolidated Master List of all services.
- 9 A time-table may be published by the State Government indicating the time-frame by when all the public services would be notified under the Right to Public Services Act.
- 10 Incentives and Awards scheme for Designated Officers needs to be prepared and announced by the Government at the earliest.
- 11 Information and technology infrastructure like computers and dashboards need to be provided to every Designated Officer, Appellate Authorities and Collectors/Divisional Commissioners and CEO, Zilla Parishads.
- 12 The Government of Maharashtra vide Government Circular dated 28th September 2015 had directed that all notified services must be provided online through a single platform on Aaple Sarkar. This decision was taken to facilitate citizens in applying for services with ease. However, it is observed that despite these instructions by the Government, several Departments have created separate portals for providing services. The policy regarding providing notified services through a single platform needs to be clearly spelt out and enunciated because it is observed that several departments have developed different portals. It must be ensured that all services are integrated with the Aaple Sarkar Portal. Integration with Aaple Sarkar means integration of various portals with Aaple Sarkar and that the existing portals will continue to exist. However, the citizens can apply for any service on Aaple Sarkar Portal which will electronically transfer the application to the concerned Department/Competent Authority. The citizen will not have to visit different portals.
- 13 The Committee has observed that detailed information regarding number of online applications received, number of applications disposed within stipulated time, its break-up Department-wise, District-wise is all made available on Aaple Sarkar RTS Portal. This is an excellent step in transparency. However, all information available in the Public Domain is on the basis of cumulative figures since 2015 to present. In order to bring more clarity, it is recommended that information on all parameters should also be made available for the current financial year on a regular basis. The IT Department and the MahaIT Corporation should implement this at the earliest.

## 4.10 Proposed Categorisation of Services

Services need to be categorised based on the nature of services and on a beneficiary-wise basis.

As an illustration, the MRTPS Commissioner Aurangabad has categorised services as follows:

- i. Government to Citizens (G2C)
- ii. Government to Government (G2G)
- iii. Government to Employees (G2E)
- iv. Government to Business (G2B)

The above categorization of services is illustrative and not exhaustive.

Similarly, Services need to be grouped beneficiary-wise. As an illustration, the MRTPS Commissioner Amravati has categorized services into 12 categories on basis of beneficiaries:

- i. Public Services
- ii. Services for Farmers
- iii. Services for Women
- iv. Services for Senior Citizens
- v. Services for Divyangjan
- vi. Services for Students
- vii. Services for Economically Weaker Sections
- viii. Services for Landless Labourers
- ix. Services for Scheduled Castes
- x. Services for Scheduled Tribes
- xi. Services for Minority Communities
- xii. Services relating to Industries

The above categorization is illustrative and not exhaustive.

It will make the system extremely user-friendly if the Citizens are able to access services with ease and according to the category for which the applicant is seeking to apply. Hence, categorization of services needs to be implemented immediately and put in the public domain with wide publicity.

#### 4.11 National E-Governance Service Delivery Assessment

The Department of Administrative Reforms and Public Grievances, Government of India carries out an evaluation of how online services are being delivered by the States on the basis of the following seven parameters:

- i. Accessibility
- ii. Content Availability

- iii. Ease of Use
- iv. Information Security and Privacy
- v. End Service Delivery
- vi. Integrated Service Delivery
- vii. Status and Request Tracking

All Departments must ensure that every online service meets the above seven parameters to the fullest extent because the performance based on the ranking of the State will depend on these parameters. In view of the importance, the Secretary/HoD must review the seven parameters regularly.

#### 4.12 Mandatory Services

The Department of Administrative Reforms and Public Grievances has identified 58 mandatory services for evaluation. It is observed that 8 mandatory services have not been notified by Maharashtra. These are as follows:

- i. Apply online for Encumbrance Certificate
- ii. Registration of Societies under Societies Registration Act
- iii. Employee Registration
- iv. School Registration
- v. NOC for Schools
- vi. NOC for New Establishments
- vii. Final NOC for Occupancy Certificate (Citizen)
- viii. Final NOC for Occupancy Certificate (Business)

The above 8 mandatory services need to be notified immediately.

##### Essential Readings

- i. Maharashtra Right to Public Service Act, 2015.
- ii. Maharashtra Right to Public Service Rules, 2016.
- iii. Annual Report of the Maharashtra State Commission for MRTPS Service.
- iv. List of Notified Services under MRTPS published by GAD (A.R., O. & M.).

Chapter 5

# **Transparency and Right to Information**

## 5.1 Introduction

Transparency is the sine qua non of democracy and ensures that both the governance processes and their outcomes are visible to the citizen, in their pursuit of effective and efficient public services. It brings direct accountability of the public institutions and functionaries to the people. Sharing of information about government policies, decisions and their execution is a crucial first step towards citizens' participation and is an essential element of citizens-centric good governance paradigm.

The Right to Information Act, 2005 enables the citizens to access the information related to all public authorities, ranging from the apex constitutional authority to the functionaries at the grass roots cutting edge.

The Supreme Court of India has interpreted the right to information as a fundamental right, embedded in the right to freedom of expression, in a series of landmark decisions beginning with *Bennett Coleman and Co. v/s Union of India Case* (1973).

The citizens, under the RTI Act, can obtain public records through an RTI application. The Act mandates the public authorities to designate Public Information Officers and provide information within 30 days. The Act also provides a mechanism of first Appeal within the department, and the second appeal with the Information Commission.

The second mode to access the information is the suo moto disclosure by the public authorities, under Section 4(1)(b) of the Act. The information is to be disseminated

widely through notice boards, newspapers, printed books and brochures, and on web-portals etc. Effective suo moto disclosure of the public information obviates the need of RTI applications and helps reduce the administrative work involved in the process.

The term "information" as defined in the RTI Act includes both physical and digital records in the form of documents, orders, emails and in all other digital formats, work samples etc. The RTI Act mandates the maintenance of records in both physical and digital forms so that the same could be accessed both materially and electronically.

Section 4(1)(a) mandates all public authorities to maintain all its records duly catalogued and indexed in a manner and the form, which facilitates the right to information, and, that all records that are appropriate to be computerised are, within a reasonable time, and subject to availability of resources, are computerised and connected through a network all over the country on different systems so that the access to such records is facilitated.

As the Right to Information is all about sharing of public records with the citizens, the management of public records is very crucial for the implementation of the RTI Act. This is discussed in detail in the subsequent part of the manual.

## 5.2 Process under the RTI Act

Right of the Citizens	Responsibility of the Public Authorities
RTI application under Section 6 for:	
<b>1</b> Getting copies of documents	<b>1</b> Designating PIOs and First Appellate Authority
<b>2</b> Inspections of records	<b>2</b> Record Management
<b>3</b> Inspections of works	<b>3</b> Furnishing documents within 30 days
	<b>4</b> Facilitating inspections of records
	<b>5</b> Facilitating inspection of works at site
<b>1</b> First appeal under Section 19 (2)	<b>1</b> Designating First Appellate Authority
<b>2</b> Second appeal u/s 19 (3)	<b>2</b> Compliance of the orders in appeal
<b>1</b> Access to information disclosed suo moto	<b>1</b> Disclosure and publishing information through printed material and on digital portals
	<b>2</b> Develop Web-portals for online access
Complaint under Section 18 to Information Commission for noncompliance of the above and other provisions	

### 5.3 Disclosure under Section 4(1) (b)

- 1 The particulars of its organisation, functions and duties;
- 2 The powers and duties of its officers and employees;
- 3 The procedure followed in the decision-making process, including channels of supervision and accountability;
- 4 The norms set by it for the discharge of its functions;
- 5 The rules, regulations, instructions, manuals and records, held by it or under its control or used by its employees for discharging its functions;
- 6 A statement of the categories of documents that are held by it or under its control;
- 7 The particulars of any arrangement that exists for consultation with or representation by, the members of the public in relation to the formulation of its policy or implementation thereof;
- 8 A statement of the boards, councils, committees and other bodies consisting of two or more persons constituted as its part or for the purpose of its advice, and as to whether meetings of those boards, councils, committees and other bodies are open to the public, or the minutes of such meetings are accessible for public;
- 9 A directory of its officers and employees;
- 10 The monthly remuneration received by each of its officers and employees, including the system of compensation as provided in its regulations;
- 11 The budget allocated to each of its agency, indicating the particulars of all plans, proposed expenditures and reports on disbursements made;
- 12 The manner of execution of subsidy programmes, including the amounts allocated and the details of beneficiaries of such programmes;
- 13 Particulars of recipients of concessions, permits or authorisations granted by it;
- 14 Details in respect of the information, available to or held by it, reduced to an electronic form;
- 15 The particulars of facilities available to citizens for obtaining information, including the working hours of a library or reading room, if maintained for public use;
- 16 The names, designations and other particulars of the Public Information Officers;
- 17 Such other information as may be prescribed.

With the exception of the information exempted under Section 8 (1), the entire information can be brought in the public domain through self-disclosure under Section 4 (1) (b) of the Act, and supplied to the citizens in response to their RTI applications.

#### Exemption from disclosure of Information—Section 8(1)

- 1 Information, disclosure of which would prejudicially affect the sovereignty and integrity of India, the security, strategic, scientific or economic interests of the State, relation with foreign State or lead to incitement of an offense;
- 2 Information which has been expressly forbidden to be published by any court of law or tribunal or the disclosure of which may constitute contempt of court;
- 3 Information, the disclosure of which would cause a breach of privilege of parliament or the State Legislature;
- 4 Information including commercial confidence, trade secrets or intellectual property, the disclosure of which would harm the competitive position of a third party, unless the competent authority is satisfied that larger public interest warrants the disclosure of such information;
- 5 Information available to a person in his fiduciary relationship, unless the competent authority is satisfied that the larger public interest warrants the disclosure of such information;
- 6 Information received in confidence from foreign Government;
- 7 Information, the disclosure of which would endanger the life or physical safety of any person or identify the source of information or assistance given in confidence for law enforcement or security purposes;
- 8 Information which would impede the process of investigation or apprehension of offenders;
- 9 Cabinet papers including records of deliberations of the Council of Ministers, Secretaries and other officers;
- 10 Personal information the disclosure of which has no relationship to any public activity or interest or which would cause a warranted invasion of the privacy of an individual.

### 5.4 Implementation of the RTI Act in Maharashtra

The Committee examined the Annual Reports of the State Information Commission, Maharashtra. Consultations were held with the State Chief Information Commissioner, Central Information Commissioner, a few Public Information Officers from the departments in Mantralaya, Brihanmumbai Municipal Corporation, MMRDA etc. It

also engaged with the experts to understand the issues for further improvement especially in the management of online RTI applications and the appeals, and suo moto disclosure. The State Information Commission has made several important recommendations in its annual reports. The Committee recommends a time-bound action by the departments on those recommendations. It also recommends an ATR be submitted at the time of tabling the annual reports in the legislature.

## 5.5 Portal for Online Applications

The Government of Maharashtra introduced a web-portal [rtionline.maharashtra.gov.in](http://rtionline.maharashtra.gov.in) in 2013, for the online submission of RTI applications and First Appeals. The online facility to prefer second appeals was introduced by the State Information Commission in 2017, in collaboration with the NIC and Mahaonline. While the online system is functional in Mantralaya departments, and at the District Collectors' level, it needs to be extended to all departments and agencies at different levels.

Several administrative and technical issues in the online regime were brought to the notice of the Committee, such as updating of the details of the PIOs, the capacity of the system to upload and transfer digital files, gaps in the digital infrastructure, technical support to the departments, and training requirements. These need to be addressed at the earliest. It is also recommended that all the departments should prepare and publish a directory of public authorities and the PIOs under their control. The same may be consolidated and uploaded on the government websites. The Circular dated 18th September 2009, issued by the General Administration Department, Government of Maharashtra should be complied with in this regard.

## 5.6 Gaps in suo moto disclosure

The performance of the departments as regards the suo moto disclosure of information under Section 4(1) (b) needs a lot more attention. The responses obtained from the departments to the format circulated by the Committee indicate wide gaps in the compliance of Section 4(1)(b). As mentioned in the report of the State Information Commission also, the departments have not yet fully complied with its directions towards the suo moto disclosure under Section 4(1)(b).

The Department of Personnel and Training, Government of India, has started the practice of getting the suo moto disclosure of the departments audited by a third party vide office memorandum dated 20th September 2022. It is recommended that the Government of Maharashtra starts a similar practice.

## 5.7 Good Practices in suo moto Disclosure

The Committee has referred to a few success stories listed in the compendium published by the Department of Personnel and Training, Government of India, on the best practices on RTI in relation to suo moto disclosure and dissemination of the departmental information. The initiative of SARATHI by the Pimpri-Chinchwad Municipal Corporation (PCMC), Transparency Desk at the Sub-Divisional level in Tripura, Central Monitoring Mechanism of the Government of Odisha and the Proactive disclosure by the Ministry of Rural Development on MGNREGA are the examples which the Committee considers very important in the context of transparency and good governance.

### 1 SARATHI

SARATHI was an initiative of uploading the information of different departments and projects under the Pimpri-Chinchwad Municipal Corporation (PCMC), which was asked frequently by the citizens. The objective was to share the information with the citizens according to their priorities, and satisfy their information needs on one hand; on the other hand help the administration to avoid an overload of demand for information. The PCMC set up a core committee under the Municipal Commissioner that comprised the Heads of Departments, representatives of the civil society such as IT professionals, and representatives of the NGOs. The PCMC listed 774 frequently asked questions related to 45 departments, and shared the information through books, websites, e-books and helplines.

### 2 Transparency Desk

A transparency desk was set up by the SDM of Dhalari district, State of Tripura, to provide information to the citizens in areas where people had no access to electronic media like the internet. The transparency desk covered 22 different departments at the Sub-Divisional Level, with each departmental unit at the Sub-Divisional level expected to share relevant information. The information collated was based on the analysis of public demand for information and commonly-filed RTI applications. The information generally covered the physical and financial targets of the departmental units and the action plans for the financial year. A Deputy Collector and Magistrate Level Officer was appointed as the nodal officer for the transparency desk.

### 3 Central Monitoring Mechanism of the Government of Odisha

Considering the poor performance of the departments in suo moto disclosure on the government web portal, the Government of Odisha introduced a Government-to-Government (G2G) service portal as a centralized web-based system to monitor the implementation of the RTI Act in the State of Odisha. The system provided IT-based solutions to all government departments and subordinate offices with individual user IDs and Passwords to manage their proactive disclosure u/s 4. The portal also enabled handling online RTI applications, and also generated electronic annual reports u/s 25 of RTI Act 2005. The portal facilitated the citizens to file online applications and track their statuses. It provided a single gateway to the information of all departments as per sections 4, 6, 7 and 25 of the Act on a common platform.

#### 4 Proactive Disclosure under MGNREGA

The MGNREGA was launched in 2005 to provide at least 100 days guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work. The Ministry of Rural Development introduced a decentralized inclusive data information system to be used by the citizens and beneficiaries to access information in order to hold the program-related functionaries accountable for their performances. The web portal included all records and information related to the status of implementation of MGNREGA. The highlight was that it was an open data portal with no data password protection. The information uploaded ranged from the list of beneficiaries, wages earned, funds released, assets created, and complaint redressals. It stored the details of the beneficiaries, such as their job cards, the number of days for which work was demanded and provided, their muster rolls and the wages paid. The officials of the government could also view the progress of the scheme.

The Committee feels that the above good practices may be studied by the GAD and appropriate steps be taken for proactive disclosure with priority given to the frequently asked questions.

### 5.8 Recommendations

- 1 The General Administration Department (A.R.,O.& M.) along with the Department of Information Technology (DIT) should engage with the representatives of different departments, Local Bodies, Information Commission, and experts to study the issues in the online management of the RTI applications. They should take necessary steps, both technical and administrative to improve its functioning.
- 2 The state RTI portal should also provide for a mechanism for the departments and their regional, district and outreach units to upload their information at their level for proactive disclosure. The portal should facilitate online RTI applications, and first and even the second Appeals.
- 3 To improve access to RTI portal and enable online RTI applications and appeals, the GAD (A.R.,O.& M.) and the DIT should take necessary steps to notify Right to Information as a service to be provided by the Aaple Sarkar Kendras or similar outreach centres in the State.
- 4 It is recommended that the GAD (A.R.,O.& M.) as the nodal department for RTI Act, in consultation with the Department of Information and Technology, should prepare a manual which will include the SOPs for management of the online applications and the appeals. The SOPs should also include the guidelines for the maintenance of all records, and its disclosure. These SOPs should be in line with the E-office protocol. The GAD (A.R.,O.& M.) may also refer to the User's Manual for online submission of RTI applications and the appeals published by the Department of Personnel and Training, Government of India.
- 5 Regular training programmes for the Public Information Officers and the appellate authorities should be organised at all levels, with special focus on the digitalisation process.
- 6 The Departmental Secretaries and the Heads of Departments should be made responsible for the implementation of the RTI Act. The departments at the Mantralaya level should designate the officer in charge of Good Governance as the Nodal Officer for the effective implementation of the RTI Act. Nodal Officers of appropriate seniority should also be appointed at the Regional, District, and sub-district levels, and in all the Local Authorities and Public Sector Undertakings.
- 7 The Secretaries, the Heads of Departments, and the Nodal Officers should ensure that the officers designated as the PIOs, APIOs and the First Appeal Authorities are of appropriate seniority to command compliance of the RTI Act.
- 8 The names, designations, contact numbers and the email ids of the PIOs, APIOs and First Appeal Authorities should be notified on their websites and also on the notice boards outside the offices of the PIOs. The list of the PIOs should be updated from time to time in case of administrative reshuffle.
- 9 The Nodal Officers should monitor the RTI applications received both physically and online and ensure their effective disposal within the time limit prescribed, and that the registers of the RTI applications and the first appeals are maintained in line with the Manual of Office Procedure, 1994 and e-office protocol.
- 10 The Nodal Officers should review the receipt, disposal, and pendency of the RTI applications, first appeals, and also ensure the compliances of the order of the Information Commission in appeals and complaints and in the annual reports and periodically report the same to the Departmental Secretary.
- 11 In order to ensure proactive disclosure under Section 4(1)(b), the departments should prescribe detailed guidelines to their regional, district and local units. The guidelines should include the format, department-specific content and mode of suo moto disclosure of information at different organisational levels, in consultation with the HODs. The Nodal Officers should ensure that the information uploaded on the website is updated periodically.
- 12 The departments and the public authorities under their control should analyse and classify the RTI queries received, with a view to analyse citizens' information needs and publish such frequently asked information on their websites. This is to obviate the need for the citizens to make repetitive applications on the same subject and ensure that the disclosure is more relevant to the needs of the citizens.

- 13** All the departments should upload the copies of their manual, GRs, circular and the reports of different committees appointed from time to time and the actions taken on them. The departments should also upload and periodically update the information on the Key Result Area related to the development programmes on their web portals.
- 14** The rules and practice of tagging a document or file as confidential needs a review in light of the transparency imperative.

## **15 Budgetary Provision**

The Departments should make adequate budget provisions for setting up the physical and IT infrastructure, staff support mechanisms and training at all levels for effective implementation of the RTI Act. Sufficient budget should also be provided to the field functionaries to provide certified copies of the physical and digital records to the RTI applicants.

## **16 Need for Comprehensive RTI Rules**

At present the RTI rules are limited to the formats of application and fees only. Comprehensive RTI rules, under Section 27 of the RTI Act, should be notified covering all the aspects of implementation of the Act in the state. The recommendations of the State Information Commission should also be considered while notifying the new rules.

Chapter 6

# **Management of Public Records**

Management of Public records is basic to all the functions that the government performs. Public records have implications for the rights, entitlements and service-related interests of the citizens. Subjects such as land records, law enforcement and judicial matters have a bearing on the fundamental rights of the citizens and are of permanent value. The management of public records is regulated by the Departmental Manuals, Manual of Office Procedure, and the Maharashtra Public Records Act 2005, and the Public Records Rules of 2007.

There are instances of current and old records being damaged by fire or floods or lost due to the negligence of the custodians. Therefore, public record management deserves a lot more attention than it generally gets. With digitalisation of government processes under e-Governance, the protocols of digital record keeping have also assumed great significance.

## 6.1 Public Record and Record Creating Agencies, Record Rooms and Record Officers

**Public Record** has been defined in Section 2(g) of the Maharashtra Public Records 2005 Act to include:

- 1 Any document, manuscript and file;
- 2 Any microfilm, microfiche and facsimile copy of a document;
- 3 Any reproduction of image or images embodied in such microfilms (whether enlarged or not) and;
- 4 Any other material produced by a computer or any other device of a record-creating agency.

**Public Record Creating Agency** has been defined to include:

- 1 In relation to the State Government, any department of Mantralaya or the office of the State Government;
- 2 In relation to the local authority or any statutory body or corporation wholly or substantially controlled or financed by the state government, or commission or any committee constituted by the state government, the office of the said local authority, statutory body, corporation, commission or committee;

The definition of pPublic Authority under the RTI Act 2005, complements the above definition to include all the public authorities, established or constituted—

- a By or under the constitution;
- b By a law of the Parliament;
- c By a law made by the State Legislature;
- d By notification issued or order made by the government

The entities covered by the above definitions are the public record-creating agencies and are obliged to manage their records in the above legal framework.

**Record Rooms and Record Officers:** As prescribed by Section 5(1) the Maharashtra Public Records Act 2005, the Departments should ensure that all the Public Authorities under their control and supervision maintain a record room under the charge of a designated Record Officer. The responsibilities of the Record Officers have been listed in Sections 6 and 7 of the Maharashtra Public Records Act.

## 6.2 Classification of Records

The Government records are classified into the following categories:

- 1 **A Class** – To be preserved indefinitely. This class includes the files which contain orders or decisions establishing important precedents or general instructions or rulings of a permanent importance.
- 2 **B Class** – To be preserved for 30 years. The files in this category are similar in nature to Class A files but which are unlikely to be required for reference after a few decades.
- 3 **C Class** – To be preserved for 5 years. This class should be allotted to files of secondary importance which it is desired to preserve for a very limited number of years.
- 4 **D Class** – To be destroyed as soon as the purpose is fulfilled and, in any case, not later than one year after the end of the year in which they are filed. This class should consist of files, the contents of which are of a purely ephemeral nature.

As the departments continue to launch new programs and initiatives, they should issue appropriate guidelines with regard to recording, storage, retention, and disposal of such files within the above framework.

## 6.3 Management of Digital Records

The focus of Good Governance is on digital transformation. The Government of Maharashtra has taken a policy decision to switch over to e-office and digitalized online service delivery. It is therefore essential to prescribe comprehensive guidelines for the management of a digital record. The classification, storage and disposal of digital records, like the physical records, would be important for easy retrieval, as well as to avoid clutter.

The following recommendations should be considered for the management of digital records:

- 1 During the switch over to e-office, the departments should undertake the digitization of the physical record (legacy records). The legacy record should be duly scanned, categorised and stored in the department's record rooms. Departments should use safe, digital repositories for long-term preservation and access.
- 2 The departments and subordinate offices of the state should make necessary budget allocation for the

purpose of setting up digital record storage infrastructure.

- 3 Provision of training and hand-holding support should be made available to the departments in terms of digital record storage, management and retrieval. The expertise of National Informatics Centre (NIC) and Directorate of Information Technology (DIT) should be availed.
- 4 The scanned records should be uploaded on the department portals to ensure access for the functionaries, as well as for sharing with the citizens on demand, under the RTI or other relevant legislations.
- 5 In the e-office, both the legacy record and the new files (both digitised physical files, and the electronic files) can be closed and kept in the separate folder (Closed Folder), using eFile facility once the action on the file is completed. The file can be closed by a creator of a file. The closed file can be reopened by the official who has closed it.
- 6 Department can preserve closed files according to their classifications like 'A', 'B', 'C' and 'D'. However, in e-File, files automatically go to the Archival section once they are closed by a creator.
- 7 A closed file is a permanent record, stored in an electronic media. The closed files can be searched using Metadata like file number, subject, category and other parameters used while creating a file. Closed files may be reviewed as per the record retention Schedules and marked for weeding out.
- 8 The Ministry of Electronics and Information Technology, Government of India, has issued a Data Retention Policy, which the DIT may refer to formulate appropriate guidelines in consultation with the Directorate of Archives, and GAD for the Management of digital records.
- 9 Training of the officers and the staff needs to be organised on a continuous basis to train and update them on e-office. The training curriculum should include the Management of the Digital Records.
- 10 The digital data repositories of each department and subordinate offices of the states should be linked to the e-office.

#### 6.4 Responsibility of the Department for the Management of Records

- 1 The Secretaries of the Departments and the Heads of Departments should be made responsible for the management of records, as an element of Good Governance. It is recommended that each department and the HOD should designate the officer responsible for Good Governance as the nodal officer for the management of records.
- 2 The nodal officers should be given adequate administrative authority to ensure that the records with

each desk or branch are maintained in accordance with the provisions of the Public Records Act, 2005 and the rules and other relevant legislations and the departmental manuals, and the directions issued by the competent authorities. The nodal officers should inspect the record rooms and ensure that the lacunae found are complied with within a time limit.

- 3 The nodal officers should take necessary steps, to ensure that all records are scanned and maintained in electronic folders in the respective desktops, servers, duly catalogued and linked to the State Data Centre or some other appropriate backup system as prescribed.
- 4 The nodal officer should ensure that the record officers comply with the directions issued by the Director of State Archive.
- 5 Every department should ensure that the record rooms are periodically inspected—at least twice in a year. The HODs and the Nodal Officers should ensure that the observations recorded in the departmental inspection and also by the Director of State Archives are duly compiled and reported to the inspecting authority.
- 6 The departments should fix the responsibilities in cases of missing records or destruction of records by man-made or natural disasters and take effective action to reconstruct the records.

#### 6.5 Role of the Director, Directorate of Archives

- 1 While the Public Records Act and the Rules assign a role to the Director of Archives to give directions on the subject, the compliances of his directions, and the inspection memos should be prompt and effective. There is a need to empower the Director Archives, as a regulatory authority for the management of records, to initiate appropriate action for non-compliance.
- 2 The Directorate of Archives should also be strengthened with more regional officers and provided with more budget for conducting periodic inspections of the record rooms at the departmental and at the divisional and district levels.

#### 6.6 Digitization of Archival Record

- 1 The Directorate of Archives, Maharashtra, maintains nearly 17.5 crore old documents preserved at the State Archive. These documents are important from political, historical and administrative points of view. Digitization of these documents is done by microfilming and scanning. As informed by the Director Archive, about 65% documents have been digitized so far.
- 2 As the original documents have huge archival value for the future, preservation of the physical documents is necessary even after backup through

digitization. This involves treatment of papers, lamination with tissues or chiffon, and binding of the documents. Thereafter, the documents have to be preserved at an ideal temperature and humidity, and in a dust-free and secure environment. The Department of Culture, which is the controlling department of the state archive, should consider the requirement of suitable and sufficient storage infrastructure for the digitised archival records and allocate adequate budget to the Directorate of Archives.

## 6.7 Inspections of Records

- 1 There is an old adage “You must inspect what you expect”. Effective management of records like any administrative function would depend on how effective the monitoring and inspection system for the management of records in the departments is.
  - 2 The Revenue and Forest Department has traditionally followed a robust record management system. The Land Revenue Code along with the Anderson Manual, lays down the types of records and their classifications, and also a hierarchy of periodic inspections and compliance.
  - 3 The Criminal Procedure Code 1983 and the Police Manual along with departmental guidelines provide an elaborate record-keeping and inspections protocol for the law-enforcing Police Department.
  - 4 In the Rural Development department, an inspection protocol exists for the inspection of the Zilla Parishads, Panchayat Samitis, and the Gram Panchayats. Extension Officers (Panchayat) at the Panchayat Samitis are required to inspect 10 GPs per month,
- CEOs, Dy CEOs, CAFOs and BDOs have table inspection and work inspection targets. The Divisional Commissioner Team conducts Administrative Audits of ZP every year and PS once in 5 years, on 184 parameters.
  - 5 Similar guidelines have been incorporated in the Maharashtra Forest Manual for the Forest Department. PWD Manual prescribes the guidelines for conservation of works related records. Other departments and authorities have adopted similar manuals or prescribed guidelines for the management of records, but their effective implementation is a matter of detailed introspection for each department. Management of records should be an important parameter in all the inspections.
  - 6 The Maharashtra Public Records Act, 2005 is the first legislation that applies across the departments. However, the departments should be sensitised about this Act and its implications. The departments should be required to align their records management systems with this act, as also the Manual of Office Procedure of the Government of Maharashtra.
  - 7 The Government should issue comprehensive guidelines or a Manual of Management of Records comprising the provisions of the Maharashtra Public Records Act, Rules, Manual of Office Procedure along with the guidelines for Digital record be issued by the General Administrative Department.
  - 8 Management of Records should be an important parameter in the annual administrative audit of all departments and the agencies, as well as in the annual Good Governance Compliance Report.

Chapter 7

# **Promoting Administrative Innovations and Good Governance**

## 7.1 Administrative Innovations

Administrative Innovations are not to be confused with inventions or discoveries which are visible breakaways from pre-existing practices. Administrative Innovations are introduced to remove roadblocks to an existing pattern of activities. They facilitate gradual change. Innovations are needed or demanded. Innovations should have an inbuilt capacity to adapt to changing times, grow with demand, and increase accessibility for people's participation.

In the present digital age, it is necessary to adopt policies to encourage Administrative Innovations which bring about significant improvement in delivery of public services to the citizens by using technology. Administrative Innovations also accelerate the process of economic development. They are an important means of achieving Good Governance. Some of the important features of Administrative Innovations are:

- 1 Use of Digital Technology
- 2 Simplification of the Process
- 3 Provides Easy Access to Citizens
- 4 Is Cost Effective
- 5 Is Scalable
- 6 Can be Replicated
- 7 Is Accepted by the Stakeholders
- 8 Is User Friendly
- 9 Reduces the Levels of Decision Making
- 10 Significantly improves the Efficiency and Time-Bound Disposal
- 11 Promotes Digital Interface between the Government and the Citizens

## 7.2 Why Administrative Innovations are Integral to Good Governance

In the Chapter on Concepts and Scope of Good Governance, the Principles of Good Governance have been described in detail. These include:

- 1 Participation
- 2 Rule of Law
- 3 Transparency
- 4 Responsiveness
- 5 Accessibility
- 6 Consensus Oriented
- 7 Equity and Inclusiveness

8 Effectiveness and Efficiency

9 Accountability

10 Putting the Citizen First

11 Minimization of Discretion

The above Principles of Good Governance can be achieved by Promoting Administrative Innovations. For example, Transparency, Responsiveness, Accessibility, Inclusiveness are promoted by all Administrative Innovations. Hence, Administrative Innovations and Good Governance are supplementary and complementary to each other.

## 7.3 Identification of Administrative Innovations

Several Administrative Innovations are initiated and implemented especially at the field level by Officers and Staff. It is because the Officer/Staff at the field level are observing the difficulties and problems being faced at the grass-root level in implementation of Government Policies/Instructions. The Secretary or HOD should always identify and encourage Administrative Innovations. Every year an Annual Conference may be held by each Department allowing Officers/Staff to make a presentation on the Administrative Innovations undertaken. All these presentations should be tabulated. Institutions like YASHADA, All India Institute of Local Self Government may be entrusted the task of identifying Administrative Innovations in the State. The Government allows all Administrative Innovations to be uploaded by the concerned Officer/Staff regularly in the same manner as it has been done by Government of India on their website [innovateindia.mygov.in](http://innovateindia.mygov.in). The Department of GAD (A.R.,O.& M.) of the State Government may be the nodal department for identification of Administrative Innovations.

## 7.4 Documentation of Administrative Innovations

It is very essential that Administrative Innovations are documented in detail. In India, the documentation of Administrative Innovations is assigned to Institutions like Administrative Staff College of India (ASCI) and Indian Institute of Public Administration (IIPA). Funds are also made available for documentation by the Government of India. On the same pattern, the Government of Maharashtra should create a fund for promoting documentation of Administrative Innovations. Moreover, the Department of GAD (A.R.,O.& M.) may be renamed as the Department of Good Governance and Administrative Innovations.

## 7.5 Institutionalization of Administrative Innovations

It has been observed that several Administrative Innovations are not carried forward because they are not institutionalised. How to institutionalise Administrative Inno-

vations is a major challenge. Administrative Innovations which are Scalable and Replicable have been able to meet this challenge. For example, the then ACS Revenue, in 2011 identified 11 number of Administrative Innovations which were compiled in the Government Resolution dated 13th April 2011. All these Administrative Innovations were launched as a State-wide campaign under the title “Swarna Jayanti Rajaswa Abhiyan” on 1st May 2011. This campaign received tremendous response from the citizens. It continues to receive huge response from the citizens till the present and is now renamed as “Maha Rajaswa Abhiyan”. When a successful Administrative Innovation is observed, its replicability should be examined by the Department and Government Orders must be issued to replicate it in the State with suitable modifications according to local conditions.

## 7.6 Rewarding Administrative Innovations

Along with Identification, Documentation, and Institutionalisation, it is of the utmost importance that Administrative Innovations are promptly recognised, appreciated, and honoured by appropriate Award Schemes. This will provide the necessary motivation and enthusiasm for Administrative Innovations. Presently, there are following schemes for Rewarding Administrative Innovations:

- 1 Prime Minister’s Awards for Excellence in Public Administration by the Government of India
- 2 Rajiv Gandhi Award for Administrative Efficiency by the Government of Maharashtra
- 3 Dr. S.S. Gadkari Memorial Award for Innovation in Public Administration by IIPA— Maharashtra Regional Branch

It is observed that often there is a substantial time lag between the Administrative Innovation and actual Award ceremony. The delay in Rewarding Administrative Innovations can be a major disincentive. In the State of Karnataka, outstanding work in the delivery of Public Services is rewarded every month. The selection of outstanding work in Karnataka is done on the basis of a computerised system which has eliminated human intervention in the selection process. It is necessary that a similar computerized reward system is developed and implemented in Maharashtra at the earliest.

Administrative innovations must be included by the respective Departments in their Annual Reports. All Administrative Innovations should be regularly updated on the websites and made available in Public Domain. This will provide an opportunity for valuable feedback and suggestions from Citizens and Civil Society Organisations. Another important feature of Administrative Innovation is that the initiative is first launched as a Pilot Project. Only after the success of the Pilot Project should the Administrative Innovation be replicated on a larger scale.

## 7.7 Illustrative Examples of Administrative Innovations

- 1 **Computerization of 7/12 & PR Cards:** It is a major achievement that the entire Records of Rights both for Rural and Urban Areas have been digitized and are available in the public domain. Citizens can easily access both 7/12 ROR for Rural Areas and PR Card for Urban Areas from <https://bhulekh.mahabhumi.gov.in/>. Citizens can also obtain digitally-signed RORs from this website.
- 2 **Aaple Sarkar Portal of Government of Maharashtra:** It provides for online application for Services Notified under the Maharashtra Right to Public Services Act, 2015, Public Grievances Redressal, Right to Information, and MyGov which allows citizens to give suggestions on Government Policies. This has empowered the citizens.
- 3 **e-Registration:** For the Registration of first Agreement to Sale and first Sale of the Flat, citizens are not required to visit the Registration Office. They can register these documents with the help of Aadhaar Authentication at designated places.
- 4 **e-Peek Pahani:** It enables the farmer to upload the information about the crops by using a mobile app. Earlier, the uploading of this information took a long time because it was done manually by the Talathi. e-Peek Pahani enables collecting crop data in a fast, objective, and transparent manner using Information Technology.
- 5 **Process Mapping of Activities:** In Pune, Zila Parishad Process Mapping of 1183 Activities has been completed successfully. The Processes have been mapped and each activity is described on a single page which will act as an SOP. Further, a calendar of activities to be performed during the calendar year has been published.
- 6 **Initiative by Gadchiroli Police:** Delivery of Public Services in Gadchiroli district has faced unique challenges. To overcome these challenges and to provide Government Schemes/Services to the Tribal population living in remote areas, Gadchiroli Police have undertaken a unique initiative called “Police Dadalora Khidki”. It is a single-window system to provide schemes of the Government in the most remote and difficult areas.
- 7 **e-QJ Courts:** The e-Quasi Judicial Courts System has been initially developed by the NIC and adapted with suitable modifications by the Collector Pune. It enables monitoring of all Revenue Cases in the district by various competent Authorities. The number of Revenue Cases in districts is often very large and the e-QJ Courts are an excellent tool to monitor and also inform the public about the next date of hearing.
- 8 **e-Chavdi:** The entire village record of 21 forms is now available in a sleek laptop or tab with the Talathi. This enables several functions to be performed digitally; for example, it is now possible to

simultaneously carry out the process of Registration of the Property Document and Mutation.

- 9 Digitizing Public Transport:** The BEST Undertaking has taken various measures for making public transport efficient, reliable, commuter-friendly and sustainable by digitization of the ticketing system and putting electric buses in operation. These measures have benefitted in improving the ridership of Public Transport.
- 10 All Time Document Machine (ATDM):** ATDM is a self-assisted, user-friendly kiosk using touchscreen for delivering existing documents required by the common man. This has been tried in Washim and Ahmednagar districts. The Dashboard on the touchscreen provides for 5 options to choose like 7/12 ROR, Mutations, etc. In this system, there is neither need for application nor waiting time. This concept needs to be adopted for providing existing records on a larger scale.
- 11 MHADA Lottery System:** Integrated Housing Lottery Management System 2.0 (IHLMS), MHADA puts all the facilities from registration, application to allotment of houses under one website.
- 12 Artificial Intelligence based Road Quality Inspection (AIRA):** AIRA is an Artificial Intelligence-based tool to monitor and analyse the quality of roads. The 3 major quality parameters of the roads namely—

- i. Layering of Roads
- ii. Compaction
- iii. Slope of the Road

These are analysed using an AI tool and appear in the dashboard. AIRA is a Person-Agnostic, Robust, Real-Time Decentralized Tool for Road Quality Inspection Assessment.

- 13 Development of CCVIS system:** Digitization of caste verification process and issuance of caste validity certificate to applicants with e-signature of Deputy Commissioner and Member, District Caste Verification Committee. Since 1st August 2020, a total of 5,92,530 certificates have been issued through this online system.

The Committee made an appeal to all Field Officers to communicate the Suggestions and Administrative Innovations that have been/ are being implemented. The Committee received an excellent response. A large number of Administrative Innovations and Suggestions were received. All the Administrative Innovations and Suggestions as received by the Committee are handed over to GAD (A.R.,O.& M.). It is recommended that the Suggestions/ Administrative innovations be uploaded on the Government Website.

## 7.8 e-Governance Conference

On 23rd and 24th January 2023, an e-Governance Conference was jointly organized by the Department of Administrative Reforms and Public Grievances (GoI) and GAD (A.R.,O.& M.). The conference was organized in Mumbai. In this Conference, several Administrative Innovations using Technology were presented. The Government of India has already implemented e-Office version 7.0, computerized the entire Grievance Redressal System called CPGRAMS, and updated the Central Secretariat Manual of Office Procedures combining Manual of e-Governance. Presentations were also made regarding the use of Artificial Intelligence and Blockchain technologies for providing more efficient and tamper-proof Service Delivery Systems. A presentation by IIT Kanpur demonstrated how Artificial Intelligence can be used for Analysing and Categorising Public Grievances.

The use of Drones to survey crop damages due to natural calamities and payment of relief to farmers directly and expeditiously into their Bank A/Cs through DBT were also presented and discussed. It was pointed out how adoption of e-Office will enable disposal of files anywhere and at any time. The latest revolution sought to be assured by ChatGPT and its tremendous potential to guide Citizens on how to access schemes was also discussed. It will be necessary to create a website by the State Government where all innovative practices should be regularly uploaded. The challenge is how administration can keep pace with the technological advances taking place with a speed unparalleled in the earlier times.

## 7.9 Need for Government Policy to Promote Administrative Innovations

The Committee recommends that the present designation of Department of Administrative Reforms and Organization & Methods (A.R.,O.& M.) may be changed as Department of Good Governance and Administrative Innovations, to reflect the direction and way forward for Good Governance.

According to the WTO presently, a defining feature of Government Policies is to support the transition towards the Digital Economy; and Administrative Innovations have an important role to play in accelerating this process. Although Administrative Innovations are complementary to Good Governance, it is observed that there is no comprehensive policy document covering all the aspects enumerated above. It is necessary to prepare a comprehensive draft policy for encouraging Administrative Innovations. There should be wide consultation with all the Stakeholders on the proposed policy. Opinions of citizens should also be sought on the draft policy document. The comprehensive policy should be finalized after wide consultation. This matter should be given top priority.

## 7.10 Unified Project Management Unit

The Revenue Department-wide Government Resolution dated 18th April 2022 has established Unified Project Management Unit at—

- 1** State Level UPMU under the Chairmanship of Settlement Commissioner
- 2** Divisional Level UPMU under the Chairmanship of the Divisional Commissioner
- 3** District Level UPMU with Resident Deputy Collector as the Chairman

It is necessary that all Departments establish similar mechanisms for identification, documentation, and replication of innovative practices in their respective Departments.

## **7.11 Website for Administrative Innovations**

All Administrative Innovations need to be uploaded on the Government Website. They should be available in the public domain so that citizens come to know of the Administrative Innovations. It will be necessary to continuously update this information.



Chapter 8

# **Citizens in Governance; Prevention of Delay and Grievance Redressal**

A citizen-centric governance and reducing gap between citizens and government has been emphasized in the GR constituting the Committee. There is clearly a gap which the government wants to be filled. Good Governance is ultimately one which the citizens believe to be good governance. Both citizens and government, however, need to know and agree on where citizens stand in the scheme of governance. Some of the areas which could strengthen citizens' faith in government and promote good governance are:

## 8.1 Building Citizens' Trust in Government

In a democratic polity, various schemes and programs are implemented for the welfare of citizens; various promises are made and rights given to citizens under Acts, Rules, Government Resolutions and Circulars; timelines are prescribed under the Acts and GRs. Departments and public functionaries should ensure that what is promised is delivered and what is prescribed is practiced and there is no gap between precept and practice. Citizens Charter has been prescribed in Section 8 of Chapter III of the Maharashtra Regulation of Transfers of Government Servants and Prevention of Delay in Discharge of Official Duties Act 2005 (herein referred as Prevention of Delay Act) and Rule 3 of Maharashtra Prevention of Delay in Discharge of Official Duties Rules, 2013 vide Notification dated 14th November 2013. Provision of Services is now also provided under the Maharashtra Right to Public Services Act 2015. Citizens Charter as defined in Section 8 allows scope to be widened to reflect the current expectations of the citizens.

## 8.2 Citizens Charter in MOP

Chapter 20 of the proposed Manual of Office Procedure provides the following regarding the Citizens Charter.

### “ANNUAL ACTION PLAN & CITIZEN'S/CLIENT'S CHARTER

#### Annual Action Plan:

- 1 Formulation** - In order that the programs and projects undertaken by a department are implemented in a systematic manner, each of them will formulate an Annual Action Plan in the month of January. The Action Plan will reflect the manner and timeframe of action with month-wise break-up of targets to be achieved in respect of each of the activities to be performed during the ensuing financial year.
- 2 Accountability** - The action plan will identify the levels of accountability, both direct and supervisory, for implementation of each action point. Achievement of action plan targets will form an important element of performance appraisal of each employee.
- 3 Review** - Each officer will review the progress made against action points pertaining to his/her charge every week and take appropriate steps for effective and timely implementation of the tasks assigned. Secretary of the Ministry/Department will review the performance in respect of the Action Plan items in a monthly meeting with senior officers.

Follow up action on the points minute therein should be taken promptly.

#### Citizens Charter:

- 1 Citizens Charter** is an instrument which seeks to make a department transparent, accountable and Citizen friendly. A Citizens Charter is basically a set of commitments made by them regarding the standard of service delivered. The objective of framing a Citizens Charter is to build a bridge between the citizens and the administration and to streamline administration in tune with the needs of the citizens.
- 2** Though not enforceable in a court of law, the Citizen's/Client's Charter is intended to empower citizens and clients so that they can demand committed standards of service and avail remedies in case of non-compliance by service provider organizations. The basic thrust of the Citizen's/Client's charter is to render public services citizen centric by making them demand driven rather than supply driven.
- 3 Citizens** are the common public at large comprising individuals (companies, trusts, associations, unions, etc.). They are not part of the Government and are generally referred to as external clients. Being outside the Government machinery, the general assumption is that they do not have sufficient knowledge of the Government's internal processes. Therefore, the onus is on the service provider to ensure that citizens are well aware of the service standards and the expectations from service recipients. It cannot be presumed that all citizens are literate or understand the official language, and it may be necessary to communicate with them in the local language also.

Clients are part of the government and are generally referred to as internal clients. Being part of the government machinery, the general presumption is that clients have sufficient knowledge of the government's internal processes. Therefore, the onus of ensuring that clients who are also part of the government are aware of the service standards and the expectations from service recipients is equally divided between the service provider and the service recipient. It is presumed that all clients are literate and communicating with them in the official language of the service provider agency is sufficient.

- 4 Clients** could be Government agencies and Government employees availing the services from another Government agency. Services here will exclude administrative control activities, references, and opinions to be provided on policy related matters which cannot be disposed of within a predefined timeline.

#### A Citizens Charter comprises the following components:

- i. Cover page
- ii. Vision Statement

- iii. Mission Statement
- iv. Details of Business transacted by the Ministry/ Department (indicates services offered, specifies timelines, for service, indicates service standards, identifies levels/ information about contact points and conditions for delivery of services)
- v. Details of Customers/ Clients (identifies client group/stakeholders/users)
- vi. Statement of services provided to each citizen/ client group separately (information about processes/ procedures to access service benefits)
- vii. Details of Grievance Redressal Mechanism and how to access the same in case of deficiency in services.
- viii. Information about facilitating implementation of Right to Information Act, 2005
- ix. Expectation from the citizen/ client for smooth service delivery.
- x. Date of Issue of Citizens Charter and Date of next review of the same.
  - a Action taken to formulate the Citizens Charter for the Ministry/Department and its subordinate formations.
  - b Action taken to implement the Citizens Charter.
  - c Details of Training Programs, Workshops etc., held for proper implementation of the Citizens Charter.
  - d Details of publicity efforts made, and awareness campaigns organized on Charter of the Citizens/Clients.
  - e Details of internal and external evaluation/implementation of Citizens Charter in the Ministry/Department and assessment of the level of satisfaction among Citizens/Clients.
  - f Details of the revisions made in the Citizens Charter on the basis of internal and external review.”

## 8.3 Promises

Citizens’ Charter reflects the various facets of the good governance agenda of each department including schemes and programs, KRAs, and various obligations to the public including protection of life and property, quick and speedy delivery of justice, provision of services and grievance redressal. Rule 3(2) also provides for the prescribed papers for providing the services rendered to be kept minimum and the citizens not being required to

visit the office time and again. There is the issue of citizens’ dignity while visiting public offices and interacting with public functionaries. It also concerns the time during which the officers are expected to remain present in office for grievance redressal. These are merely illustrative. These could be considered as promises of departments and public authorities to the public. The public expects them to be kept.

## 8.4 Good Governance Report

Citizens are however not aware about the outcomes or fulfilment of these promises in a simple and easy to understand format. Citizens cannot be expected to go to various portals and extract information about performance. The concept of Annual Good Governance Report should be developed and operationalized to make performance with respect to the promises contained in Citizens’ Charter available to the public in a simple format on the website and through Annual Good Governance Reports. The government should firm up the format of the Report. Format could include making public both the expected and actual performance and achievement of various departments.

## 8.5 Communicating with Citizens

There are various initiatives taken by the government and public authorities for the welfare of the citizens. As pointed out in the paragraph on Citizens Charter in the Manual of Office Procedure, the citizens being external clients cannot be expected to know about the government’s internal processes and therefore the onus is on the service provider to ensure that citizens are well aware about service standards and expectations from service recipients. Citizens should be communicated with continuously about details of the schemes and programs and provisions of various Acts and Rules for them to ensure they do not suffer due to ignorance and can get benefits due to them and also effectively make use of grievance-redressal mechanisms. For instance, the availability of free legal aid and its provisions should be known to eligible beneficiaries. A dynamic FAQ system should be devised so that the citizens can get authoritative information about any query they may have in the most convenient manner. Every possible avenue should be explored and utilized to ensure that citizens benefit from schemes and do not suffer due to ignorance of regulations.

### 1 Digital screens

Digital Screens may be provided in public offices and places to provide information about schemes and programs, legal provisions, helplines, and counselling amongst others. There are vast spaces in all government offices, educational and health establishments, and hostels. Information relevant to the establishment could be provided through the screen by designated authorities. For instance, the Commissioner of Agriculture can provide information regarding agriculture where farmers gather regularly whereas information about livestock diseases and care could be disseminated in livestock hospitals and dispensaries. Commissioner Social Welfare

can provide information for the hostels. It could be a very powerful instrument for the education of the inmates of hostels. Screens in hospitals and Primary Health Centres could be used to provide information about health care and train field staff including Anganwadi and Asha workers. In the offices, the provisions of Acts, Rules and GRs and particularly Office manuals could be made available for the employees. It is illustrative. The possibilities and scope are limitless. DGIPR is considering installing 300 screens up to taluka level in the first instance.

## **2 Civil Society Institutions**

Government and public authorities partnering with civil society institutions including CHSs, trade and business associations and voluntary groups has been recommended. These groups should be on the mailing lists and should be regularly communicated information. These closely-knit groups are a very powerful medium for disseminating information as most have formed WhatsApp groups. Co-operative Housing Societies are the most effective medium for communication for further communicating to their members through their own WhatsApp groups. They can be reached through the State or District Housing Federations who have databases of all Co-operative Housing Societies. Co-operation department could be a nodal agency. Similarly, business, trade and labour associations could be reached through their respective departments. Educational institutions are a major source of information dissemination.

## **3 Newsletters**

On the lines of Lok Rajya at the local level, publications may be brought out at district and block levels. Collector Raigad brings out a publication called Parivartan. Publications could even be brought out at block levels so as to reach every gram panchayat monthly or quarterly. Every office at block level can prepare a brief newsletter to be provided to gram panchayats and gram sevaks during monthly meetings.

## **4 Social Media**

It can be a very powerful medium to reach out to citizens. This can be operationalized at local level or centrally.

## **5 Helplines**

There is a multiplicity of helplines by various departments which may be at national, state and district levels. Helplines are most important for citizens as these are required during emergencies or urgencies. Police and ambulances may be required during an emergency, but even other helplines may require urgent action. For instance, the agriculture department has helplines where farmers can complain about problems in buying farm inputs. Urgent action may also be required about non-availability of water. Efficacy of helplines depends upon every citizen remembering the relevant helpline

number and the response time of the agency managing the helpline. In an emergency, the citizen should be able to instinctively recall the relevant helpline number.

## **6 Distinctive Helpline Template**

DGIPR may centrally prepare a Distinctive Template to include information about various helpline numbers. There is a small red template near the Mantralaya entrance lifts indicating key helplines. Templates could be produced in different sizes and forms including plastic stickers, pamphlets, posters. The template needs to be given wide publicity so that every citizen instinctively recalls the Helpline numbers. These helpline templates should be displayed on the notice boards of various establishments including CHSs, commercial, business and educational establishments, hostels, bus stops, bus depots, railways stations, buses. Police helpline can be displayed in taxis and auto rickshaws and other commercial vehicles and other places including women's hostels. Digital boards may be installed at vantage points wherein the helplines are prominently visible particularly in the offices of collector, municipal corporation, Zilla Parishad, tahsil and block offices. Helpline numbers for agriculture-related complaints may be posted in areas frequented by farmers. There is a similar need for citizens to be fully familiar with steps to be taken to prevent fire and the aftermath of fires. Warning signs could be designed and pasted in every building and landing. The above mentioned examples are illustrative, and not exhaustive.

Response time of various helplines is important and needs to be monitored regularly so that these do not fail when the need arises. Helpline Audit should be conducted regularly both at state and district and taluka levels through a professional agency.

## **7 Signage**

Citizens often find difficulty to reach desired locations, locate and reach the public offices, or even locate the designated desk in public offices. The government may constitute a group of officers to formulate suitable signage policy. A suitable location indicator and signage system should be designed to be used in all large public offices. Many hospitals have this system.

## **8.6 Citizens' Voice and Participation in Decision Making**

Citizens are normally consulted regarding various legislations and other developmental plans as part of public hearings. However, there are a large number of people from all walks of life who have ideas about development and governance particularly regarding areas of interest to them. Aaple Sarkar portal has provision for getting ideas from citizens. The same needs to be encouraged. Each department could list issues about which suggestions may be invited. A renowned newspaper reported that the State School Board has called for ideas to stop cheating; 10

best plans shall be implemented in the forthcoming exam and those selected shall be felicitated. Rule 3(2) of Prevention of Delay Act provides for updation of Citizens' Charter from time to time according to government-revised policy or plan or programme or project or rules or orders, etc. Scope of Citizens Charter should include the department or public authority calling for suggestions from the public about specific issues and consider the best idea for implementation. Citizens may also give ideas about other issues relating to the department. Faith has to be created that suggestions given by the public shall be given due weightage. Database of suggestions and the response should form part of the Good Governance Report.

### 8.7 Timely Action on Reports of Commissions and Committees Appointed by the Government

Government in GAD has issued a detailed circular dated 31st May 1976 for taking prompt action on the recommendations of various Commissions, Committees, Working Groups, Study Groups. GAD should monitor that the departments are taking action as prescribed. To ensure this:

- 1 Whenever any department appoints a commission, committee, working group or study group it should submit a copy of the order to GAD (A.R.,O.& M.).
- 2 On receipt of the report, a copy may be submitted to GAD.
- 3 GAD should monitor whether the concerned department/s are taking action as per its instructions.

### 8.8 Civil Society Institutions

Civil Society Institutions including CHSs, hostels, business establishments and associations can complement official efforts to promote public services by reaching out to their members. They need to be partners of the government which may frame and issue guidelines for their partnership with government departments or public authorities. They can provide information to their members, sensitize them, support official campaigns, contribute manpower, organizational and financial help. They can also start an Aaple Sarkar portal with permission from the collector. Their role came out strongly during the COVID-19 pandemic. While CSR is the public face of civil society contribution, efforts of non-corporates are also substantial. As a process to partner them in the state's development, there is a need for joint planning wherever feasible. Total contribution of civil society institutions is substantial and the potential is immense. Institutions interested in specific areas of work can form groups to solve the problem instead of individually taking up campaigns. It is equally important to document their contribution to the state's development.

### 8.9 Minimise Papers for Submission

Citizens face a major inconvenience in being required to produce a large number of documents for availing various services, notified or otherwise. A document after verification by one authority may again be required to be submitted for verification to another authority for getting another service. Rule 3 under Prevention of Delay Act specifically provides that less paper should be required to be produced. In the Union Budget speech in the current budget session, the Hon'ble Finance Minister had mentioned about simplification of KYC in the finance sector. The scope of DigiLocker was also mentioned to be enlarged. An approach of minimising submission of papers needs to be followed in providing services in the state. For every service, the process of GPR needs to ascertain as to whether the particular information asked for was actually required and if not, the same should be dropped. So, once a document is verified by one authority, there should be no need for it to be verified by other authorities.

Pune ZP has introduced Mahalabharthi software application to create a single profile for all citizens and families using a single form, which is a super set of information required to apply for all schemes within different departments of ZP. Documents verified by one department were said to be valid for every scheme even if executed by another department of ZP. Application has an engine to verify all services and schemes for which an applicant is eligible including second benefits.

State government is also working towards devising a mechanism to avoid multiple verifications. The Aaple Sarkar portal offers various services to citizens. Currently, there are 387 services, and among these services 292 are being developed by MahaIT. As such, these services are available through APIs for other public authorities to authenticate and verify certificates issued by government authorities. MHADA has used this facility for verification of its lottery scheme. MahaIT is in the process of integrating its services with DigiLocker.

Individual citizens, third-party institutes, and private agencies can also verify and authenticate certificates issued by government authorities through the Aaple Sarkar portal using the barcode on the certificate in the "Verify and Authenticated Certificate" label on the portal. All certificates issued online with digital signatures contain barcodes and are stored in a state data centre managed by MahaIT.

Additionally, MahaIT has initiated integration with DigiLocker for all the services available on the Aaple Sarkar portal; currently 21 services are completed and the rest is to be completed in phases. To store these data at the State Data Centre and make it easily accessible through DigiLocker and API integration for various departments, the government will need to fund additional infrastructure such as servers and storage space.

### 8.10 Equity and Inclusiveness

Achieving equity and growth shall require a multipronged strategy which is beyond the scope of this Manual. It shall

require determination of suitable index to measure equity along with average growth; micro-level monitoring to identify pockets of poor growth and performance and provide Good Governance, which will be an essential input. Weaker sections are also at a disadvantage in accessing services due to various reasons and need to be reached. This shall be the challenge for governance. Those staying in remote areas and migrants face special disadvantages. The Department of Women and the Child Development Department have started migrant tracking mechanisms to ensure the migrants do not lose out on benefits under ICDS and other schemes. The scheme needs to first stabilize and then be extended to a generic Migrant Tracking System for all groups of migrants.

## 8.11 Prevention of Delay

Delay has become synonymous with misgovernance in the public mind. Cutting delay and prompt action as promised or prescribed shall go a long way in creating public trust in government, promoting good governance and feeling amongst the public of governance being good. Delay has many facets and could manifest itself in various ways or in fact in every way. For the citizens, it could mean providing timely services and payments, dispute resolution, redressal of grievances, replying to correspondence, keeping appointments, attending to correspondence, implementation of schemes and programs and other functions of the government, timely action on instructions from the government and higher authorities. Every department has activities which need to be performed as per instructions and timetables e.g., conduct of examinations and declaration of results. Lack of disposal within specified time or non-intimation of when the task shall be performed if not within specified time irritates the citizens and characterizes bad governance. Like its various facets, delay also needs to be dealt with in every facet.

## 8.12 Reasons for Delay

Delay happens due to various reasons. There may be no prescribed To Do list indicating what needs to be done, when it needs to be done and by whom it needs to be done, the authority or officer concerned may not be equipped in terms of time at disposal, skills or resources. There may be vagueness and lack of clarity in instructions. A major reason for the delay is that it goes unnoticed in the routine working of the office or public authority and reminders continue to be issued. Delay thus needs to be brought out upfront to ensure it cannot be ignored.

There are specific provisions for providing public services within a time frame with a penalty for non-compliance under the Maharashtra Right to Public Services Act 2015. There are also provisions for the supply of information under the Right to Information Act 2005 with penalty for non-compliance. Under both these Acts, the applicant has the right to approach authorities who have the power to impose a penalty. The two Acts need to be implemented in letter and spirit. These are covered in Chapters 4 and 5 respectively. There is also the Grievance Redressal Mechanism. Effective implementation of the various Acts and Manuals and other measures shall reduce delay considerably.

## 8.13 Manual of Office Procedure

Administratively, all government offices are expected to follow the Manual of Office Procedure which is very detailed. The 1963 and 1994 versions are being revamped in consonance with the Central Secretariat Manual of Office Procedure 2022. The new manual is expected to be finalized soon. The Manual provides detailed instructions for action to be taken for various types of activities as also inspections and enforcement. e-Office software will be implemented in all government offices. Besides e-office, various other software products have been and are being introduced. Rigorous implementation of MOP should improve efficiency and cut down delay.

Chapter III of The Maharashtra Government Servants Regulation of Transfers and Prevention of Delays in Discharge of Official Duties Act relates to Prevention of Delay in Discharge of Official Duties which can be considered as a generic legislation for the prevention of delay. It mandates taking action on references within 7 days while making special provisions for categories such as urgent cases, court and legislative references. It also provides for each department to issue citizen's charter within 6 months of the Act coming into force. The Act also restricts the number of stages for submission of file for final decision to 3 officers. The Act provides for disciplinary action for not adhering to the provisions regarding timely disposal. There is provision for carrying out administrative audits under Section 12 to set up a mechanism to see that the provisions under the Act are carried out. A formal system of Administrative Audit however, has not been put into practice.

To speed up the working in government offices, the Hon'ble Chief Minister has announced the implementation of e-office software all over the state which should help in expediting the speed of work in the offices. Accordingly, the Directorate of Information Technology has issued a government circular dated 23rd February 2023 for the implementation of e-office in all government offices beginning from 1st March 2023. Provision of action within 7 days as per Prevention of Delay Act or time period prescribed under provisions of manual of office procedure or where specific period and stages of submission are prescribed have to be enforced.

e-Administrative Audit may be carried out with the implementation of e-office software with suitable adaptation as required. Following provisions may be made in the e-office software.

- 1 Dashboard should be constructed for every reporting and supervising authority across the hierarchy. Dashboard of supervisory authority should have reporting officer-wise directories displaying list of activities to be performed as also pending references.
- 2 There should be automatic alert to the reporting authority and escalation to the next supervising authority in case of delay in performance with regards to the prescribed period or in case of levels of submission exceeding the prescribed level.

- 3 There should be a history of alerts in the supervising Authority-wise Directories of Reporting Officers.
- 4 Dashboard should be the default screen or home screen or landing page for every reporting and supervising authority.
- 5 Directories shall create automatic ephemeral roles and create a record of promptness or delay on part of each reporting authority or employee and governance unit and be part of the ephemeral role. Government may reiterate existing instructions that ephemeral roles may be considered while writing annual assessment of the employee.
- 6 The software should provide automatic compliance statements as per desired format.

Until such time as changes can be made in the e-office software, the concept of Compliance Certificate may be introduced and enforced. Such a certificate was prescribed during the disposal campaign 'From RashtraNeta to RashtraPita' during the period 17/09/2022 to 02/10/2022 which was later extended upto 5th November 2022. The campaign was very successful. Prevention of Delay Act requires monitoring compliance with the provisions of the Act. MOP provides for regular desk inspections. A comprehensive format should be prescribed for digital monitoring of compliance.

## 8.14 Responsive Governance and Grievance Redressal

Quick and effective grievance redressal is at the core of citizen-centric governance and an integral part of providing justice to the citizens. Its scope is far wider and covers every facet of working of government and public authorities. The Government of India and governments in states have designed and put into operation their own Grievance Redressal Mechanisms and portals. For instance, Bihar has enacted an Act for Citizens Grievance redressal. CPGRAM is the grievance redressal portal of Government of India which is an All India portal which can be used by complainants across the country. Maharashtra has designed and operationalized Aaple Sarkar Grievance Redressal Portal. Currently, the complainants can file complaints online on the portal. It can be done department wise at Mantralaya level and at the district level for complaints below the district level. It provides department-wise information about disposal and pendency date line as also district level summary of pendency and data line for the 4 departments i.e. Collector, Municipal Corporations, Zilla Parishad and SP. The current version is Version 1. Version 2 is under development.

From the experience of the working of our grievance redressal mechanism, experience of the workings of grievance redressal systems of other states and discussions with field officers, following changes appear necessary in the Aaple Sarkar Portal for grievance redressal.

- 1 An App may be developed for the complainant to connect to the portal.

- 2 Exemption of categories of grievances should be mentioned as done in case of CPGRAMS.
- 3 Complaint may be allowed to be filed through various modes including, phone call (helpline) and WhatsApp, portal or a letter. Functioning of the portal may be made fully online. All offline complaints may be entered and registered on the online system. The applicant should receive a redressal receipt number via phone number or email.
- 4 The nature of complaint must be entered into the system mandatorily through drop down, a facility which is currently not available.
- 5 FAQ system and user manual may be integrated into the Grievance redressal mechanism. Same should pop up when the 'nature of complaint' tab/button is pressed. This shall inform the name of the officer and the level that is authorised to take decisions, and thus help the complainant to decide the level at which complaint should be made.
- 6 There should be an Automatic Alert System either through mobile number (SMS), email id or pop up on the dashboard of the respective nodal officer.
- 7 There should be an auto-escalation system, where the grievances are escalated to the next supervisory authority, in case the grievances are not redressed within the given period of time, or the feedback received is unsatisfactory.
- 8 Adding grievance redressal as a separate category in the Regulation of Transfers of Government servants and Prevention of Delay in Discharge of Official Duties Act shall impart urgency and link non-performance to action under the Act.
- 9 A reception/help desk should be set up at every department to help the citizen navigate through the department for coordination and pending grievances.
- 10 Most importantly, there should be regular monitoring of disposal of grievances by each office and public authority and department. There should be a weekly review meeting at the senior level to review redressal and pendency. This should be the first item in the regular monthly meetings. The Hon'ble Chief Minister has declared that he shall personally review grievance redressal. This needs to be done across the organization and included in the Dashboard of all supervising authorities. Periodical drives to clear pending cases also need to be taken.
- 11 A major complaint of citizens is that officers who are expected to be present in the office on fixed days and times are often not always available and the citizens are not informed about their non availability. A suitable mechanism may be devised to deal with this issue.
- 12 Adequate staff and infrastructure need to be provided to manage the software and technical support.

- 13** Status of grievance redressal may be a KRA for every department and public authority and achievement in grievance redressal may be part of Governance Report Card and also in the determination of Good Governance Compliance Index of departments and public authorities.

## 8.15 Enforcement

Ultimately, grievance results from lack of effective implementation of normal functioning of the administration. If this improves, grievances shall automatically be eliminated or reduced. Recommendations have been made to improve the working of the Maharashtra Right to Public Services Act 2015 in Chapter 4, recommendations to improve implementation of RTI are provided in Chapter 5 whereas recommendations for effective implementation of prevention of delay Act have been recommended in this Chapter.

## 8.16 Generic Approach

A Generic Approach to Good Governance has been recommended in Chapter 3. It has been recommended therein that while examining individual complaints, systemic analysis of the issue underlying the complaint or root cause may also be examined so that the complaint does not recur. It has also been recommended to create a Directory of Complaints requiring systemic analysis. Entry of nature of complaint in the Aaple Sarkar portal has been already recommended. Best and long-term

grievance redressal shall be to perform systemic analysis and change the relevant policy, procedure or practice so that complaints do not recur. So, the process of generic approach may be institutionalized and adopted as a major instrument of grievance redressal. Innovative solutions need to be developed to solve grievances.

Dispute resolution is a major instrument of grievance redressal. Long-running disputes regarding land have been a major grievance. As brought out in Chapter 2, the use of e-QJ software shall help to resolve quasi-judicial cases speedily, thus reducing grievances.

## 8.17 Dynamic FAQ and User Manual System

A major reason for citizens' grievances is ignorance of exact provision, process and practices. In Chapter 3, it has been recommended to introduce a dynamic FAQ system. While there is need for FAQs for every item in the directory, a start could be made by finding solutions to the issues for which there are maximum complaints which are known to the departments and public authorities. Considering its importance, departments may constitute teams of retired and serving officers to prepare FAQs. Departments and public authorities can also use social media including YouTube and digital screens in addition to approaching the various stakeholders. The Committee was informed that a centralized FAQ system was under consideration which would provide quick FAQs. This shall be a game changer and solve a large number of grievances and problems of citizens.

Chapter 9

# **Government Process Re-engineering (GPR)**

## 9.1 Introduction

India Vision@2047 fosters excellence in governance and pursuit of administrative reforms through improvements in governmental policies, structures, and processes to promote citizen-centric governance. The Vision@2047 focuses on Digital Governance through digitalization and automation of service delivery. “Government Process Re-engineering” (GPR) is the key to this transformation.

## 9.2 Concept, Need and Objectives of GPR

Government Process Re-engineering (GPR) has evolved from Business Process Re-engineering (BPR) in the corporate sector. However, the primary motives are different; for the businesses, it is profit making; for the government, it is the efficient public service delivery. This is because the government works in a different ecosystem of legal frameworks and accountability mechanisms. Public Service Delivery is a function of policies, programmes, regulations and guidelines, and a slew of related backend processes. These processes are often complex and flow across multiple administrative levels, departments and authorities. Identification, mapping and simplification of these processes, in consultation with the stakeholders, and its digitalization is the objective of Government Process Re-engineering.

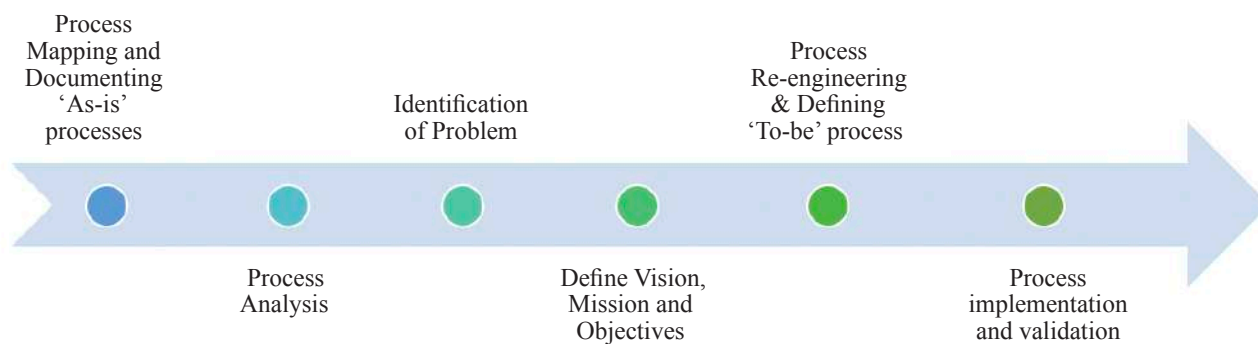
The Government is hierarchical, works in silos and its processes involve too many layers, departments, and are time consuming. Most processes are manual and involve movement of voluminous physical records, consuming time and resources thereby delaying the decisions and service delivery. From the citizens’ perspective, the procedures are not clear and not understood, and the recipients are asked to furnish multiple documents, and often the same documents and information for similar other services. Several unnecessary documents are demanded from the citizens, adding burden and cost on the applicants, and on the agency in terms of processing a very large number of documents.

**Objectives of the GPR are stated below:**

Public Service orientation
Citizen-First Focus
Simplified processes reducing cost, time and complexities in service delivery
Increased transparency and accountability levels
Reduced administrative burden
Stakeholder participation
Online Delivery of Services
Innovation Driven

## 9.3 Steps in Government Process Re-engineering

The steps to conduct Government Process Re-engineering have been explained in detail in the following points..



Steps in Government Process Re-engineering

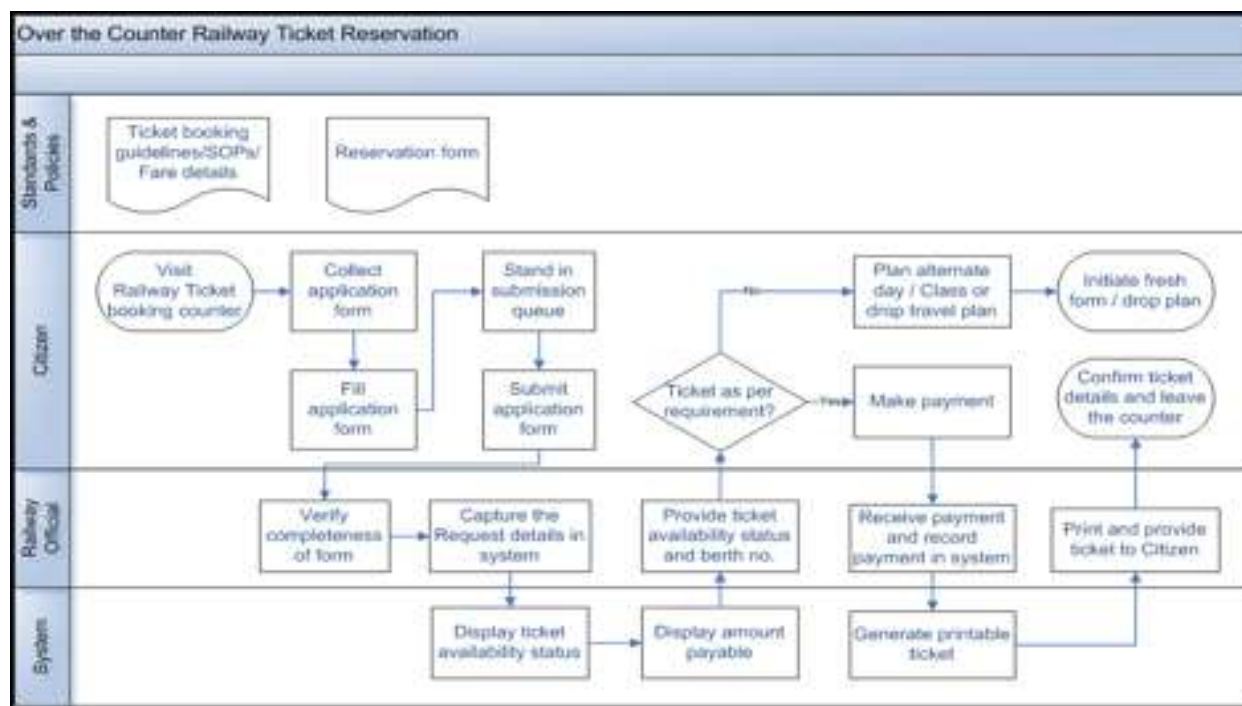
## Step I: Process Mapping of ‘As-is’ process

Process mapping is the first step of Government Process Re-engineering. Process mapping visually represents a workflow, which helps to understand an existing or ‘As-is’ process and its components more clearly. A process map should outline the individual steps or tasks within a process, identify task owners (functionaries) and the time taken. Process mapping helps to identify whether a

process is functioning optimally or requires GPR.

A process map can be prepared in a descriptive format or as a flowchart. However, it is advised to prepare a flowchart for a simpler and clearer representation.

**As an example, the process flowchart of railway ticket reservation prior to GPR is mentioned below:**



Copyright 2015-2017, Government of India (DietY) All rights reserved

## The Responsibilities of the Departments in Process Mapping

- 1 Every department and public authority should lay down detailed process flowcharts (maps) for all the existing processes, and the role and responsibility of each desk and functionary involved in the same. All the Government Resolutions, notifications, and circulars relevant to the processes should also be referred and listed during the process mapping exercise. Consultation with the stakeholders, including the employees concerned with the processes, should be held.
- 2 Once process flowcharts/ maps of all the existing front end (service delivery) and back end (internal) processes are complete, a compilation of these flowcharts should be prepared and endorsed by the Secretary or the Head of the Department concerned.

- 3 The compilation of processes and re-engineered processes should be updated periodically by each of the departments, field offices and public authorities in line with the changes in the government policies and guidelines for service delivery.
- 4 An example of process mapping is of Pune ZP which has mapped 1183 processes involved in different functions—works and services across its departments.

## Step 2: Process Analysis

Process analysis is conducted to also identify areas of non-conformity with the expected process flow when it was originally conceptualized. It also helps to identify systematic gaps, and determine whether a process needs to be improved, and if so, where the necessary improvements could best be made.

While analysing the process, a checklist of the following parameters can be considered:

Sr. No.	Parameters	Value Measure	Remarks
1	Is the process Intra or Inter Departmental	<input type="checkbox"/> Intra <input type="checkbox"/> Inter	If Interdepartmental, how many and which departments are involved?
2	Level of Transparency	<input type="checkbox"/> High <input type="checkbox"/> Medium <input type="checkbox"/> Low	Are all the stakeholders aware of all the steps, roles and responsibilities in the process?
3	Accountability	<input type="checkbox"/> High <input type="checkbox"/> Medium <input type="checkbox"/> Low	Have the roles and responsibilities been properly assigned and realized?
4	Stakeholders' Perception	<input type="checkbox"/> High <input type="checkbox"/> Medium <input type="checkbox"/> Low	Whether the functionaries and the recipients find the process simple or cumbersome?
5	Requirement for GPR	<input type="checkbox"/> High <input type="checkbox"/> Medium <input type="checkbox"/> Low <input type="checkbox"/> Not Required	If cumbersome, identify the bottlenecks.
6	Digitalization	<input type="checkbox"/> Yes <input type="checkbox"/> Partly Yes <input type="checkbox"/> No	Does the process achieve the objectives? If not, what degree of change is required to achieve the desired results?
7	Simplicity of the process	<input type="checkbox"/> High <input type="checkbox"/> Medium <input type="checkbox"/> Low	Identify the manual steps which could be digitalized and automated?
	Measurability	<input type="checkbox"/> Yes <input type="checkbox"/> No	How simple is the process for all the stakeholders?
8	Grand Total	<input type="checkbox"/> High <input type="checkbox"/> Medium <input type="checkbox"/> Low <input type="checkbox"/> Not Required	Underline the steps and data requirements which could be eliminated.

*Note: The above checklist is illustrative and not exhaustive and listed to give an idea how a process could be analysed.*

### The Responsibilities of the Departments in Step 2

- 1 All departments and public authorities should analyse their mapped processes on the above parameters for the 'As-is' processes and the 'To-be' processes to identify the areas of improvement.
- 2 During the process analysis, they should also mark the value-adding and non-value adding steps in the process. Value-adding steps are indispensable, whereas non-value adding steps are the ones which could be eliminated during the re-engineering process, without compromising the quality of the outcome of the process.
- 3 Problem Identification in the existing process is part of the analysis. The same is elaborated in the next step.
- 4 After the process analysis, the departments and public authorities should draw an inference whether the processes analysed are optimal as it is or require undergoing re-engineering.
- 5 Analysis of all the mapped processes should be periodically conducted by the public authorities, as prescribed, and their reports should be published.

### Step 3: Identification of the problem

Identification of the problem during process analysis gives an opportunity to optimize the processes either through minor modifications or through process re-engineering.

In addition to testing the existing processes on the parameters mentioned in step 2, the problem could also be identified by analysing the stakeholders' input using the following methods:

- 1 Reactive method: By analysing the complaints and grievances received.
- 2 Proactive method: By analysing citizens' feedback to government initiatives like satisfaction surveys, focus group discussions, and rating of the services by users post-delivery, which could be introduced as an interactive tool.

### The Responsibilities of the Departments in Step 3

All departments and public authorities should identify problems in all the existing processes after their mapping and analysis. The departments should decide a threshold of the number of complaints and grievances above which it should be mandatory for them to re-engineer that process.

This exercise should be undertaken periodically as prescribed by the Government.

### Step 4: Understanding the Objectives of the GPR

The vision and objective of Good Governance in terms of transparency, accountability, and efficient and effective public service delivery should be understood and shared by all those involved in the GPR. The problems in the existing processes should be identified in that perspective. The departments should identify the services where a large number of complaints are being received. GPR should be prioritized for such processes.

#### The Responsibilities of the Departments in Step 4

All the departments should set a vision, mission, and objectives which would guide all their units and public authorities under their control, to undertake government process re-engineering. The departments should also set time-bound strategic goals for the processes prioritized above and issue relevant guidelines in this regard.

#### Step 5: Process Re-engineering and Defining 'New' or 'To-be' Processes

The next logical step is to undertake the actual re-engineering of the process in light of the vision, mission and objectives. During the process re-engineering phase, the 'To-be' process is to be defined, and compared with the existing process flow, for consideration for adoption.

#### The Responsibilities of the Departments in Step 5

- 1 Elimination of the non-value adding steps in the process re-engineering phase.
- 2 Identification, evaluation, and comparison of different possible options, and selection of the best solution.
- 3 Key parameters should be listed to evaluate the re-engineered process, which will act as an indicator of the success of the GPR; This may also be used for review of the processes for further improvement.
- 4 As far as possible the processes should be digitalized to facilitate E-Governance and online delivery of services.
- 5 Operational guidelines should be issued for the implementation of re-engineered processes, post GPR.

#### Step 6: Process implementation and validation

The sixth and the final step is the implementation and validation of the new/ improved process. For the GPR to be effective, the roll-out phase may require some changes in the legal framework—rules and manuals governing the processes. Consultation with the stakeholders, specially the government officials and staff, should be organised for the roll-out process.

#### The Responsibilities of the Departments in Step 6

The improved process post GPR should be piloted before being internalised in the system. The pilot roll-out should be evaluated on key parameters identified and relied upon during the re-engineering phase. If found satisfactory it should be formally adopted and incorporated in the legal framework.

## 9.4 Recommendations for Government Process Re-engineering

### 1 Professional Support to conduct the GPR:

All the departments and the public authorities under its control should initiate and complete the process re-engineering exercise as explained earlier. The exercise of GPR requires domain expertise, research capability, and a digitally-sound team. The departments should take the help of a professional public or private institution, for hand-holding support during the entire GPR process.

### 2 Training and Capacity Building:

Training and capacity-building workshops on Government Process Re-engineering should be conducted by all the departments and public authorities for the officers and staff, with the help of competent training institutions.

### 3 Citizens' Engagement:

As citizens are the centre point of governance, consultations with citizens' groups, civil society representatives, and IT professionals should be organised for the GPR. In addition to formal engagement, valuable inputs can be obtained by tagging and analysing the citizens' grievances and identifying the pain points in the existing processes.

Customer satisfaction surveys are participatory tools used to get users' feedback and their perspective on the quality and performance of public services. The departments may appoint an independent agency or NGOs for running such processes and getting unbiased feedback for process improvement.

### 4 Citizens as Service Quality Evaluators:

Citizens can also act as partners in efforts to improve public services by assessing the performance of public services. Acting as "customers", citizens sometimes evaluate services simply by filling in a reply after receiving a public service. This could help in identifying—

- i. Whether the process is too complex and cumbersome for the citizen.
- ii. Is the process being delivered in expected time?
- iii. Is the process readily accessible to the citizens?
- iv. Are issues/ grievances regarding the service being resolved?
- v. Current satisfaction and what more is expected from the service.

The rating-based evaluation mechanism should be institutionalised in the digitalised service delivery platform.

## **5 Good Governance Compliance Audit by the Departments:**

All the departments should be inspected on an annual basis for the Good Governance Compliance. The Government may appoint an agency like YASHADA or an external professional agency for this purpose. This should be part of the annual performance appraisals of the departments and of the functionaries concerned as well.

## **9.5 Success Stories**

- 1** Success of railway reservation process re-engineering. The rail reservation system was revolutionized by switching over to online reservation facility for the citizens. The portal of IRCTC shares the entire information of different trains and availability of accommodation and window for booking from anywhere anytime.
- 2** Digitalisation of income tax returns filing process. The online facility for self-filing the income tax return has been yet another successful model, which gives the formats for filing the ITRs, instructions to upload the tax returns in a simplified format. It also generates alerts regarding the status of filing of returns, and the status of assessment process.
- 3** Digitalisation of end-to-end supply chain management by the State Excise Department is yet another

successful example of Process Re-engineering. This was accompanied by process simplification, delegation of power etc. This has hugely improved the enforcement and excise duty collection by the department.

- 4** Digitalisation of Teachers' transfers by the Rural Development Department is another successful and sustained example of Government Process Re-engineering, which has made the transfer process very transparent.

The General Administration Department should circulate these successful models of government process Re-engineering, and also document similar other initiatives within the state and across the country and share the same with the departments and public authorities. It should motivate and incentivize the departments, give suitable directions, and provide hand-holding and budgetary support for this purpose.

Summing up, the mapping and Re-engineering of the existing Government Processes is imperative of the strategic mandate of Good Governance towards the Vision 2047. The Government Process Re-engineering is citizen-centric and citizen-friendly, it will promote both the ease of living and doing business and eventually contribute to growth and human development. The committee strongly recommends that all the departments should take up this process on priority.

Chapter 10

# **e-Governance and Digital Transformation**

## 10.1 Introduction

Digitalization and digital transformation in state government can have a profound impact on the way government agencies operate and interact with citizens. By adopting digital technologies and processes, state governments can streamline their operations, improve service delivery, increase transparency, and foster better communication with the public.

e-Governance refers to the use of electronic means and information technology to enhance the functioning of government and to improve the delivery of public services to citizens. The goal of e-governance is to make the government more accessible, transparent, efficient, and accountable.

There are 4 principal components of e-governance:

- 1 G2C (Government to Citizen):** Interactions between the government and citizens. These interactions can take various forms, such as online services for government-issued documents like passports and driving licenses, or citizen feedback mechanisms for government services.
- 2 G2B (Government to Business):** Interactions between the government and businesses. This includes things like business registration, taxation, and licensing, as well as procurement opportunities and other services.
- 3 G2G (Government to Government):** Interactions between different levels or branches of government. Examples include intergovernmental cooperation on policy, regulatory coordination, and other joint activities.
- 4 G2E (Government to Employee):** Interactions between the government and its employees. This can include things like HR services, benefits administration, and other employee-related matters.

The following are only a few key components of e-governance. This list is not exhaustive.

- 1 Online Services:** The delivery of government services to citizens, employees, other government organizations and to businesses through online means, such as online portals, mobile applications, and e-mail.
- 2 Information and Communication Technology (ICT):** The use of technology, such as computers, the internet, and mobile devices, to support the functioning of government and the delivery of public services.
- 3 Electronic Decision-Making:** The use of technology to support the decision-making process within government, such as through online collaboration tools and data analysis.
- 4 Transparency and Accountability:** The use of technology to increase transparency and accountability in government operations, such as through open data initiatives and online reporting systems.

- 5 Citizen Engagement:** The use of technology to engage with citizens in the decision-making process and to gather feedback on government services, such as through online fora and social media.

- 6 e-Governance** has the potential to transform the way the government operates and to improve the delivery of public services to citizens. By leveraging technology, e-governance can increase efficiency, reduce costs, and enhance the accountability and transparency of government operations. However, the implementation of e-governance can also present significant challenges, such as ensuring the security and privacy of sensitive data and addressing the digital divide and access issues.

e-governance is an ongoing process of continuous improvement, and it requires the active engagement of government, citizens, and the private sector. To be successful, e-governance initiatives must be designed and implemented with the needs and perspectives of citizens and businesses in mind and must be supported by simple but robust and user-friendly technology infrastructure and effective governance processes.

## 10.2 Main and Important Aspects of e-Governance

- 1** It is unbiased, neutral, no discretionary powers, system and process oriented. Brings in considerable transparency in government and stakeholders' interface.
- 2** It considerably improves access and cuts down drastically on travelling time and waiting time of stakeholders who have to wait for considerable periods at various government authorities. Has the potential to provide services at doorsteps.
- 3** It can be structured to provide 24/7 access, since it is automated. ATM, Rail and Air Reservations, Tax payments of various types for example.
- 4** It considerably improves the speed at which services etc. can be delivered. In other words, e-governance can provide real-time services.

A deeper examination of e-Governance systems reveals difficulties caused by a lack of interoperability across Central, State, Union Territory, and Local Self-Government and across systems. Cooperation between various departments and agencies translates to a smooth procedure when conveying or getting information from the public via the web technologies put in place. The general structure of e-Governance technology results in an efficient, transparent, and convenient digital government.

**Few examples of these are mentioned below.**

- 1** e-office implementation in Secretariat and field offices.

- 2 MyScheme (GoI)—Integration of States' schemes in My Scheme Platform by Government of India.
- 3 Integration of UIDAI card with all the certificates provided by the departments to citizens as a primary proof of the concerned document and later linking it with Digi Locker (Confirmed by MahaIT to be in use).
- 4 Digitalization of public services is essentially a part of Right to Public Service Delivery and Government Process Re-engineering. All local self-government and other public authorities' services should be integrated with the State's Right to Services Portal to have a single platform of services. All services which have not been notified as yet should be notified without undue delay and should be provided through online means within a reasonable time frame.

### 10.3 Digital Transformation

The Government's maxim "Minimum Government, Maximum Governance" effectively characterises a futuristic governance paradigm centred on digital governance transformation. Digital Transformation in Governance demands a succession of profound and coordinated cultural, workforce, and technological innovations that allow for the transformation of governance models in strategic directions. Agile governments evolve with the times, innovate more quickly, satisfy public demands/expectations, become more resilient, fulfil mission/vision goals within specified time frames, comply with legislation, and adapt to changes. Future government models should be flatter, nimbler, streamlined, and technologically advanced.

There are several ways to bring in digital transformation for achieving good governance. However, due to limited time and space, it is not possible to enlist many in this manual. The committee therefore presents below a few examples to demonstrate as to how digital transformation can give a fillip to good governance. Following examples are in the form of concepts only. These concepts will have to be widely discussed with the concerned stakeholders to arrive at a decision as to how these and many other innovative ideas and approaches can be developed further for implementing the objectives of good governance.

The way forward to a digital transformation in governance shall be to identify innovative methods and concepts for improving governance. Following recommendations will help in digital transformation in government offices to a large extent. Some of the following recommendations are only at the concept stage. They need to be deliberated upon extensively before a decision is taken to implement them. Wide stakeholder consultations will be required to validate the concepts, prescribe procedures, undertake development of necessary softwares, subject them to rigorous User Acceptance Tests (UAT) and then take up implementation.

Similar and more innovative concepts for achieving Good Governance in various departments may be encour-

aged. Suggestions may be called for from various stakeholders using the platform of Aaple Sarkar.

### Example No. 1 (Concept Stage)

### 10.4 Real Time Dues Settlement (RTDS)

#### **An electronic real time settlement of inter-departmental/organisational claims and dues.**

There are several departments in the State government setup. There are multiple organisations and autonomous bodies as well as undertakings under the overall supervisory control of various departments. All such entities regularly do transactions for settlement of claims, dues, payments etc with one or more entities. Billing, settling demands, attending to disputes, reconciliation etc. requires sizable manpower and enormous time and effort on a continuous basis. Non-settlement of claims and counterclaims, disputes and subsequent arrears give rise to avoidable audit objections both internal as well as external. Some of the audit objections have the potential of getting escalated even to the level of CAG and legislature.

The Committee feels that this kind of inter-departmental inter-organisational claims and counterclaims can be settled by having an RTDS under the overall supervisory control of the Finance Department. Since this will enable faster settlement, it is likely to reduce the pace of ever-growing manpower requirements of various organisations. Moreover, it will substantially limit the audit objections emanating from non-settlement and disputed claims and counterclaims. Further, the funds blocked with other organisations get released on a continuous basis, which in turn will accelerate developmental activities taken up by those departments/organisations. This also, in a way, will help the Finance Department indirectly in its continuous effort to contain the revenue expenditure. Logically therefore, either the Treasury Department or the Finance Department itself should be the overall supervisory authority for establishing such an electronic settlement exchange. The IT Department supported by MahaIT corporation could be entrusted with the task of establishing and operating the RTDS. Recently-held preliminary discussions with senior operating level officers of the MahaIT were encouraging.

Some of the salient points to be considered for the establishment of the proposed RTDS for settlement of inter-departmental / inter-organisational claims/dues/bills are given below.

- 1 It will be an RTDS under the overall supervisory control of the Finance Department.
- 2 Membership of this exchange will be open to all government departments, semi-government organisations, PSUs and independent/autonomous bodies in the State.
- 3 Membership of this exchange will be on a voluntary basis initially. With the passage of time and the maturity of the system, and with larger participation of members, it can be made mandatory in future for all such entities to be a part of this exchange.

- 4 A nominal yearly fee may be collected from the members for the maintenance and operation as well as staffing of the RTDS which could be kept at the bare minimum.
- 5 In addition to the above yearly membership fee, a very small transaction / settlement fee may also be charged to the transacting members.
- 6 MahaIT Corporation may be entrusted with the task of development, testing and commissioning of the appropriate platform. Operation and maintenance can, however, be outsourced.
- 7 Extensive stakeholder consultations may be undertaken by the MahaIT Corporation during various stages of development and commissioning of the platform.

## Example No. 2 (Concept Stage)

### 10.5 Digital GR

All decisions of the government, taken either at the state cabinet level or at the individual department level, are issued in the form of a Government Resolution (GR). Converting the discussions, ideas, necessities, objectives and goals into a GR invariably becomes a cumbersome and time-consuming exercise.

Generally, GRs have four prominent segments. The first contains the subject, name of the department which is issuing it, GR number, date of issue and referenced GRs etc. Second segment is the preamble or background or the circumstances which necessitate the issuance of the GR. Third segment, which is at the core, is concerned with the actual decisions. Fourth and the last segment is concerned with the consultations, state government websites, computer number, the name and designation of signing authority and the addressees etc.

Drafting a GR post the decision becomes cumbersome and time-consuming because several repetitive matters which could have been otherwise standardized to a signif-

icant extent, reappear. Skill of the person drafting the GR is mainly in the second and the third segments. Preamble and the core segments of the GRs are normally being done in an essay form. It not only requires communication skills and complete command on the language being used for the GR, but also makes it difficult for the reader of the GR as to what exactly are the elements of the decision. As a result, many a time, GRs become prone to misinterpretation and sometimes queries and clarifications go back and forth, leading to avoidable delays and unnecessary engagement of the human resource.

The Committee deliberated on this at length, and it is proposed that proper templates can be designed to issue GRs wherein the standardized segments of the GR can be easily generated and the entire skill of the GR drafting and issuing authorities can be channelized to the two important segments i.e. the preamble and the core. Even these two segments should have only crisp and unambiguous bullet points rather than essay form of narration for making it easier for the readers and implementers to understand without any need for seeking further clarifications.

Two examples of digital templates of GRs have been attempted herein below only to demonstrate that a Digital GR can go a long way in saving time, minimizing ambiguities, incorporating and enabling reviews and performance audits, getting feedback etc. during and before the expiry of the GR. This is in line with the general recommendation of the committee that every act, rule, notification and GR should necessarily have a 'Sunset Clause' so that an element of dynamism in governance is ensured with the changing times, fast-changing technology and rapidly-growing expectations of the people for good governance. One example is of a short GR of just a couple of pages. The other example is of a long GR running over more than 13 pages with several tables, figures, clauses etc. Needless to say that these examples are only illustrative in nature and substantial improvisation is possible by technical experts.

Government								
Planning Department								
1	Subject	To provide funds for State Innovation Council and District Innovation Council						
2	Government Resolution (GR)	GR No	DAP-1014/Pra-kra-68/Ka-1481			For a	Period of	5
3	Date of Issue	27	06	2014	Valid till	26	06	2019
4	Review	1	Year	before expiry of validity	Date	26	06	2018
5	Is the GR in supersession of all previous GRs on this subject?							Y/N

6	If No,	Following GRs may be referred to							
7	(i) GR No	Planning Department SIC-2113/Pra-Kra-1/2013/1471				Of	Date	04-03-14	
8	(ii) GR No	Planning Department DAP-1012/Pra-Kra-280/Ka-1481				Of	Date	12-09-12	
9	(iii) GR No	Planning Department DAP-1010/Pra-Kra-203/Ka-1481				Of	Date	09-08-10	
10	BACKGROUND	A	In September 2010 National Innovation Council (NIC) was established						
		B	This council was assigned the task of preparation of a road map for 2010-20.						
		C	To be effective, NIC recommended formation of State Innovation Councils.						
		D	As per 10( c ) above, State Innovation Councils (SIC) established vide GR at Sr No 7.						
		E	GR at Sr No 9, reserves 4.5% outlay from District Plan for innovative schemes						
		F	Separate orders will be issued for establishment of DIC						
		G	Making funds available for effective working of SIC and DIC was under consideration						
11	DECISION	A	Out of 4.5% outlay as per GR at Sr No 9, Government has decided to keep 0.5% each for SIC & DIC.						
		B	Hence instead of 4.5% now 3.5% will be available for innovative schemes under District Plan						
		C	Every collector may open an A/c in a nationalised bank and deposit 1% out of the total of 4.5%.						
		D	0.5% may be used for DIC.						
		E	Remaining 0.5% may be remitted by RTGS/DD to the new A/c to be opened by Dy. Secretary & Coordinator SIC in a nationalised bank.						
		F	Reconciliation of accounts & Audit of DIC and SIC shall be the responsibility of Coordinator for DIC and Dy. Secretary & Coordinator for SIC respectively.						
12	CONSULTATION		This GR is being issued in consultation with Finance Department vide their unofficial reference no 124/14/KoShaPra-5, dt 20/6/2014						
13	EXPECTED OUTCOME	Encouraging innovations for making governance better for citizens							
14	MONITORING AUTHORITY	ACS/PS/Secretary		Planning Department					
15	PERFORMANCE CERTIFICATE TO	Joint Secretary, Planning Department							
16	AUTHORITY	By order and in the name of Governor of Maharashtra							If GR
17	GR uploaded on Website:	www.maharashtra.gov.in							
18	Code (Sanketank)	201406271500484000							
19	Issued by	Signed	Pradnya Sanjeev Mahale			Place:	Mumbai		
			Under Secretary			DD	MM	YYYY	
			Planning Department			27	06	2014	

20	Copies to (Designation)	Address
A	ACS/PS/Secretary	To Hon. Governor, Rajbhawan, Malabar Hill, Mumbai
B	ACS/PS/Secretary	To Hon. Chief Minister, CM's Secretariat, Mantralaya, Mumbai-32
C	ACS/PS/Secretary	To Hon. Dy. Chief Minister, Dy. CM's Office, Mantralaya, Mumbai-33
D	Chief Secretary	Maharashtra State, Mantralaya, Mumbai-32
E	ACS/PS/Secretaries	All Mantralaya Departments
F	All Joint/Deputy Secretaries	Planning Department, Mantralaya, Mumbai-32
G	Chairman	State Innovation Council
H	Chairman	District Innovation Council
I	Collector & Member Secretaries	(All) District Planning Committee (All Districts)
J	Deputy Commissioners	(Planning), Divisional Commissioner Office (All Divisions)
K	District Planning Officer	(All) District Planning Committee (All Districts)
L	Accountant General	Maharashtra 1 & 2 (Accounts & Entitlements/ Audit), Mumbai, Nagpur
M	Resident Audit Officer	Mumbai, Nagpur
N	District, Treasury Officers	(All) District Treasury Offices
O	Desk Officers	Desk. 1481, Desk. 1471, Planning Department, Mantralaya, Mumbai-32

### Example No. 3 (Concept Stage)

## 10.6 Long Digital GR

The long Digital GR of Finance department is Annexed at XII

**Salient Features of the examples of above-mentioned Digital GR:**

- 1 Here the template is made in an Excel format. Cells containing standard information not likely to change for different GRs are shaded such as the words and phrases like date of issue, Maharashtra Government, signature, issuing authority etc. All other cells which need to have fresh information or instructions are unshaded.
- 2 The preamble or the background of the GR is only in bullet forms not requiring essay type description. The decisions are also in bullet forms not requiring essay type description. These instructions will avoid ambiguities. Links can be provided for referring to earlier and related GRs, so that just by a click the concerned GR can be brought on the screen for quick reference.

- 3 A backup software can be developed for the proposed digital GR template by the IT department to provide for drop down menus for several items such as departments, issue date, expiry date, review start date, signing/issuing authorities, providing for analysis of the usefulness of the GR as envisaged at the time of its issuance, FAQs etc.
- 4 Omnibus GRs can also be easily issued by superseding, past or previous referenced GRs by simply picking up the bullet points which are required to be retained and dropping the points which are no longer found to be relevant. Issuance of omnibus GRs has been time and again emphasized by the State government. However due to the effort involved—in issuing an omnibus GR to make sure that important points are not dropped, and the irrelevant points are not continued—generally these standing instructions are not meticulously followed. This digital template will make issuance of omnibus GRs simpler, requiring less time and effort. Consequently, the reader and the implementer will also be saving a lot of time and effort required to read several related GRs for taking a decision.
- 5 Many innovations in this proposition of a digital template format for issuance of GRs can be appropriately thought of at the level of qualified technical experts.

## Example No. 4 (Concept Stage)

### 10.7 Unique Asset Identification Number (UAIN)

- 1** There are a large number of movable and immovable assets acquired, maintained, and disposed of by various government authorities at all levels in the entire State at different points in time. It is given to understand that all such assets with their quantities/numbers, their original acquisition values/date, appreciated/depreciated values, date of disposal and value recovered etc. are not available at one place within the organisation. Neither is the aggregated list / value of assets available at the State level.
- 2** Digital transformation in governance provides the opportunity for a more efficient, effective and transparent way of asset management in the State. Digital management of assets will reduce wastage, leakage and will help reduce avoidable procurement and also help enhance revenue on disposal. Moreover, through digital asset management, it will be possible to trace the procurement history, aging and current appreciated/depreciated value of each asset.
- 3** The Committee therefore suggests the introduction of a 'Unique Asset Identification Number' (UAIN) for each of such immovable assets of a threshold value based on A B C classification of assets which may be revised at appropriate periodicity.
- 4** This proposition of the Committee is presented below, by way of an illustration, to show how digital asset management as a part of digital transformation in governance can be of immense benefit to the State.
- 5** Following is a brief narrative regarding the proposed UAIN with consultations with the NIC Mumbai.
  - i.** The Committee proposes a 20 digit 'Unique Asset Identification Number' for each of such immovable assets acquired, maintained and to be disposed of.
  - ii.** First 2 Digits of the proposed UAIN (00 – 99) (referred to as P1) will be for the State Code (Proposed to be taken from the Local Government Directory of Government of India, which is by now well accepted and well recognized all over the country. For example, for GST, the Maharashtra State code is 27 - <https://lgdirectory.gov.in/>)
  - iii.** The next 3 Digits (000 – 999) (referred to as P2) will be for the District Code (Proposed to be taken from the Local Government Directory of Government of India which is by now well accepted and well recognized all over the country. Examples - Ahmednagar district code is 466, for Akola—467, for Dhule—474, for Thane—497 and so on - <https://lgdirectory.gov.in/>)
  - iv.** The next 2 Digits (00 – 99) (referred to as P3) will be for Treasury/Sub-Treasury Code in a particular district. The present coding system of the Treasury/ Sub Treasury in a district may have to be re-structured with a maximum of two digits assigned to a Treasury/Sub-Treasury located within the geographical boundaries of the respective district.
  - v.** The next 3 Digits (000 – 999) (referred to as P4) are proposed to be for the Drawing and Disbursing Officers (DDOs) currently attached to their respective Treasuries/Sub-Treasuries. It is given to understand that currently there are approximately 12,000 DDOs in the State. Considering the current number of districts (36), on an average, each district will be having DDOs, the number of which will not require more than three digits.
  - vi.** The next 7 Digits (0000000 – 9999999) (referred to as P5) are proposed to be assigned to a particular category of movable/immovable asset pertaining to a particular District/ Treasury/Sub Treasury/DDO. The concerned DDOs would have to be authorized to generate a category-wise seven-digit asset code under overall guidelines which will have to be issued by the Government in the Finance department, once these recommendations are finally adopted.
  - vii.** The next 2 Digits (00 – 99) (referred to as P6) are to be kept reserved for future use if required.
  - viii.** The last 1 Digit (0 – 9) (referred to as P7) will be the 'Checksum Digit'.
- 6** UAIN will provide the descriptive attributes of an asset as follows (this is only illustrative, not exhaustive):
  - i.** Description of the asset
  - ii.** Date of acquisition/completion/disposal
  - iii.** Initial cost of acquisition/completion (in case of works such as buildings / roads / bridges / tunnels / electrical installations / percolation tanks / dams / canals etc., the total amount paid to be considered)
  - iv.** In case of above works of buildings / roads / bridges / tunnels / electrical installations/ percolation tanks / dams / canals etc, the constructing agencies' details.
  - v.** Recovery value on disposal / sale of items.
  - vi.** Current appreciated/depreciated value (wherever applicable)
  - vii.** Geo-tagged photograph (wherever possible)
  - viii.** Longitude, (if geo-tagged photograph not available)

- ix. Latitude, (if geo-tagged photograph not available)
- x. Remarks, if any
- xi. Generated by (the Authority generating the UAIN)
- xii. Date and time of UAIN generation

**7** Some of the benefits of UAIN are as follows (this is only illustrative, not exhaustive):

It will provide the details of variety and type of assets created and maintained by the State at all possible disaggregated levels as required.

- i. Aggregation at State/District/Treasury/Sub Treasury/DDO levels will be possible.
- ii. Unique identification to each and every asset in the State of value more than the threshold value.
- iii. This identification will be beneficial for maintaining a complete record of acquisition/completion/disposal.
- iv. Due to appreciation/depreciation of assets, a reserved price for disposal can be easily arrived at.
- v. Will help in asset damage assessment and in exploring damage prevention measures.
- vi. Because of aggregation, transferability of movable assets from one place to another place in the state can be improved, thereby saving unnecessary expenditure.
- vii. Comparability of acquired/completed/disposed of assets will help streamline procedures for facilitating acquisition/completion/disposal process.
- viii. Data analysis will support decision making by the Government.
- ix. Entire data can be displayed on the respective controlling authorities' dashboards.

**8** The proposal of introducing UAIN for wealth/inventory management of the State will have to be further developed by the concerned departments in consultation with the Finance Department. A proper IT platform will have to be developed in consultation with the IT department, within a time-bound period from the date of adoption of the proposed UAIN.

## Example No 5 (Concept Stage)

### 10.8 Tapal transformation

Tapal plays a crucial role in digital transformation of

government offices as the basic procedure of files begins through Tapal, be it creation or distribution. Digital transformation in government therefore needs to be initiated at the level of the Tapal section. Basic necessities to transform conventional Tapal process are as follows:

#### 1 Infrastructure:

The Tapal desk deals with heavy volumes of Tapal each containing multiple pages, daily; thus, it is very important to equip the unit with "Good quality" High-speed ADF Scanners and new-generation computer systems well-connected over networks for efficient productivity for the organization.

#### 2 Adopting CRU:

Registration Unit (RU) means a section or unit within a department consisting of functionaries like resident clerk and data entry operator. The unit is entrusted with the responsibility of receiving, registering, and converting physical Tapal into electronic receipts, and distributing/ marking and sending them to the concerned desk.

Central Registration Unit (CRU) can be conceptualized and located on the outer face of Mantralaya so that public/citizens are not required to obtain gate passes to enter Mantralaya and go to different departments. This will also reduce the workload of police personnel deployed.

- i. There should be a proper seating arrangement in a big hall where visitors can be properly seated and wait for their token number to be displayed and announced on audio visual.
- ii. The reception hall should have the following facilities to say the least: AC / Fans, Ladies' toilets, Gents' toilets, Toilet for differently-abled people, Childcare unit, filtered drinking water, enough seating places on the lines of airport waiting lounges
- iii. In addition to the above, the government can also think of having an extension unit of Mantralaya canteen to provide the visitors with facilities to buy eatables. The hall should also be providing an annexed space for outsourced photocopying, printing, and scanning facilities.
- iv. This centralized unit of Mantralaya should be under the control of one officer not below the rank of Under Secretary to the government assisted by a few Desk Officers. These USs/ DOs drawn from various departments should be sent on rotation basis to the main reception hall, in case of manning the control rooms on rotation basis in case of natural calamities and law and order situations.
- v. The main unit should work at least in two shifts  
1) From 8am – 2pm and 2) 2pm – 8pm so that public and visitors coming from far-flung areas of the state do not have to wait for normal

opening hours of the Mantralaya, which is approximately between 10am-6pm.

- vi. The above proposition of USs & DOs getting attached to the main reception hall should not be construed as a long term (or permanent) deployment to the reception job. They will get attached to the reception unit either for a day or for a complete week as the government may deem appropriate.
- vii. The front-end staff i.e., clerks, data entry operators, assistants etc. may however be posted to the main reception for a relatively longer period of say 3 to 6 months while retaining original place of posting in the respective departments.
- viii. This type of reception duty should be made compulsory for every category of personnel starting from clerk to US at least once in a period of one year.
- ix. Similar arrangements as explained above for Mantralaya (which is shown as an example) should be replicated in the entire state in all such offices where a substantial number of visitors come. What is a 'Substantial number' can be decided by the specific offices.

#### Objectives of CRU

- i. To adopt a centralized system for receiving the tapal.
- ii. To reduce duplication of effort and minimize errors, leading to a faster and more reliable registration process.
- iii. To ensure that the information is accurate and up-to-date and can also make it easier to track the usage of government services and programs.
- iv. To give a platform to the citizens, employees and business to register and track files.

### Example No. 6 (Concept Stage)

## 10.9 e-Office Adoption and Implementation

There should be complete integration of e-offices from Mantralaya, its parastatals, directorates, Divisional Level to all intermediary level field offices such as at District, Sub district level, Town, Block and Village level. Otherwise, the system will not work and collapse if the hybrid model is allowed within and across the departments vertically and horizontally. To implement e-secretariat, GAD along with IT Department should anchor it and Department Secretaries will coordinate the Mantralaya, directorates and field offices. Divisional and District level officers should be made responsible for e-offices in the field. Divisional Commissioner, District Collectors can coordinate the overall implementation of all divisional and district offices in their jurisdiction. Involving the political executives such as Cabinet, Mayor/ Municipal/

ZP President, PS Chairman and Sarpanch will facilitate the setting up of the e-governance system.

Currently, under the instruction of the Secretary, Department of Food and Civil supplies has adopted and implemented an e-office. e-Office has been operationalised right from the tapal section to the Secretary's office. The Secretary aims to extend e-Office throughout the field offices by accepting files only through e-office. The department is also pushing to digitise the Minister's office to ensure end-to-end e-office adoption.

The committee to expedite adoption of e-office system, suggests the following recommendations:

**Make Top Officials Responsible:** Top officials or the Heads of Departments should be responsible for reviewing the progress of e-office implementation in their respective departments and field offices.

**Readiness Status and Infrastructure Gap Analysis:** Departments and field offices should ensure that they meet the prerequisites in terms of infrastructure (comprising scanners, computers, etc.) and employee readiness status (comprising DSC issuance, e-office login issuance and email IDs for each employ) before implementing e-office. A proper gap analysis report must be maintained, and all the gaps must be plugged through appropriate consultations with NIC and DIT before implementing e-office.

**Financial Provision through Budget Allocation:** Since technologies keep changing rapidly, it is imperative to ensure sufficient financial resources for upgradation of IT Infrastructure including computers, scanners, bandwidth of network connectivity, etc. The departments must reserve and allocate 1 % of their budgets for smooth operations and maintenance of e-office.

**Capacity Building and Training:** A hands-on training should be conducted involving all the aspects of the e-office. In addition, a SOP should be provided by DIT and NIC on scanning, classification and storage of records. Provision of on-demand trainings, up-to-date user manuals, FAQs, Usage Guidelines should be made available.

**E-mail ID Policy:** There is inconsistency in terms of e-mail ID domain throughout functionaries of the government. The use of multiple domains has raised the issue of data security, data privacy and disparity in the sharing of information. To address this issue, an e-mail ID policy pertaining to the uniformization and use of e-mail IDs of a single domain should be established.

**Up-to-date e-Office system:** Technology is fast and ever-changing and the government should keep up with the pace of change. This also holds true for the e-Office System. Once adopted and implemented throughout, the e-office system should be continuously updated to the latest version which provides stability and security along with new features and options.

**Tech-Driven Public Service Delivery:** With the use of Big Data Analysis and Artificial Intelligence-automated discovery of citizens' needs and response mechanism, the

Life Cycle Approach should be adopted. Services need to be identified which can be automated. **Automated public services must be developed considering the citizens' needs and thereby using AI to deliver the services.**

## 10.10 Breaking Silos

Breaking down vertical and horizontal silos in government departments can help improve cross-functional collaboration, increase efficiency, and enhance the delivery of services to citizens.

Vertical silos refer to the practice of organizing a department into separate, independent sub-units or teams that work in isolation from each other. Breaking down these silos can help ensure a more consistent and coordinated approach to addressing issues and delivering services, as well as improving the flow of information between levels of government. Many times the issues arise while getting field data which may affect decision making. Hence, addressing this is crucial. Free flow of data will dilute vertical silos leading to efficient decision making.

Horizontal silos refer to the inter-departmental barriers within a government organization, each with its own distinct functions and responsibilities. Horizontal silos can limit the effectiveness of state government departments and hinder their ability to achieve their objectives. Breaking down horizontal silos requires a focus on open communication, collaboration, and a willingness to share information and resources across departments and divisions. This may involve developing cross-functional teams or working groups, implementing shared information systems, and aligning departmental goals and priorities with the overall mission of the agency.

Breaking down these silos can help improve communication and coordination between departments, reducing duplicated efforts and streamlining processes.

To break down silos in government organizations, several steps can be followed.

### Following are only a few of such examples.

- i. Encouraging cross-functional collaboration: Encouraging regular meetings and opportunities for employees from different departments to work together can help build relationships and improve communication.
- ii. Implementing a data-driven approach: Sharing data and information across departments can help identify areas where collaboration is needed and lead to more informed decision making.
- iii. Creating Inter-departmental task forces: Forming task forces to tackle specific issues can help bring together employees from different departments to work towards a common goal.

Breaking down silos in government organizations can be a challenging process, but it can lead to improved efficiency, better delivery of services, and a more effective and responsive government. The **State Data Bank** will widely address the dilution silos due to free flow of its data at a single platform.

Chapter 11

# **State Data Bank: The Pathway to Data Driven Governance**

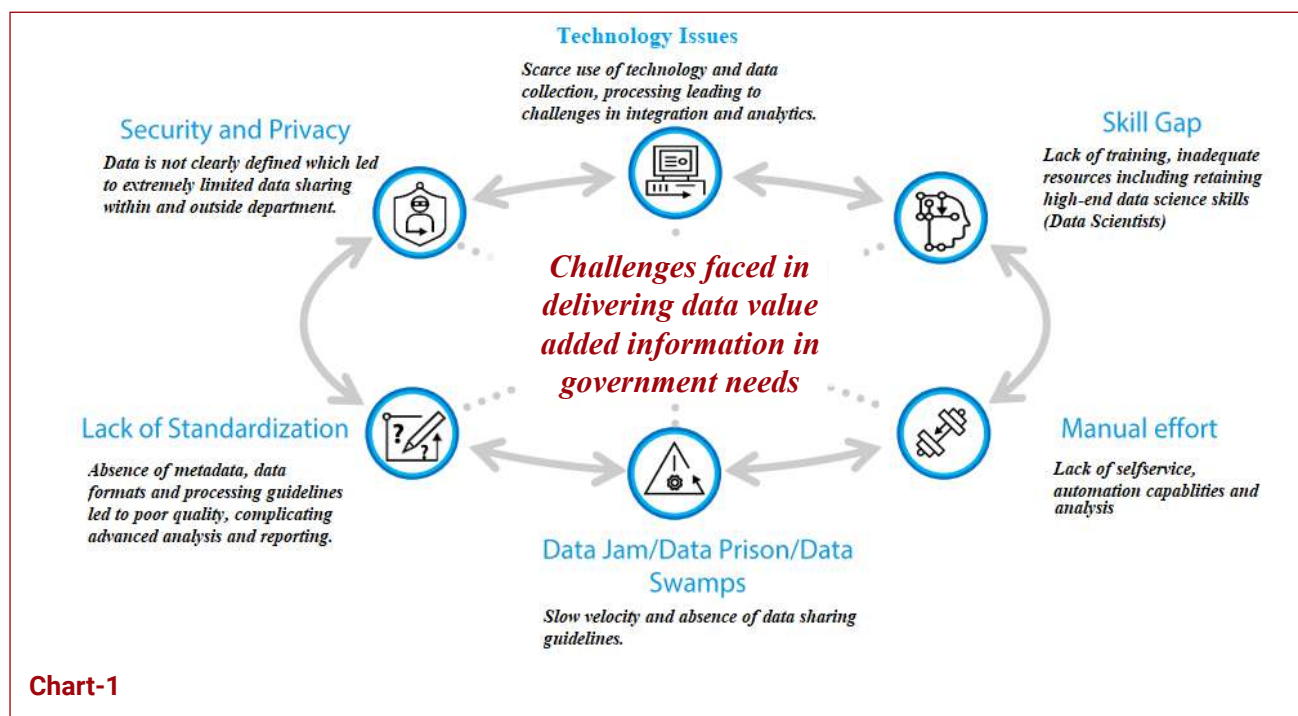
## 11.1 Background of State Data Bank

The State Data Bank was first conceptualized in 2013-2014 vide GR dated 7th June 2014 by the State Planning Department to provide a single source of all administrative and survey datasets collated and published by different government entities in open formats after due diligence by the Directorate of Economics and Statistics.

It was to provide a search and discovery mechanism for instant access to all desired datasets at one place which are reliable, updated, robust and usable for policy formulation, monitoring and evaluation of programs and schemes of the Central, State and Local Governments. This platform could also be an open and transparent source for citizen engagement which could enable citi-

zens to seek clarification or information from the concerned authorities and also rate the quality of datasets.

The State Data Bank portal was to have a strong backend data management system which can be used by Government Departments to publish their datasets through a predefined workflow. Several dashboards for seeing the current status of critical and important datasets, visualizations, usage analytics as well as feedback and queries from citizens at one point were to be provided. The objectives of establishing the State Data Bank and its Portal have not been achieved due to several challenges faced by the DES and the Departments.



The following sub-sections re-emphasise the importance of accurate and most updated free flowing data for appropriate policy formulations and monitoring their implementation.

## 11.2 National Statistical Commission (NSC)

A Commission set up by the Government of India in January 2000 under the Chairmanship of Dr C. Rangarajan reviewed the statistical system and the entire gamut of Official Statistics in the country. The Rangarajan Commission submitted its report to the Government in August 2001. One of the key recommendations of this Commission was to establish a permanent National Commission on Statistics to serve as a nodal and empowered body for all core statistical activities of the country, to evolve, monitor, and enforce statistical priorities and standards and to ensure statistical coordination among the different agencies involved.

## 11.3 The Collection of Statistics Act, 2008

A few years later, The Collection of Statistics Act, 2008 was enacted by the Central Government to facilitate the collection of statistics on economic, demographic, social, scientific, and environmental aspects, and for matters connected therewith or incidental thereto, after repealing The Collection of Statistics Act, 1953.

The 2008 Act provides for empowering various State Governments and other authorities for the collection of statistics, and it deals with several issues covering collection, security, disclosure, restrictions, penalty and powers of appropriate government and the Judiciary.

## 11.4 Report on Balanced Regional Development Issues in Maharashtra by the High-Level Committee Headed by Dr. Vijay Kelkar

The above report submitted to the Government of Maharashtra in 2013 put a lot of emphasis on statistics and data and recommended that a State Statistical Board be estab-

lished on the lines of the National Statistical Commission with broad objectives as follows:

- 1 To identify the core statistics critical for the development of the economy.
- 2 To evolve standard statistical classifications and methodologies and set the minimum quality standards.
- 3 To evolve effective strategies for collection, tabulation, and dissemination of core statistics.
- 4 To constitute working groups to assist the State Government on various issues.
- 5 To facilitate statistical co-ordination between different departments and agencies of the State Government.
- 6 To maintain region-wise statistics of all the parameters and indicators required for monitoring of balanced regional development.
- 7 To coordinate with the National Statistical Commission.
- 8 To take up such important assignments as decided by the State Government from time to time.

## 11.5 Proposed State Data Authority

A recently-issued Government of Maharashtra Resolution dated 11.11.2022 provides for a 'State Data Authority' which will be created at the State level to make the information and analysis available to the 'Maharashtra Institution for Transformation- MITRA' from various administrative departments. Using GIS and Data Analytics by the State Data Authority, it will be possible to acquire, edit, monitor and evaluate all primary data from various departments and private sectors for data-driven governance and evidence-based policy decisions.

A large amount of data is generated and used continuously in various departments of the State Government. The State Data Authority will formulate policies related to Data Sharing, Data Access, and Data Protection. The State Data Authority will be an important part of MITRA and will be the custodian and repository of the information generated by the State.

## 11.6 Giving Data its Due—NDAP and Political Constituencies Datasets

A recent article (23rd Feb, 2023) by CEO NITI Aayog and Chief Economic Advisor to Government of India highlights the importance of a single source and platform for all government data which is reliable, robust, updated and interoperable. To quote: "Public data is often stored on platforms that are difficult to use and in formats that delay analysis. Data from different sources do not speak to each other, meaning users cannot compare data from different departments or data gathered over time. Finally, because of slow updating processes and inconsistencies

in data quality, it is not always clear that the appropriate data is publicly available. To address these challenges, every step of the NDAP design process includes rigorous user testing to ensure that the platform precisely solves these issues."

After extensive discussions and taking into account the recommendations made by the Dr. C. Rangarajan Commission, the revision leading to enactment of the Collection of Statistics Act, 2008, the Dr. Vijay Kelkar Committee on balanced development of Maharashtra, the setting up of MITRA with the mandate to establish a State Data Authority, and NITI Aayog's flagship initiative of creating NDAP, the Committee is recommending to give a detailed scheme for setting up the State Data Bank (or we may name it as the State Data and Analytics Platform i.e. SDAP). Considering the recent technological changes and data requirements, the SDB Portal will facilitate evidence-based policy formulation, monitoring of programs, evaluations of schemes and the requirements under the Maharashtra Right to Services Act and Right to Information Act etc. The holistic approach adopted in defining datasets would be extensive and would include Master Data Sets related to Individuals and Families, Address Systems, Beneficiaries and Transactions, Program Implementation Database, Administrative Units, Political Constituencies, Health Indicators Database, Educational Attainment, Social Attributes, Economic Attributes, Infrastructure and Assets, Natural Resources, Spatial Data, Legal Entities, etc.

These critical data sets are to be established, collected, processed and outputs integrated on a single platform as Master Data Sets which could also be called 'Databases' which will form the core function of the State Data Bank. The integration of these data sets will be undertaken by the SDB, which will also manage it for linkages and interoperability.

## 11.7 Defining Data for State Government Departments and its Parastatals

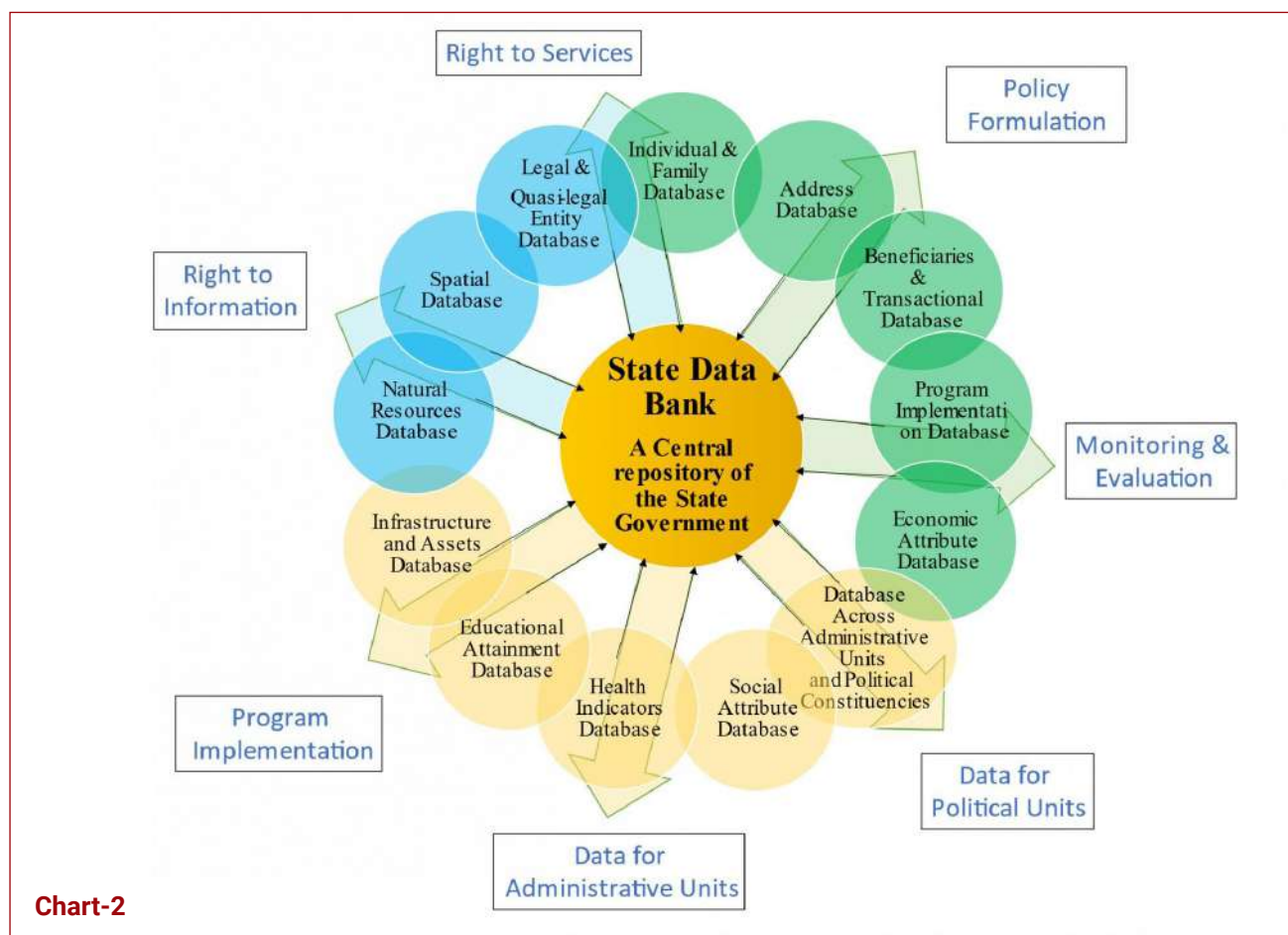
"Data" means a representation of information, numerical compilations and observations, documents, facts, maps, images, charts, tables and figures, concepts in digital and/or analogue form, and includes metadata. The government (Central, State and Local) currently generates and collects a large amount of data in its day-to-day functioning. Most departments collect various types of information or data on an individual and family at socio-economic, geographical, or transactional levels. Basic information is common for individuals across all the departments which should be in standardised format and validated through creating a digital identification number. UIDAI generated Aadhar is a form of digital identification which will facilitate linking all relevant documents.

The steps required to achieve this are outlined in subsequent sections of this chapter. It must be made clear here that the following categorization and phasing of datasets, their collection modalities, phasing of the development process of the proposed SDB etc. have been discussed as the first step towards firming up the concepts.

The Committee recommends that these concepts, as

enumerated below, need a much wider stakeholder consultation before being adopted. The proposed State Data Authority enshrined in the MITRA will be the most appropriate authority to take these concepts forward for designing, developing, taking up user acceptability tests, and the operation and maintenance of the SDB.

The details and scope of the Master Datasets identified above are enumerated below and it is recommended to be taken in phases.



## 11.8 Phase I (Recommended Period within 1 Year from Adoption)

### 1 Individual and Family Database

The Registration of Births and Deaths Act, 1969, and rules thereunder mandate collecting data with specific details such as name, parents name, address of the mother, religion and other details by the State Chief Registrar of Births and Deaths. This is the official and supposedly the only legal data set in the country to prove the existence or otherwise of the individual and their relationship with the parents etc. Currently, the country-wide challenge, including for our state, is the timely issue of birth certificates, which is mandatory under the RBD Act, but not much practised and is demand-driven rather than being a statutory public service to be provided free of cost. This issue needs to be addressed head on and the exercise of establishing a population database linked and derived from the Birth Certificate Databases can commence with immediate effect.

Population database based on this legal framework should ideally be the Master database for all

individuals to provide a unique identity of name, sex (including the transgender), age, and relationship to be used for all official purposes for and by that individual and be the only data source for this purpose. Currently, there is a felt need and demand of unique Family Numbers for availing several beneficiary schemes where the family is the unit for eligibility. Details of establishing the population database envisaged above will possibly be the first such exercise in the country if attempted by the state and will be an extremely progressive step to assist and improve governance and will be citizen friendly.

A stakeholder meet must be held with demographers, statisticians, legal experts, health, and civil authorities as also with citizen groups, media, public representatives to arrive at a consensus regarding designing an efficient, optimum, technology-driven architecture, implementation methodology, storing and addressing issues related to public accessibility and privacy issues. Extensive use of ICT and related technology will considerably help in this exercise. Use of Aadhar Card details can be explored in the creation of a population database.

## **2 Address Database**

An address represents a residence, business entity or monument in relation to a legally-recognized habitation, village or city or their wards, along with street name, area name and a building number which is unique to that property or its components. It is permanent in nature and is critical in reaching that address physically or for the purpose of delivering documents etc. to that address. However in several cases, these are not consistent, and interoperability and triangulation become extremely difficult. The responsibility to maintain and provide a unique address system is primarily of the local bodies who provide building permissions and collect property and other taxes as also provide services and also enable the building owners and occupants to avail several services from state agencies and for enabling routine day-to-day transactions. Therefore, there is a felt need and demand for an official, unique, and accessible and usable address system for efficient governance, delivery of services and as a critical civil requirement.

It is an important building block for improving governance and providing citizens with an instrument for seamless, error free, efficient service delivery. Once established, which will be a challenging assignment, the address system will not require considerable updating specially in small towns and villages. It will be advisable to have a workshop with local bodies, GIS experts, town planners, logistic companies, citizens groups, housing societies and other stakeholders to arrive at a consensus in designing an efficient, optimum, technology-driven architecture, implementation methodology, for storing and addressing issues related to public accessibility and privacy issues.

The combined impact of the individual and family database and the address system has the potential for irreversibly changing and re-engineering to simplify and make more efficient processes of delivering public services.

## **3 Beneficiary and Transactional Database**

Identification of individuals and families for their eligibility for any financial or non-financial benefit under various policies, program guidelines require listing of granular beneficiary data. Most beneficiary identification is survey-based by the village level staff. Further, the survey-based beneficiary is usually not subjected to triangulation methodology for independent validation since other corresponding data on the individual/ family are non-standardised, not in digital format and not updated in time and space. Hence the process of validation to exclude non eligible beneficiaries or include omitted beneficiaries remains a challenge. This results in complaints of biased and motivated selection, lack of transparency and ultimately in loss of trust in government. This database will substantially serve the requirements of MRTPS and RTI Acts.

## **4 Program Implementation Database**

Central, State and Local Governments are direct implementers of several programs for which MIS are generated at certain periodicity. Thus, administrative data sets which are a regular feature of programs/ schemes, institution-based service delivery etc., need to be strengthened considerably. These MIS assist in real-time monitoring, evaluation and interventions, evidence-based policy formulations, realistic financial allocations, program design and implementation. This could include program details to potential beneficiaries of the schemes.

## **5 Economic Activity Attribute Database**

The data on economic activity status of individuals and enterprises on a continuous basis allows for policy formulation and decision making for improving the overall economic condition by the State. For example, at early ages as infants and children as also at older ages, most individuals will be non-working and dependents, while at ages 6-25 most will be students and for intermediate age groups, most will be engaged in one economic activity or the other. It is therefore possible to record, maintain and update the economic activity status of every individual as a life cycle approach through individual and integrated datasets. The student data can be easily collected from the educational institutions, for agriculture and allied sectors from village-level data in rural areas, and for the organized sector from the industry, business, and commercial organizations. Due to rapid urbanisation, frequent changes occur due to mobility in economic activity and therefore the exercise is extremely challenging. However, with innovative and citizen-friendly data collection methods, such as crowdsourcing, along with assurance from the government of the intended use of this data and how it will benefit the citizens for accessing services and benefits, this database can go a long way in ensuring good governance.

The enterprise data consists of listing all legal and quasi-legal entities which are the place of economic activity and provide employment of any kind. It is basically a workplace in its widest forms including all types of employee details. Most enterprises are legally required to be registered under various Central and State laws. Data from these registration authorities, if appropriately coordinated and synchronized along with the support of local governments where the enterprise is located, can help establish such an Enterprise Master Database. Use of technology will be required to list e-commerce enterprises and activities. This data set can provide for new policy formulations and in improving the ease of doing business for industrial and commercial sectors.

## 11.9 Phase II (Recommended Period within First 2 Years from Adoption)

### 1 Building Blocks for Interoperability across Administrative Units and Political Constituencies

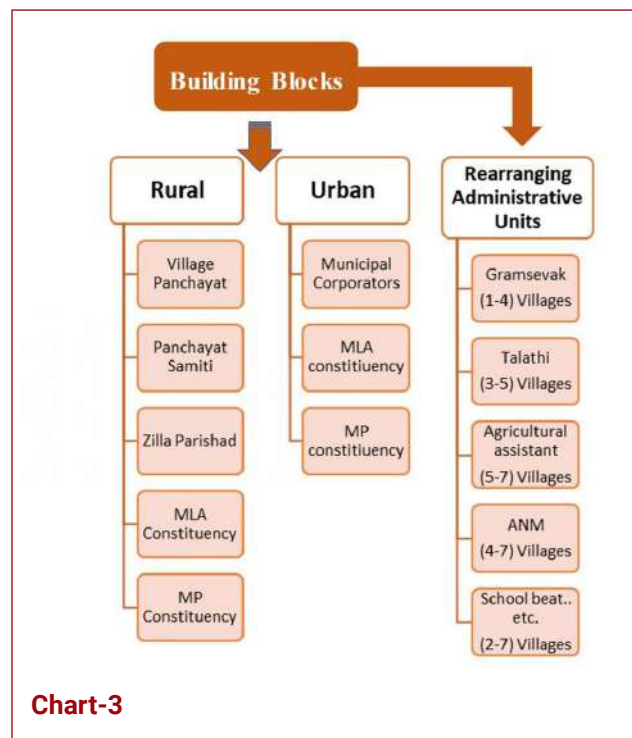
Data collection units need to be standardized as building blocks as part of an administrative and geographical frame for data collection and aggregation at the desired level as per requirements. Units could be entities such as a family or an individual, independent, and stand-alone institutions such as school or anganwadis, or administrative and geographical units such as village/ gram panchayats and its wards/ polling booths, sub centers etc.

The levels of data collection units may be different and dynamic according to the need/ purpose of the departments/agencies/schemes/beneficiaries/ other stakeholders. These levels of data collection units can be decided and standardized by the departments/agencies under the overall technical supervision and guidance of SDB. Identifying and adopting the data collection units should be as granular as possible to allow flexibility and manipulation for aggregation for presentation.

Data aggregation is the process of gathering and combining data from multiple sources into a single, centralized repository. Within administrative units, data aggregation can help to streamline data management, ensure data consistency and accuracy, and provide a single source of data for decision making. Data collection units need to be standardized. Units could be geographical units or entities such as a society or an individual.

*The article (17th February 2023) by Prof. S V Subramanian, Population Health and Geography, Harvard University, "Empowering the MP" highlights the importance of empowering political executives across the spectrum to serve their constituencies by effective engagement with multiple district officers including the District Collector. It draws the attention of the relevance and importance of data-sets for natural units in a three-tier democratic set-up such as political constituencies for policy deliberations, resource allocation and governance. (Article enclosed as annexure)*

Hence, database for political constituencies such as Village Panchayats, Village Wards, ZP Members constituencies, Municipal Councils, Municipal Wards, Municipal Corporations, Corporators' Wards, MLA constituencies, MP constituencies etc. should also form a separate segment in the State Data Bank development so the elected representatives can use the data effectively for projecting their constituencies' requirements.



### 2 Social Attribute Database

For individuals, in addition to the demographic data details, disability (specially needs and ability) and certain social background characteristics are essential/ required to enable the individual (and several times, the family) to be eligible to avail benefits as per constitutional, Central Government and State Government guidelines, provisions, or nature of the schemes etc. The authority to grant these certificates lies with the State Government and revenue department officials at the sub-district level. Almost all administrative, political, and beneficiary-oriented schemes require one or more of this social attribute data. Considering greater economic, geographic, and social mobility within and across the states in the country and its social acceptance, it is important to have a central repository database. Data on migration and mobility, both seasonal and long-term, will be covered under this.

### 3 Health Indicators Database

While individual departments' data and HMIS are being covered under the SDB framework of databases, the Committee felt that having a full database on health indicators is of prime importance for the State. It is therefore given its due as an independent sub-section under SDB, being a key component of the Human Development Index (HDI) of the then Millennium Development Goals (MDG), and the current Sustainable Development Goals (SDGs).

The health institutions data both of the government and private sector would broadly be covered under infrastructure and assets and the disease profile and health profile could broadly be covered under beneficiaries and transactional data. Components of individual health profiles for example, are being covered in Mahatma Phule Jan Arogya Yojana. It was

realised that health indicators, especially at the sub-district and town levels, are not available. Hence there is over-dependency and reliance to superimpose the state-level health indicators at district and sub-district levels. This obviously cannot be the basis for district and sub-district level policy and programme interventions. Therefore, it is very clear that health indicators need to be generated for individual district and sub-district levels for meaningful and specific interventions and allocation of resources. The list of health indicators is extremely large and should be chosen from the State and Central government health department guidelines. It is important to mention here that health indicators should include both private and government data. Ancillary data such as on nutrition, water, sanitation, hygiene and environmental (pollution) and climate change (extreme weather fluctuations) impact are closely related and extremely critical to derive health indicators and can be used for triangulation, and for improving the quality of life across all ages and sexes.

#### **Educational Attainment Database**

Educational Attainment database is an important parameter to measure the social and human capital diversity of the state and its various geographical, socio-economic, and political regions. One of the very important characteristics about the individual is the educational attainment level achieved. This data is dynamic with younger ages until the early twenties for the majority of the population and then tends to become static for most. The educational attainment data will be an extension to the population and social database of the individual to ensure its uniqueness. An effort should be made to collect, link, and validate to the extent possible, the educational attainment data of the population, currently not studying or not likely to study in future (say population of age 25 and above), from existing data sources to be obtained from the individual and the educational institutions.

## **4 Infrastructure and Asset Database**

Physical data sets related to infrastructure, buildings and other assets are equally important indicators of development and improving accessibility. These can positively influence the quality of life, accessibility, business, trade, commerce etc. In rural areas, the government and local governments are the principal builders of infrastructure and assets, in urban and semi urban areas, it is a mix of the government and private sector. This comprises roads of various types, bridges, flyovers, under bridges, buildings, dams, irrigation canals, power plants and power infrastructure, industrial areas and towns, housing colonies and other related infrastructure. The state, including the central government, local authorities and the parastatals, creates and maintains extensive infrastructure and permanent assets, most of it for example by PWD, Irrigation, Power/ Electricity Departments, and various parastatals such as MMRDA, CIDCO, MIDC, MHADA, SRA, Irrigation Corporations, APMCs, etc.

Certain infrastructures are also created by the private sector such as housing, places of entertainment, schools, health facilities, industries etc. A process and mechanism for collection of these private sector infrastructures will have to be evolved if they do not exist in a meaningful format. In creating the master database of infrastructure and assets, the importance and exclusivity of certain Central Government infrastructure such as buildings, institutions, industry (PSUs), ports and airports etc. cannot be overlooked and their assistance and support will be key to complete the data set. Therefore, the creation and regular updating of this database while making it as granular as possible for intervention as policy and decision support tools, allocation of resources and optimum integration between Central, State and Local governments, is extremely critical. This will facilitate the creation of Unique Asset Identification Number (UAIN) as detailed in Chapter 10 on e-Governance.

## **11.10 Phase III (Recommended Period within First 3 Years from Adoption)**

### **1 Natural Resources Database**

This master database consists of all land and details its types (forest, water bodies etc.) largely derived from land records maintained by the revenue department, which is in an excellent condition in both urban and rural areas. Current classification exists in terms of forest types with area, in land and freshwater and man-made water bodies as also the coast lines, mangroves, wetlands etc. Certain value additions are already available in terms of plain, alluvial, hill and mountain, wetlands, drought prone, rain shadow, ponds, tanks, river basins, beaches, cyclone prone etc. Further value additions to this database will be added with the mines and minerals database. Probable use of this data includes land and water transport, tourism, eco-tourism, commerce and industry, construction, tribal welfare, fisheries etc. Its most important use will be to calibrate and influence policymaking for sustainable development, wildlife protection, environment and ecological management, natural disaster management (drought, scarcities, floods, cyclones) etc. A derived data set of much importance will be on displaced persons and communities because of their relocation due to land acquisition for major irrigation projects, mining, wildlife reserve and the like.

### **2 Spatial Database**

Spatial Data has been increasingly used since the early 21st century by Governments and in administration specially for data presentation and understanding numeric data, visualization, in spatial coordination and planning as decision support systems and intervention for on ground projects and in policy formulation. Geographical Information System (GIS)-based data sets and indicators are better understood by political executives, administrators, media, academia, and the general public than purely numerical or statistical outputs, tables, indices etc. Hence, they facilitate quick decision making.

This is the right time to use this spatial data base for street naming and creating address systems for every village and for small municipalities. Also, aggregation for higher political constituencies such as for state assembly and parliament and especially in major municipal corporations will be easier to handle if street grid spatial data is followed.

Various spatial databases of road, highways, expressways, forest roads, railways, metros, forests, water bodies and canals, electrical lines, water supply lines, underground cables within the local authority areas and connecting rural habitations are now available for superimposition on administrative unit databases to help better plan and target infrastructure intervention, specially the last mile connectivity to specific issues/ problems. Extensive use of satellite imaginaries and drone technology will facilitate granular spatial databases for small areas. The services of the current agency MRSAC for spatial databases should be extensively used and strengthened.

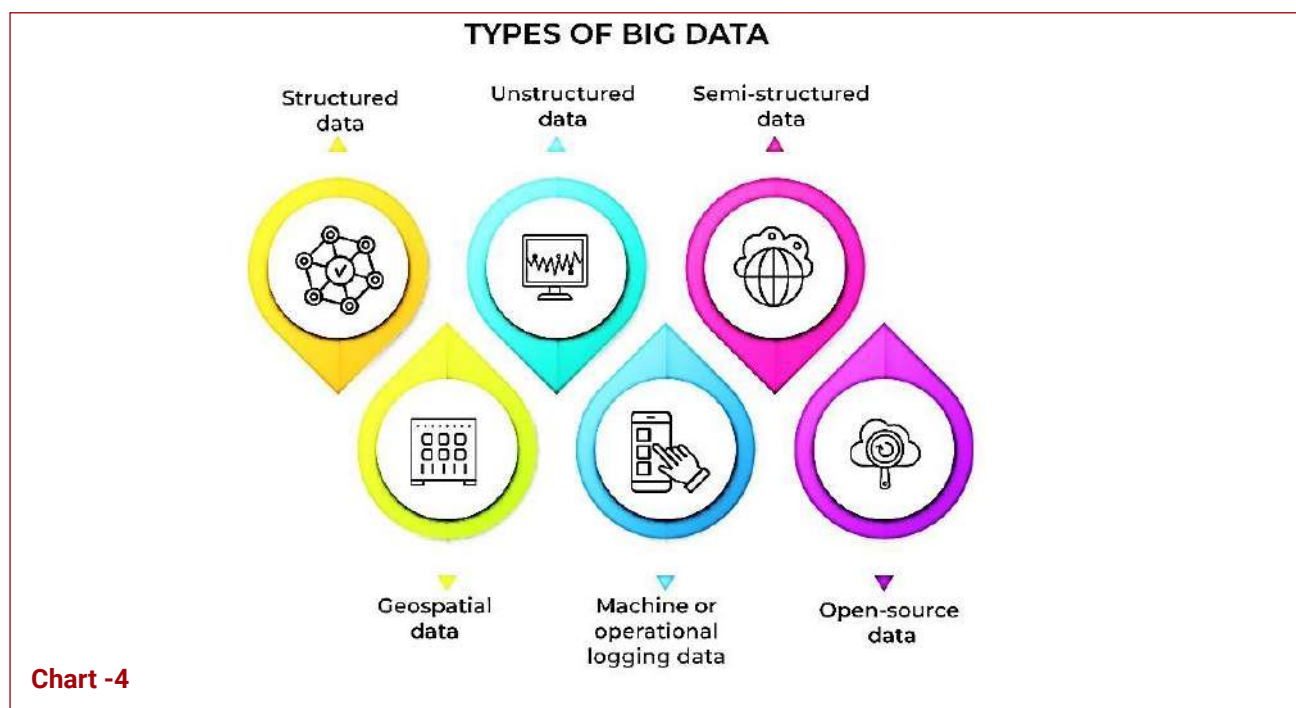
are largely created under specific Central or State laws or due to administrative guidelines and directives. Established under a plethora of laws, acts, guidelines listing all entities under a single master database will help identify strengths and weaknesses of the legal/ semi-legal entity and their capacities with respect to improved governance related to a specific geography, activity or sector, funding support and intervention support required. A database of these entities will help in better legal and environmental compliances, addressing consumer grievances, for policy interventions, ease of doing business and government business process re-engineering to address their issues and facilitate faster and balanced intra-state economic growth. It will be important to ensure that certain critical information is kept confidential in nature and be subjected to restricted use following permission from a competent authority.

### 3 Legal And Quasi-Legal Entity Database

Several legal and quasi-judicial entities have been created for large and medium businesses, commerce, philanthropy, social activities as also for village-based/ community-based micro enterprises. These

## 11.11 Big Data Analytics

To summarize, the SDB is expected to and needs to be designed as the repository of 'THE BIG DATA' of the government and its parastatals. Considerable expertise for Big Data Analytics is therefore a natural corollary if the above master datasets are to be the critical components of the State Data Bank.



Big Data could be structured, unstructured or semi-structured. Whereas the structured data will lead to highly-organised information which could be readily and seamlessly stored and accessed in the database, the unstructured data will be heterogeneous and be unprocessed and large in size from which any meaningful outputs need not be

possible. The semi-structured big data lies in between, which could be only partially used for analytics. The advantages of the big data will help in bringing velocity, dealing with volumes and variety and value additions through validity and visualizations.



Chart- 5

### 11.12 Dataset's Identification

- 1 As per NDSAP, every Department has to identify datasets which are confidential in nature such as those which would compromise national security if made public, and are put into the list commonly known as Negative List. The datasets which contain private or personal information are also included in this list. All other datasets are under the open list and this forms the bulk of the government datasets and also includes a 'Restricted Category', access to which will be allowed only to designated organisations/ individuals.

### 11.13 Metadata and its Relevance in Standardization

Metadata should contain all the information users need to analyse a dataset and draw conclusions. It increases data accessibility by summarizing the most important information required for analysing a dataset which alleviates the need for departments to search for supporting documents and reports. Metadata makes it much easier to find relevant data and to use a dataset, users need to understand how the data is structured, definitions of terms used, how it was collected, and how it should be read. Metadata is an important way to protect resources and their future accessibility. It helps in data comparability, source protection, ease of future accessibility and improved understanding of data.

Finally, the adoption of well-known metadata schemas and vocabularies allow for semantic interoperability. DES being a nodal agency for development of the statistical system in the state, is also responsible for maintaining the highest standards of data quality which adhere to basic guidelines of Central Ministries/International Agencies so as to ensure the statistical system is a quality data producer.

### 11.14 Data Collection Methods and Agencies

The main purpose of data collection is to gather information in a measured and systematic way to ensure accuracy and facilitate data analysis and decision making. Data collection allows departments and parastatals to capture a record of past and current events for data analysis to find recurring patterns, identify gaps, and forecast trends to make informed policy decisions. Standard formats should be finalized by the concerned departments under the technical supervision of SDB as well as with the IT department. Authorization for validation of entered data should be done by a level superior to the entry or data collection level, within a stipulated time limit to be prescribed by the department.

Classification of Data - Data can be classified as core data and non-core data.

- 1 **Core Data:** Core data can be described as primary data of any department e.g., number of villages/ gram panchayats, number of schools, Anganwadis, health institutions, geographical area of total notified reserved forest, notified catchment area of dam, etc.
- 2 **Non-core data:** It is dynamic secondary data that must be updated periodically or frequently. e.g., scheme/ program data, rainfall data, water levels of dams, revenue collection, relief distribution, actual production of food grains and so on.

#### 1 Data Collection of Primary Datasets

Government data is mainly generated through following processes and events: Primary Data means first-hand information collected by the department with help of field-level functionaries. It is collected in the original and is therefore more reliable. Primary data is information obtained directly from the source, the primary or first respondent, through various methods such as databases, questionnaires, surveys etc. Administrative data is usually captured at the village or institution-based

department such as anganwadi / school/ sub-center etc. by the primary field staff interacting with that set of individuals.

Primary data can be collected either manually or digitally. Manual form of primary data collection can be paper driven or technologically driven. For instance, Census, Surveys, Questionnaires, Databases (Scheme beneficiaries, Transaction history), Databases/Diaries, Records, Focus Group interviews/discussions are some well-known methods for collecting data. Digital form of primary data collection can be Portal based, Web based, Application based, Mobile based, Handheld devices based etc. Increasingly manual formats have been replaced with digital formats on digital devices, which has speeded up the process of data collection and processing.

## 2 Data Collection of Secondary datasets

Secondary Data includes,

- i. **Processed/Value-Added Data-** It is not originally collected and rather obtained from already published or unpublished sources,
- ii. **Data generated through the delivery of Government Services/ Schemes/ transactions** e.g., Tax Collection, MNREGA wage distribution, food grain distribution through the PDS etc. Secondary data is collected from a source that has already been recorded in any form. It can either be published data, unpublished data including raw data or analyzed data. Published Data collection can be Government Agencies, Parastatals, Independent agencies, Statistical data, Reports, News articles, etc. Whereas data collection via unpublished data can be Data Archives, etc.

## 11.15 Formulation of Various Guidelines

### 1 Data Processing Guidelines

Data processing occurs when data is collected and translated into usable information. It is important for data processing to be done correctly so as not to negatively affect the result or data output. Data processing begins with data in its raw form and should convert it into a more readable format (graphs, documents, etc.), giving it the form and context. Following guidelines will be useful in Data Processing.

- i. **Validation of collected data:** It is important that the data collected is trustworthy, complete, and well-structured for high quality. The completeness and accuracy of data to a large extent, depends on the coverage. Higher the coverage, lesser will be the inaccuracy. The authority collecting and validating the data should be known to the data user. Validation should be done at least one level above the collecting authority.

- ii. **Data Preparation:** Once the data is collected and validated, it must then enter the 'Data Preparation' stage. Data preparation is the "pre-processing" stage at which raw data must be cleaned up and organized for the following stage of data processing and checked for any errors. This step is required to eliminate redundant, incomplete, duplicate, outdated or incorrect data to create high-quality data.

- iii. **Data Cleaning:** Data cleaning is the process to identify and resolve the corrupt, inaccurate, irrelevant and all forms of inappropriate data to address the occurrences of missing values, misplaced entries which can distort inferences and conclusions drawn from the data.

- iv. **Processing and Enriching Data:** The data fed for processing in the previous stage is processed for interpretation and consistency checks. Processing should be done using appropriate software, tools, applications, or algorithms for consistency checks and internal validation.

- v. **Data Output:** The output stage is reached when the data is finally usable. It is in a machine-readable format to generate numerical tables as per plan and requirements. The output should address the questions that prompted the research.

- vi. **Data Tabulation:** Tabulation is the systematic presentation of numerical data in rows and columns according to certain predefined characteristics. It expresses the data in a concise and attractive form which can be easily understood to compare numerical figures after due diligence in its processing. A table should be well structured, logical, and self-explanatory. Quantitative data may also be presented graphically.

- vii. A standard statistical table with the intent of full utility should contain Table number, Table Title, Numbering of rows and columns, Stubs, or Row designations, Column headings, or Captions, Unit of measurement, Source, Footnotes and references, etc.

### 2 Data Quality Guidelines

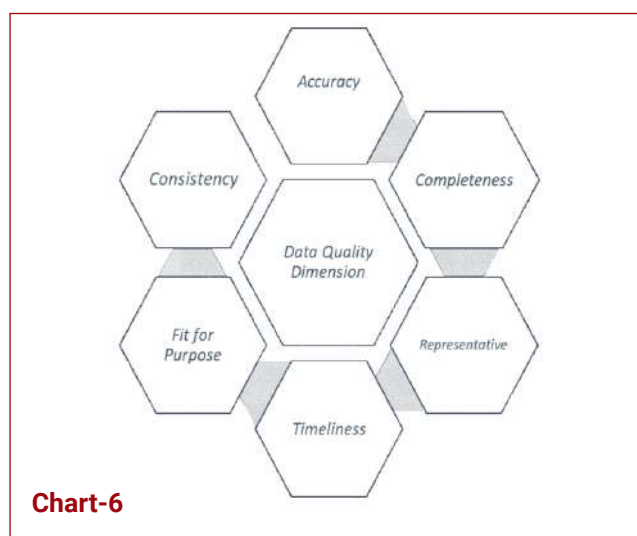
Data quality is a measure of the condition of data based on factors such as accuracy, completeness, relevance, representativeness, repetitiveness, timeliness, consistency, collection, reliability and whether it is up to date and is fit for the purpose. The guidelines to assure the quality of data, should include its utility, objectivity, integrity, proportionality, and legality prior to its transmission to the State Data Bank.

- i. **Utility:** This involves assessing the usefulness of the data to its intended users. Utility is achieved by staying informed of data needs and developing new data, models, and infor-

mation products through wide stakeholder consultation before the data collection process commences.

- ii. **Objectivity:** Objectivity involves focusing to ensure that data collected is accurate, reliable, and unbiased. Objectivity is achieved by using reliable data sources, intense training of data collectors, and their close supervision. It also requires sound analytical techniques and preparing datasets that use proven methods by qualified people who carefully evaluate those datasets.
- iii. **Integrity:** Integrity refers to the security of data from unauthorized access or revision to ensure that the data is not compromised by falsification or through corruption. To ensure the integrity of data, rigorous controls have been identified as representing sound security practices. These are to be followed throughout the process of data collection, data processing and tabulation.
- iv. **Legitimate purpose:** Data must be in line with a clearly-stated goal that does not violate privacy, any law or public policy.
- v. **Proportionality:** Data must be sufficient, pertinent, appropriate, essential, and not excessive with respect to a stated and agreed-upon goal.

Important components of data quality are presented in Chart 4 below:



### 3 Data Presentation and Publication Guidelines

Government data in open formats and free from any license would enhance transparency and accountability while encouraging public engagement. This is the core concept of “Open Data which can be defined as, a dataset, which is open, free to use, reuse, and redistribute. It shall be machine readable, and it should also be easily accessible”.

### Identification of Datasets and their organization under Catalogues

Most data collected, core or non-core/ transactional, is open data and meant to be made available to/ accessed by the citizens. Even restricted data, although limited in quantity and type, may be made available after due permissions from the competent authority.

The State Data Bank should clearly provide options for Open Data and Restricted Data for easy accessibility to the public. It must be internally processed to ensure that the quality standards are met i.e., accuracy, free from any sort of legal issues, privacy of an individual is maintained and does not compromise national security.

For publication of results and reports arising out of data collection and processing, SDB should consider preparing a state portal which should have a user-friendly interface for the public and the Government authorities. For ease of access, grouping of Datasets should be planned and organized under Catalogues.

### 4 Data Storage and Retention Process Guidelines

Data storage is the retention of information in digital or physical format to keep that data accessible for ongoing processing or future operations. The SDB will act as a central data repository of primary/ secondary and core/ non-core data of all the departments, field offices and public authorities of the state. Physical (non-electronic) data may be stored in a variety of forms including photographs, film, optical media (e.g., CDs & DVDs), magnetic media (e.g., audio and video tapes or computer storage devices), artworks, paper documents or computer printouts. Eventually, with the use of digital technology in data collection, this step of paper format will be obsolete as data would be digital at source. Since the concept of SDB relies on storage of digital datasets, the current datasets (physical) shall be converted into a digital format.

The legacy datasets (paper format) being stored by public authorities are of great importance in comparing periodic datasets, studying positive/ negative growth trends, forecasting future trends, etc. This legacy data shall also be digitized over a period using the process laid out for digitization of present datasets. The guidelines could include State Data Sharing and Accessibility Policy (SDSAP), data storage policy, provide details of original dataset source, and collection methodology along with metadata. The datasets should also be optimized by removing redundant data or by grouping data before storage. Access should be provided to all existing websites of departments and parastatals thereunder.

### Cloud and Disaster Recovery Storage

The cloud storage with necessary security options should be considered as a second storage option with all the open access data and restricted data being uploaded on the same. An alternative remote

disaster recovery data storage facility within the state, outside the state capital, must be provided, in case of any unforeseen eventuality.

### **Data Retention**

The data stored by the departments will be of varying importance, with some being critical for administrative or policy-related purposes. Hence, wide consultations with all departments and all stakeholders must be held and a consensus arrived at about the classification of data regarding the retention period of the stored data. This will ensure that no important data is prematurely destroyed, nor is the redundant data kept for periods longer than necessary.

## **5 Data Retrieval Guidelines**

It enables the fetching of data from a database in order to display it on a monitor and/or use within an application. Data retrieval typically requires writing and executing data retrieval or extraction commands or queries on a database. Applications and software generally use various queries to retrieve data in different formats. Data retrieval requires proper management and accurate data classification. For ease of data retrieval, proper tagging of documents and records with their corresponding levels of privacy (open/ restricted/ negative list) will facilitate retrieval of the data more efficiently. With the accurate classification of data, one can add a time and dimension, one can efficiently retrieve information that is relevant to a specific quarter, period, or fiscal year. This eliminates the need to go through a huge database, especially if it has been operating for years or decades.

## **6 Data Archival and Disposal Guidelines**

Data Archival is the process for protecting older data that is not needed for everyday operations. This helps reduce primary storage requirements and allows to maintain data required for regulatory, daily, or other requirements. Multiple methods may be used for disposal of data such as wiping or erasing of data from servers by overwriting existing data with new data, physical destruction (in case of manual data), or reformatting of storage devices. A proper backup and archival schedule based on data classification and categorization should be prepared.

## **7 Data-sharing Guidelines within and across Departments, Public and Research**

Data-sharing guidelines aim to ensure that sensitive and confidential information is protected while also allowing for appropriate sharing of data for government operations and public services. Some common elements of data sharing guidelines for Government agencies may be considered as below.

- i. **Data Classification:** Classifying data into categories, such as negative and open.
- ii. **Access Controls:** Defining who is authorized

to access, use, and share data, and establishing procedures for granting and revoking access.

- iii. **Data Security:** Implementing technical, physical, and administrative measures to secure the data, including encryption, firewalls, and access logs.
- iv. **Confidentiality Agreements:** Requiring confidentiality agreements with external parties, including other government agencies and contractors, to ensure data is protected.
- v. **Legal Compliance:** Ensuring compliance with national and state laws related to data privacy, security, and confidentiality.
- vi. **Transparency:** Providing public access to government data, where appropriate, and ensuring transparency in data-sharing practices.
- vii. **Training and Awareness:** Providing training and awareness to departments/ field offices on data-sharing guidelines and best practices.
- viii. **Monitoring and Review:** Monitoring data-sharing practices and conducting regular reviews to ensure compliance and effectiveness.

There should be a data partnerships manager who should maintain a data exchange directory to database all its existing data sharing and exchange internally and externally, including information on which sources are being requested, by whom, how often and for what purpose. The directory should also record a list of requests for data sharing not approved by the department's Data Management. These guidelines provide a framework for managing data sharing in government, helping to ensure the protection of sensitive information and the responsible use of data for policy formulations and improving delivery of public services.

## **8 Data Confidentiality and Privacy Guidelines**

Data confidentiality refers to the protection of all information from unauthorized access or disclosure. It involves implementing such protection measures to ensure that data is only accessible to those who have legitimate authority and need to access it. It prevents unauthorized individuals/ agencies from accessing, using, or disclosing information. Confidential data can include personal information, trade secrets, financial information, and other sensitive information that should not be disclosed to unauthorized parties. To maintain data confidentiality, departments may implement a range of security measures such as access controls, encryption, and employee training, to ensure that confidential data is properly protected and that all individuals handling it understand the importance of confidentiality. The proposed Digital Personal Data Protection Bill, 2022 under consideration of the parliament, will be providing detailed guidelines on confidentiality and privacy.

## 9 Data Analytics Guidelines

In Data Analytics, cleaned and aggregated data is imported into the analysis tools. These tools will allow the department to explore the gathered data and analyse data according to the requirement of the

subject, which will find patterns in it and ask and answer 'what', 'if', 'when' or 'where' etc. questions. Data gathered in research is made meaningful through the correct application of statistical methods.

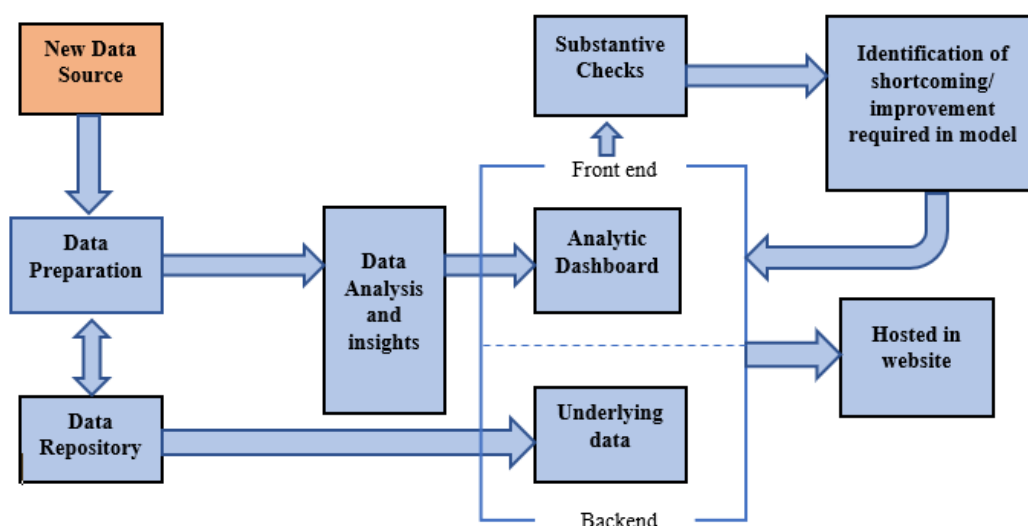


Chart-7

### Data Analytics tools

Data analytics is a multistage process involving preparation, analysis and building of models, with different requirements at each stage. There are many powerful open source softwares available for this purpose. Care should be taken with respect to the sustainability of the tool and data security. Providing data literacy and upskilling training to the workforce with trending technology tools and software usage will enhance data-driven decision making in government.

## 10 Data Triangulation Guidelines

Departments and field offices collect data for various schemes, programs, and policies. Each of these public authorities conduct data-collection activities through suitable methods as per its purpose. Data Triangulation plays an important role in data-driven administration. It states that rather than drawing conclusions from a single dataset, use of a variety of data sources, including time, space, and persons, improves the understanding and robustness as against interpreting the outcomes from a single data source. A larger pool of relevant data practically guarantees that areas of convergence and divergence will be discovered; areas of convergence and divergence that may not have been identified or noticed in the data from a single study. With triangulation, it is likely that the data will be drawn from a much more diverse set of sources and this diversity ensures a more expansive look at the situation. Qualitative data is best analysed using the more flexible qualitative methodologies that look for deeper meaning in individual responses and/or datasets.

## 11.16 Roles and Responsibilities of Designated Department and Field Office Nodal Officers

An official not below the rank of a Joint Secretary/ Deputy Secretary (or their equivalent) should be nominated as the Data Controller or Nodal Officer for the Department or the Public Authority (in charge of entire data management of the department/ public agency). Similarly, for every division/district-level field office, the nodal officer should be in the rank of or equivalent to a Deputy Collector and should be responsible for:

- 1 Head and supervise collection, compilation, collation, conversion, and publishing of catalogues/ resources on the platform.
- 2 Lead the open data initiative of the Department/ Public Authority.
- 3 Take initiative to release as many datasets/ tables/ publications as possible on a proactive basis.
- 4 Identify the core/ non-core and primary datasets and schedule their release on the 'State Data Bank' Platform.
- 5 Ensure that the datasets being published follow SDSAP through a predefined workflow process.
- 6 Take relevant action on the feedback/suggestions received from the citizens for the datasets belonging to the Departments/Organizations.
- 7 Act on suggestions on new datasets made by the public.

### 11.17 Role of State Data Bank

SDB being the nodal agency responsible for collection, processing and tabulating various data, plays the role of a friend, philosopher, and guide to the departments while hand-holding and regulating. Suggested roles for SDB are proposed below:

- 1** Monitor and alert the concerned department/ public authority to update, correct and latest information (data) to be published as per the agreed periodicity.
- 2** Take periodic review of datasets, open/ restricted with the departments and their field offices.
- 3** Train the department and field office not only in data collection and processing but also explain the output data/ data tables and interpret and describe the results. This will encourage data analytics at the cutting edge of service delivery in the field as well as the policy formulation at departmental levels/ parastatal organizations.
- 4** Monitor and prepare a profile of data users (Academicians, Public and Private Institutions, Non-Profit Organisations, etc.)
- 5** Maintenance of the State Data Bank Portal to ensure smooth functioning.
- 6** Provide technical assistance to the Departments/ citizens in case of any issue/ query related to data sharing or accessibility.
- 7** Provide a 24/ 7 helpline for grievance redressal.
- 8** Provide on-demand non-routine, specific data analysis facility/ service to the Departments and public authorities, academicians, etc.
- 9** Publish or help publish reports (Special reports) both in digital and hard copy formats in association with the concerned department (or Departments) or public authority (or Authorities).

### 11.18 State Data Bank Manpower, Technology and Budgetary Support

State Data Bank should be headed by an officer equivalent to the Director of Economics and Statistics. For each Master Data Register identified above, there should be an independent Additional Director or Equivalent supported by an adequate number of Joint Directors, Deputy Directors/ Assistant Directors, who can be identified as part of the DPR. An Additional Director rank officer for legal compliance needs to be provided. One of the Additional Directors will be a Project Manager and shall be responsible for overall coordination and shall be the Member Secretary. One Additional Director IT shall be responsible for the hardware, software, cloud services etc. Given the large administrative set, one Deputy Director Administration is proposed. For providing technical support for each Master Register proposed there shall be adequate number of Research Officer, Assistant Research Officer, Statistical Investigators/ Statistical Officer. All these staff should be well-versed with IT tools, data collection, data processing, data analytics etc. Since spatial databases will be necessary, it may be worthwhile examining placing the MRSAC division as part of SDB. Officers in SDB should be drawn on the basis of having relevant experience and domain knowledge as required for every Master Register and could be drawn from relevant departments. If required, domain expert consultants from academic institutions or private organizations can be recruited on a contractual basis. The SDB should be responsible to the State Data Bank Authority as envisaged and shall work under its overall technical guidance and supervision. The budget requirement shall be assessed independently and provided regularly to facilitate the working of the SDB Authority.

Chapter 12

# **Training and Capacity Building**

## 12.1 Introduction

A systematic approach to develop and continuously improve organisational and individual competencies and capabilities is necessary for achieving organisational goals and objectives effectively. Human resource in a department is the most crucial, vital, and dynamic resource. Over the period, Human Resource Management functions have undergone significant changes. Departments are attaching tremendous importance to the management and development of their personnel. There is increasing recognition that the individual in a department is a key resource. There is always a need to improve competency in terms of skills, knowledge, and attitude of the employees through appropriate training and development programmes from time-to-time. An employee becomes more efficient and productive if he/she is trained well as per training needs and competency gaps.

The State Training Policy was first issued in 2011 with GAD services and YASHADA working together for a considerable period of time. A large number of meetings, stakeholder consultations and deliberations were held both in the YASHADA premises and Mantralaya. Inputs from all sectors were appropriately worded and incorporated in the State Training Policy 2011. This policy was the only guiding policy for training and capacity building of the entire state machinery until 2020. In 2020, the state government has made training mandatory for staff and officers by an amendment in the MCSR. This has further strengthened the process of training and capacity in the state.

Several technological tools for training, assessing, rating the training modules, rating the trainers, decentralizing, making available video-recorded training modules, simulation exercises, incentivizing training and capacity-building personnel, providing deterrents to casual approach to training and capacity building etc. have been considered by the Committee. Lessons from the Capacity Building Commission and Mission Karmayogi are a few examples of innovative ways of training and capacity building. Training in the Indian Railways has also received accolades.

## 12.2 Background

The Government has allotted 5 acres of land to YASHADA to set up a world-class Centre of Good Governance. An additional 100 acres of land at Tathawade, Pune was provided to establish an Institution for Policy Formulation & Capacity Building.

The Committee recommends that the Centre of Good Governance as well as the Institution For Policy Formulation & Capacity Building must be established at the earliest for effective policy formulation and capacity building/ training of the personnel with the principles of good governance. This Centre should have world-class amenities and learning infrastructure for better training and capacity building. The centre should also have MoUs with the top universities of the country and the world for exchange of knowledge as well as of faculties, subject and domain experts.

The following suggestions and recommendations have been made by the Committee after discussions and consultations with the appropriate departments and agencies. They should be put into action by the concerned department to increase employee capacity and improve individual and departmental productivity for best results.

## 12.3 Branch of YASHADA

Setting up a branch of YASHADA in Mumbai preferably in the Mantralaya premises, would be primarily to cater to the needs of Mantralaya personnel in addition to other important officers located in Mumbai. YASHADA is an apex training institute having an important role as an Administrative Training Institute of the State.

## 12.4 Formulating e-Courses for the Employees

Online learning is a popular alternative to in-person learning because it can remove major barriers to training thereby making it more equitable and accessible. With online learning, courses are often designed to be more flexible so that one can accommodate them into the work schedule. That way, one does not put one's professional life on hold while pursuing the training. Therefore, the Committee recommends developing an online learning platform offering self-paced, guided projects and on-demand courses on a variety of subjects. One such example of an online portal is Swayam.

## 12.5 Assessment for Employees

- 1 Assessing the knowledge gained is equally important as providing it. So, the effectiveness of training gets proved only after the trainees are assessed properly. And assessing trainees' post-completion of e-learning courses is no exception, rather, it is more important than ever as assessments play a pivotal role in gauging the employees' extent of absorption of knowledge.
- 2 Assessment reports should be considered at the promotional stages of the officer and top 1-2 percentile should be given weightage.
- 3 Top 1-3 percentile officers should also be incentivized in other ways such as being nominated for foreign training, given monetary incentives etc. for their performance in the learning assessment.

## 12.6 Periodic Trainings, Workshops, and Capacity-Building Programs

- 1 Capacity-building is the process of developing and strengthening the skills, instincts, abilities, processes, and resources that a department and its employees need to adopt in order to thrive in a transforming department.
- 2 The Committee suggests holding regular training sessions for all employees, paying particular

attention to the cadres' capability for adjusting to changes in office procedures and for developing their own skill sets and personal growth.

- 3 e-Office should be a mandatory course with regular/periodic training sessions.
- 4 Field visits should continue to be an important module in the capacity-building workshops. More courses should be identified and picked up for field visits.
- 5 Trainees should have the option to choose courses and timings as per their convenience and need.
- 6 Advance listing of the mandatory as well as choice-based trainings should be done by the training institutes.
- 7 It should be mandatory for every personnel to complete a specific number of courses in a given span of three years upto to the age of 2 years prior to the date of superannuation.

## 12.7 AR/VR-Enabled Training

- 1 AR/VR-enabled training refers to the use of augmented reality (AR) and virtual reality (VR) technology to create immersive and interactive learning experiences. These training programs allow learners to experience simulated environments and scenarios that mimic real-life situations, providing hands-on, engaging training opportunities.
- 2 AR/VR-enabled training for department employees can enhance their learning experience and improve their job performance. By using AR/VR technology, employees can receive hands-on training in simulated environments that closely replicate real-life scenarios. This can help employees become better prepared for emergencies, complex decision-making situations, and other challenging tasks. AR/VR training can also be used to improve communication and teamwork skills, increase efficiency, and reduce errors. Additionally, AR/VR technology can allow for remote training, making it possible for employees to receive training from any location.

## 12.8 Induction Training and Probation Period

Both induction training and probation period are necessary for department employees for several reasons:

- 1 Induction training helps new employees understand their job role, duties, and responsibilities, allowing them to quickly become productive in their role.
- 2 Induction training helps new employees understand the workplace culture and expectations, fostering a positive work environment.
- 3 Hands-on training during induction can help employees develop the necessary skills to perform their job effectively.

- 4 The probation period allows for a thorough evaluation of the employee's performance, ensuring that they have the necessary skills and ability to perform their job effectively.
- 5 The probation period allows the employer to assess the employee's suitability for the role before confirming their appointment, thus reducing the risk of poor hiring decisions.
- 6 The probation period provides the opportunity for feedback and support to help employees improve their performance and grow in their role.
- 7 In conclusion, induction training and probation period are both important components of the on-boarding process for employees, as they help to ensure that new employees have the necessary information, support, and feedback to perform their job effectively.

## 12.9 Standardization of the Training Expenditure

- 1 This involves setting budget limits for employee training and development programs, determining the allocation of funds for various training initiatives, and creating guidelines for purchasing training materials and services. The objective of standardizing training expenditure is to ensure that department resources are used effectively and efficiently to support employee development and improve departmental performance. Standardization may also help to ensure that training opportunities are equitably distributed among employees, regardless of their job function or location.
- 2 Quality of trainings should not be adversely affected by financial constraints.

## 12.10 Trainer and Trainee Feedback

- 1 A trainer and trainee feedback system can bring numerous benefits to a department's training and development program.
- 2 It can help to improve the overall quality of training by allowing the department to receive feedback on what is working well and what needs improvement.
- 3 This can lead to a more effective and engaging training experience for employees.
- 4 Providing trainees with an opportunity to give feedback can increase their engagement and involvement in the training process, leading to better learning outcomes. The feedback system can help the department align its training programs with its goals by gaining a better understanding of the training needs and preferences of its employees.
- 5 A feedback system can also provide trainers with valuable insights into how they are perceived and areas for improvement, leading to better training outcomes and increased job satisfaction.

- 6 In conclusion, a trainer and trainee feedback system can bring significant benefits to a department's training and development program, allowing for continuous improvement and better alignment with goals.

### **12.11 Trainers Grading System and Honorarium Rates**

- 1 A trainer grading system can be used to evaluate and rank the performance and abilities of trainers
- 2 The amount of the honorarium varies based on factors such as the individual's level of expertise, experience, and the nature of the work.
- 3 The Committee advises that, considering the feedback from the previous sessions, the trainer's grade be correlated with the honorarium provided to him/her.
- 4 It should be done at the end of every training imparted by the trainer.
- 5 While selecting a trainer for a particular training, the best of her previous 3 ratings should be considered.

### **12.12 Promotional Training should be Compulsory**

- 1 Promotional training is necessary to help employees perform their new role effectively, develop their skills and careers, increase motivation and job satisfaction, improve adaptation and productivity, and enhance the overall success of the department.
- 2 Promotional training should be considered important and should be mandatory at every level of promotion. While considering promotion, the assessment of the trainee should get weightage as stated above.

Chapter 13

# **Efficiency and Effectiveness**

## 13.1 Introduction

Implementing policies, programmes, and providing public services, along with associated backend procedures, are all necessary for government operation. Each of these tasks involves a synthesis of numerous procedures involving various administrative levels, departments, and organisations.

‘Efficiency and Effectiveness’ are two important concepts in the state government that contribute to good governance as they ensure that the government is using resources effectively and efficiently to meet the needs of citizens. A government that is both efficient and effective will certainly be seen as a competent and trustworthy government, providing good governance.

Efficiency refers to the ability of a government to use its resources effectively to produce goods and services in a time-bound manner. It is concerned, among other things, with streamlining, simplifying and standardizing processes by resorting to GPR and improving the quality of services delivered to citizens. For example, a state government can increase its efficiency by reducing the time it takes to process license applications or by streamlining the procurement process for goods and services or distribution of relief packages on occurrence of natural calamities.

Effectiveness on the other hand, refers to the ability of a government to achieve one hundred percent of its goals and objectives or at least come close to it. The litmus test of effectiveness is whether government schemes and policies are reaching the common man and whether they cover the most vulnerable sections of the society. It is concerned with whether the government is delivering the right services to meet the needs of citizens, and whether it is making a positive impact on the community. For example, a state government can increase its effectiveness by investing in programs and services that have been proven to improve the standards and quality of education and improve public health outcomes.

Both efficiency and effectiveness are important for state governments to ensure that they are delivering high-quality services to the citizens. By focusing on both efficiency and effectiveness, state governments can improve the quality of life for the citizens, foster economic growth, and thereby promote good governance.

In order to achieve efficiency and effectiveness in state government, the Committee recommends several steps that can be taken, including the following few.

## 13.2 Recommendations

- 1 Extensive use of Information Technology (ICT)**
- 2 Streamlining, simplifying and standardizing processes**
- 3 Innovate:** There needs to be a constant process of innovation. Leading practices need to be identified, adapted and implemented.
- 4 Scale:** There needs to be an ability to mandate or

provide clear direction for scaling up innovations. Without a governance structure that is responsive to innovative and leading practices, good ideas fail to make an impact.

- 5 Measure:** There needs to be a clear focus on measurement and analysis. Without an analytical capability, inefficient practices tend to persist and efficient practices are less-likely to be scaled appropriately.
- 6 Setting clear goals and objectives:** By setting clear goals and objectives, state governments can ensure that they are focusing their resources on the most important issues.
- 7 Measuring results:** By measuring the results of their programs and services, state governments can determine whether they are making a positive impact on the community.
- 8 Engaging with stakeholders:** By engaging with stakeholders, including citizens, businesses, and non-profit organizations, state governments can gather feedback and make improvements in their services.
- 9 Investing in evidence-based programs:** By investing in programs and services that have proven to be effective, state governments can ensure that they are making a positive impact on the community.
- 10 Implementing performance management systems:** To track the progress of government programs and services and to identify areas for improvement.
- 11 Using technology:** To automate processes, which can increase efficiency and reduce errors.
- 12 Investing in human capital:** By training and development programs, to ensure that government employees have the skills and knowledge necessary to perform their jobs effectively.
- 13 Establishing strong partnerships:** Collaborations with other government agencies, as well as with private sector organizations, to leverage resources and achieve common goals.

Efficiency and efficacy are related to and affect every facet of governance, and need to be enhanced accordingly. Initially, these may be linked to performance by various departments, public authorities and offices in providing good governance which will be measured by good governance compliance.

## 13.3 Improving Efficiency in ZP Projects

A major area of efficiency relates to project execution of projects which are small in size but large in number. CEO ZP Pune has submitted details of the efficiency achieved in execution of 18,000 works belonging to 43 types of works. The RDD should call for information from various ZPs about modalities of their project execution. Divisional Commissioners may discuss at the Divisional HQ

and then there could be a state level conference which should discuss and finalize the modalities and issue orders.

### **13.4 Improving efficiency in Municipal Councils**

A similar exercise of documenting present practices and then formulating the best solution should be conducted by the Director Municipal Administration for small municipal councils and the Urban Development Department may issue suitable guidelines.

### **13.5 Quality Control and Maintenance Policy**

Quality control of large projects is also very important for improving efficiency and effectiveness. The Hon'ble Chief Minister had also emphasized on quality control in the meeting of the Committee held with him. Quality control of large projects is a complex issue and detailed recommendations are beyond the timeline and scope of the Manual. However, a brief note indicating some issues is enclosed at Annexure XIII.



Chapter 14

# **Meeting the Challenges of the Present and Prevention of Recurrence of Concerns**

## 14.1 Introduction

When the Committee called on the Hon'ble Chief Minister, he mentioned that some issues continue to affect citizens adversely on a recurrent basis and that the Committee needed to address the issues to prevent their recurrence and mitigate their hardships. He also mentioned the needs in the health and education sectors and the challenge to create greater employment opportunities. He also agreed that fire is an important issue. Good Governance should be able to prevent recurrence of events of concern to the state government and the citizens and economy. He also mentioned a few specific concerns in this regard:

- 1 Prevention of malnutrition particularly in tribal areas.
- 2 Flooding and landslides.
- 3 Climate change affecting farmers—drought and flooding.
- 4 Agrarian distress and farmer suicides.

The Hon'ble Deputy Chief Minister raised the concerns of many field officers not being aware of government decisions instead of being abreast of the same; delay in enforcement and implementation, minimizing interaction between government functionaries and citizens; need for standardisation in grant of NA permissions.

Concerned departments from the Government of India and the Government of Maharashtra have issued detailed instructions for tackling various issues. Schemes and programs are also implemented by respective organisations and agencies. The government provides for compensation and rehabilitation in case of loss to citizens due to disasters. Every major incident is generally followed by an inquiry. A committee comprising experts in the field is often appointed to suggest long-term solutions. Incidents, however, continue to recur even though these may be on a smaller scale. There could be various reasons including non-implementation of the recommendations of the Committees in full, slackness in follow up action once the crisis is over, non-allocation of adequate resources, lack of scientific planning, lack of training, sensitization and media outreach, lack of inter-agency and inter-departmental coordination. These reasons are also more or less applicable to governance concerns.

## 14.2 Sectoral Solutions

Going into sectoral solutions is beyond the scope of this committee and its timeline. Most of the developmental issues fall within the ambit of the recently-constituted MITRA which would be taking a view at the various sectors and advising the Government of Maharashtra about the proper course of action. However, the following approach is suggested to minimize recurrence of such concerns/issues. A few suggestions have also been made.

There is both success and lack of success in tackling the various concerns, the latest being the country's acknowledged success in tackling the COVID-19 pandemic, and

relief operations in Turkey amongst others. Tackling pulse polio eradication, green, white and blue revolutions, space programs and prompt relief during calamities are also acknowledged successes amongst others. Extensive and systematic study of successes and failures in tackling various concerns over long periods shall provide strategies for successfully dealing with serious concerns facing the country. The state's resolve to solve the problem, mission approach, scientific analysis, provision of adequate resources and detailed planning are some of the reasons. There are similar success stories in the field of governance.

## 14.3 Recommendations

The Government should identify department-wise serious recurrent concerns which persist in spite of efforts made. For each of these, Missions may be launched. The Government and BMC have recently declared their intention to make all roads in Mumbai pothole-free by concreting them. Similar declarations may be needed about others including fire incidents, floods, diseases and governance concerns to impart the requisite urgency. This is however a general suggestion and may not be required in every case. These Missions should be implemented following a mission approach and should continue till the desired outcome is achieved. The threshold level may be fixed for each issue. Mission Approach should be on the lines of a successful Pulse Polio Mission. This is however a general suggestion

The Mission should be provided with trained staff to ensure requisite planning and implementation. The discipline of mission approach requires to be followed. A detailed plan of action including a To-Do List needs to be prepared and implemented. All these problems are interdisciplinary in nature and therefore require strong oversight mechanisms under the Chief Secretary to ensure that the enquiry reports are followed, and the plans executed without slippage. A dashboard may be designed to monitor every item needing action. There should be an alert and escalation to senior levels in case of non-implementation of certain points. The Government may consider a cabinet sub-committee to monitor these special missions. A few suggestions about some concerns are made in brief:

### 1 Malnutrition in Tribal Areas

The Government of Maharashtra has accorded high priority to this issue. A core committee has been constituted by the Public Health Department under chairmanship of CS to prevent deaths of children vide GR dated 24th September 2015. A committee has been separately established for the effective implementation of Mission Melghat vide GR dated 20th March 2015 by the Public Health Department. A high-level committee under the chairmanship of Chief Secretary has been constituted by the Tribal Development Department for implementation and monitoring of Navsanjeevan Yojana vide GR dated 11th July 2004. At the district level too the Navsanjeevan Yojana committee has been constituted under the chairmanship of the collectors. Concerned departments including Public Health, Women and

Child development i/c of implementation of ICDS program and the Tribal Development Department have issued instructions as per the advice of experts. The issue has also been examined by various experts and committees.

Dr. Pradeep Vyas, Additional Chief Secretary, TDD visited Nandurbar and Amravati districts during the period 2nd to 6th December 2022 on the orders of the Hon'ble High Court Bombay and submitted a 32 page comprehensive report to the Assistant Government Pleader outlining measures being taken by various agencies. Following is suggested in this regard.

#### **i. Promotion of Agriculture:**

Committees constituted at the state level under the Chief Secretary and at the district level under the District Collector include officers from various departments but there are no representatives from the agriculture and ADF departments. Problems of malnutrition in tribal or any other areas cannot be solved through supplementary nutrition alone if there is hunger in the family, village and the area. During a discussion, the Hon'ble Chief Minister had emphasized that no one should die of hunger. Tribal areas have large lands and livestock population compared to their share in population. Prosperity of tribal and melghat areas lie in promoting farming and livestock development. This issue was discussed in the Report 'Strengthening of Tribal Development Department' by Mr. Suresh Kumar, IAS (Retd.). It was emphasized that there should be a separate Farm Plan for Tribal areas. Each family can also have a nutrition garden around the house as it can provide nutrition that the family cannot afford. As a beginning, the Secretaries i/c of Agriculture and ADF should be made members of the committees at the state and district levels and a separate Farm Plan may be prepared for tribal areas. This shall also require the Directorate of Economics and Statistics to provide separate farm-related data for tribal areas.

#### **ii. Manuals:**

A comprehensive and composite Manual incorporating checklists and SOPs to be followed by functionaries at various levels belonging to all departments may be developed to ensure there are no gaps or lapses at any level. These Manuals may be developed specific to each level. These SOPs can be digitized and included in handheld devices so that the field workers can tick mark both the items of work done and highlight any deficiency noticed during the visit. This would help in taking immediate action for rectification. Checklists shall also help the supervising officers to satisfy themselves that the field staff have followed the instructions meticulously. Experience and feedback of the field staff need

to be regularly collected in monthly meetings as also annual conferences and internalized in the system. SOPs therefore need to be modified annually. The SOPs shall serve the purpose of master circulars as advocated by MOP.

#### **iii Preventing Delay:**

There is a need for prompt action on the decisions taken in the various meetings of the committees. A system needs to be devised to ensure prompt action. A master checklist or To-Do list may be prepared wherein actionable issues are numbered consecutively to ensure that old issues do not get ignored and are highlighted during meetings or other forums. This master list of actionable points should be monitored through a specially-prepared dashboard so that CS or collector or other authorities know the status of compliance on a continuous basis. As recommended in Chapter 8, to avoid delay if action is not taken by the stipulated time, there would be an alert and escalation so that the higher authority is informed in time.

## **2 Agriculture**

The Hon'ble Chief Minister had raised 3 major issues namely farmers' distress and farmers suicides, climate change resulting in droughts and floods, and the need for learnings from good practices being followed by farmers in various states.

#### **i. Establish a State Centre for Farmer**

**Distress:** Farmer distress is a very complex problem involving a large number of issues. There is a problem of inability of the farm sector to support the population currently working on the farms. There could be a large number of reasons for distress including farm and non-farm related issues. Indebtedness could also be due to various items of personal consumption including medical expenditure, expenditure on education of children, inability of children to find jobs. Social attitudes are also an important factor. There is a difference in response to farm and non-farm related issues in different areas. There is a need for micro-level long-term interdisciplinary studies to understand not only reasons of farm distress but also responses of farmers to different policy measures. Surprisingly, there is perhaps no dedicated Centre to study farm distress and farmer suicides in the state or perhaps in the country. So the government response is likely to be ad hoc rather than a planned long-term strategy. It is therefore strongly recommended that the Government of Maharashtra should establish a Centre to study farm distress and farmer suicides and the responses that shall work. Since the establishment of such a centre may take time, it is recommended that initially this centre may be started in the Agriculture University located in the area where farmers' distress is maximum. The Centre shall need to

conduct a large number of studies for which adequate resources may be made available. Student research is an area that can be very usefully-employed to conduct studies.

## ii. Managing Climate Change:

The Maharashtra State Action Plan on climate change (MH-SAPCC) for the period 2022-2030 submitted by the Council on Energy, Environment and Water to the Environment and Climate Change department, Government of Maharashtra is under consideration. The plan has assessed vulnerability and identified the most prominent areas for various exposure indicators as also adaptation strategies and key recommendations. The dedicated cell may be established for SAPCC implementation.

The Government of Maharashtra is already implementing Maharashtra Project on Climate Resilient Agriculture (PoCRA) also named as Nanaji Deshmukh Krishi Sanjeevani Prakalp to enhance climate resilience and profitability of the small holders. It has four interventions:

- a Enhance water security – water harvesting and water use efficiency.
- b Enhance soil health – carbon sequestration through plantation, agro forestry and regenerative agriculture practices.
- c Crop diversification, climate-resilient technologies including resilient seed varieties.
- d Enhancing profitability through strengthening agri business and value chains.

The project is until June 2024. Negotiations are reportedly on for Phase 2 of the project. There is a need to spread the learnings from the project to areas outside the project area. The project shall provide backward linkage into research and forward linkage into extension. It was learnt that such an approach is already under consideration of the government.

The World Bank is in the process of conducting a feasibility study of a Climate Innovation Centre (CIC) which will support start-ups and private sector enterprises intended to do research/ innovations/ platforms to integrate climate data and create required service products. Early action needs to be taken in these two projects.

## iii. Best Practices:

Best practices in every farm sector are being practiced in various areas of every state which provide learning opportunities for the state. There is also a lot to learn from work being done in ICAR and other central universities. The state needs to keep track of all these best

practices and adopt the practices suitable for the state. Following 2 recommendations are made in this respect.

- a Every year an officer or a team should visit each state in a planned manner and observe and document best farm practices and farm performance which could be replicated in the state.
- b MCAER should annually collect information about new initiatives and research findings in ICAR and central institutes and share the same with the agriculture and ADF departments and the agriculture and livestock universities.

## 3 Mandating Employment Outcomes and Employment Budget

### i. Employment Budgeting:

Every public and private activity generates or destroys employment. There is a need to evolve the concept of Employment Outcomes for each department and internalise the same in the planning and budget exercise of the dept. Each department should indicate in the budget the manpower currently engaged in each activity, new employment to be generated through the proposed policies and budget and the employment implications of various policy decisions. Employment outcomes and implications therefore need to be kept in view and factored in every decision of the government. Employment and skill budgets should complement financial and physical budgets. Each department should indicate employment currently engaged in each activity and that proposed to be created in the proposed budget and plan. It should be incorporated in the performance budget and submitted along with other budget documents to the Finance and Planning departments and thence the legislature. This shall ensure that the legislature shall vote for grants, keeping the potential of the budget to generate employment in view.

### ii. Employment, Enterprise, and Skill Mapping:

The Skill, Employment, Entrepreneurship and Innovation Department is the nodal department for employment generation. As the nodal department, it should issue detailed instructions to all departments for preparing the Annual Employment Plan for the year. Departments should map all trades/activities and income and employment generated at each level in the entire sectoral chain in both formal and informal sectors. In the auto sector e.g., it shall include production to retail and maintenance including roadside mechanics. Similar mapping needs to be done for each sector and sub-sector including the entertainment sector, transport sector, healthcare sector, retail sector,

and regulatory sector. It shall help both in policymaking as also framing employment-generating programs and skilling programs.

#### **Regulatory Sector:**

Employment planning should include employment generation in the entire range of activities including manufacturing, trade, services, maintenance as also the regulatory sector for enforcement of legislations, public safety, security and welfare. Maintenance of infrastructure, buildings and equipment create much more employment than new construction. While regulations cannot be imposed for generating employment as it will affect ease of doing business, this has to be kept in mind and incorporated in the employment budgeting to be done by each department and public agency.

Regulatory sector shall increasingly be a large generator of employment e.g., as an illustration:

- a** Making residential, commercial and industrial complexes safe through strict enforcement of fire, structural, electrical safety audits and taking remedial measures in the light of audits;
- b** Welfare facilities including health aid, crèches and toilets in complexes;
- c** Regular maintenance of all public assets including residential and office buildings, irrigation, water supply and road projects, followed by remedial measures. Maintenance of public buildings are underfunded due to which a large employment opportunity is missed;
- d** Provide safety measures for beaches, pools and other water bodies and other crowded places including parks and malls.

#### **iii. State of Employment Report:**

On the lines of Human Development Report, an annual State of Employment and Livelihood Report may be brought out by the Skill, Employment, Entrepreneurship and Innovation Department bringing the state's macro perspective after aggregating and reviewing the sectoral reports. This Annual Report should be presented along with the budget document.

## **4 Floods and landslides**

There are regular floods in various parts of the state causing immense damage to life, property, infrastructure and agriculture, requiring the state to pay compensation to the affected families. Collector Kolhapur has sent a report regarding work done and also long-term plan (Annexure at XI).

Kolhapur has made very detailed plans and

submitted a detailed and comprehensive proposal for an amount of Rs 823 crores for measures for a permanent solution to the problems arising out of current floods. His efforts are commendable. In addition, there is a need for an institutional response for the prevention of damage due to floods as also rescue and rehabilitation generic to flood-prone areas in the state. Following suggestions are made;

- i.** Every district should prepare a flood-management plan following the guidelines of the National Disaster Management Authority.
- ii.** A composite Manual, including the role of various agencies, may be prepared for flood and landslide prevention, rescue and rehabilitation for functionaries of various departments at various levels.
- iii.** There should be full documentation of how the various issues were managed and lessons for the future which should be incorporated in the Manual and updated after every flood.
- iv.** There should be a checklist of things to be done or a To-Do List at each level which should be numbered sequentially so that no old item is missed. There should be a mechanism to monitor work done as per the time frame so that no item is missed. Dashboards may be constructed so that every officer in the hierarchy can monitor work done. There may be a system of alerts and escalation in the event of work not being done as per schedule.
- v.** Flood-prone districts may collaborate with a local academic or scientific institution for preparation of a plan and study of the working of the plan both during and after floods.

## **5 Fire and Electrical Safety**

The threat of fires and the need for fire safety are among the most pressing issues faced by urban planners and civic authorities today. Over the last two decades there has been a vibrant growth in construction activities in urban areas, particularly evident in the emergence of high-rise buildings. Fires in high-rise residential buildings tend to be more complex, posing several challenges in firefighting and rescue operations.

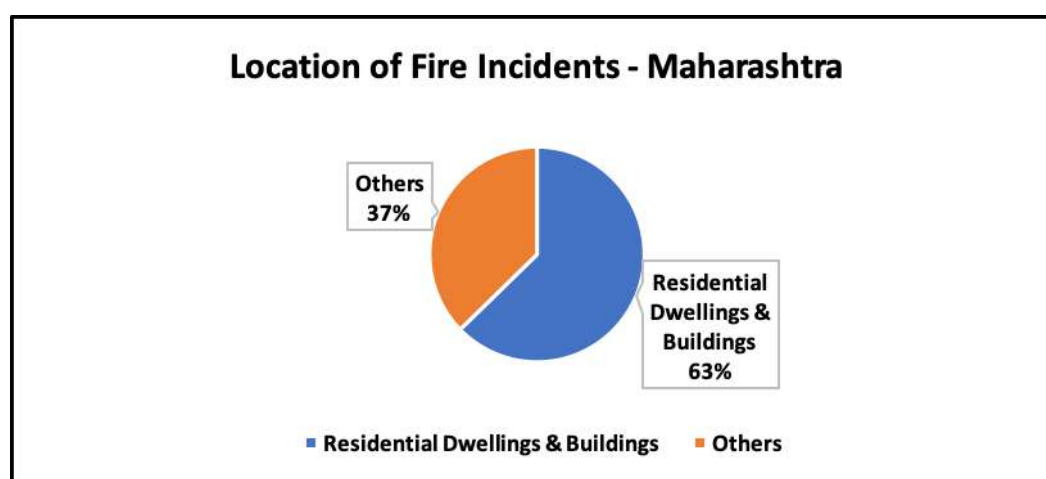
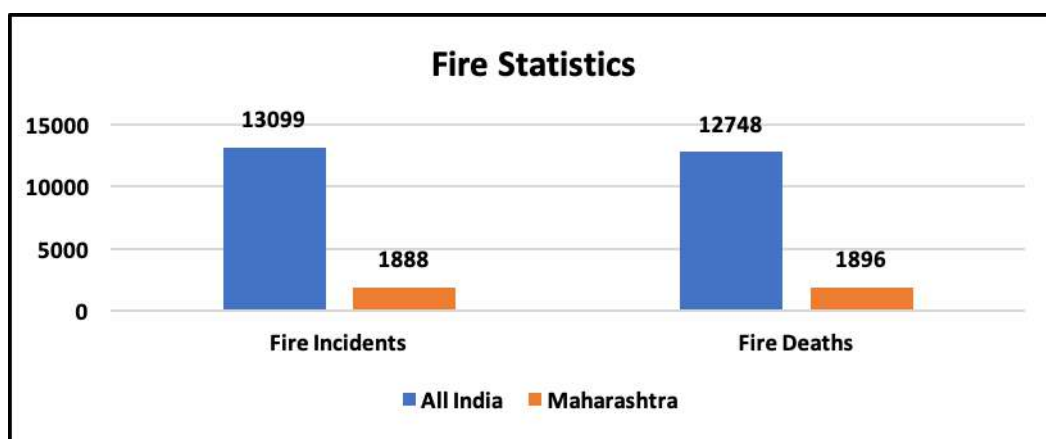
Buildings in the old parts of the cities and towns, developed predating development control regulations, pose altogether different sorts of challenges for fire safety. Such fires often result in many deaths and huge property losses. The rapid modernisation of Indian Industry has made the scenario in industrial and commercial structures more complex as well.

During the year 2018, 13,099 accidental fires were recorded across India. It was reported that 12,748 people died due to accidental fires and fire-related causes. Of these, women accounted for a disproportionately larger number of fatalities at 56.8%. This

works out to about 20 women and 15 men dying in the country every day in fire-related accidents.

In Maharashtra, 1896 accidental fire deaths were reported during 2018, which accounted for 14.87% of the total accidental fire deaths reported in India during the year. Out of these 1896 accidental fire

deaths, 656 (34.6%) were male and 1240 (65.4%) were female. Of these fires, the most common place these fires occurred were in residential dwellings and buildings, accounting for 1184 of the total 1888 fire incidents, and resulted in the highest number of deaths (1190 out of 1896 deaths (62.76%)).



The economic damage caused due to fires directly, as well as indirectly due to disruptions in economic activities, and other factors is significant. In any case, the impact of loss of human lives during fires cannot be expressed only in monetary terms.

Mumbai itself saw an increase in major fires in 2018. Out of 15,468 calls received by the Mumbai Fire Brigade between 2016 and 2018; 2018 saw 112 'serious' fire incidents, a 40% increase over the 79 such calls received in 2017. **One of the common causes of Fires has been observed to be electrical short-circuits, illustrating the need to engage with the Departments and authorities handling electricity distribution and safety in Fire Prevention efforts.**

Fire Prevention and Life Safety Acts were enacted and implemented in various states across the country, with ULBs regulating the safety measures in accordance with the State Fire Prevention and Life Safety

Acts, as also the Development Control Regulations. The State of Maharashtra passed the Maharashtra Fire Prevention and Life Safety Measures Act in 2006, and the Maharashtra Fire Prevention and Life Safety Measures Rules in 2009, which form the broad fire safety framework for the State.

One of the most effective tools of any regulatory mechanism is the protocol of periodic inspection. Regular inspections can be used to detect violations of mandatory provisions, as can identifying vulnerable fire-prone areas such as overloaded electrical outlets, improperly maintained fire-fighting systems, and illegal storage of hazardous material and encumbrances in the fire escapes. Once these problems have been identified, corrective steps can be taken to make premises fire safe.

The fire inspection stipulated in the Maharashtra Fire Prevention and Life Safety Measures Act 2006 is focused on fire fighting systems and equipment.

The factors that lead to fire and could form impediments in fire fighting and rescue operations are not explicitly covered in the inspection by the licensed agencies. Such “passive” features, such as the fire escapes, illegal alterations inconsistent with the approved building plans, and tampering with electrical installations often escape the attention of the enforcement machinery as well due to the linear approach. Such safety features are not reviewed holistically by any of the agencies, despite their importance, and are noticed only after incidents take place.

The Fire Prevention and Life Safety Act 2006 casts a clear responsibility on the owner or occupier to provide and maintain adequate fire prevention and life safety measures in their buildings. It also clearly provides that the owner/occupier must carry out an inspection of the building’s fire prevention systems twice a year by a licensed agency and report compliance to the fire department. The owner/occupier has to be aware of the serious consequences of such violations and the collateral damage they may cause.

However, there is a general apathy of the citizens and disregard towards compliance with these regulations. Several major fires, including the Kamala Mills and Saki Naka Fires of 2017 which killed more than thirty people between them, and the Surat Coaching Centre Fire of 2019 which killed almost two dozen children, were caused as a result of illegal constructions and alteration, often for short-term financial gains.

### **Key Recommendations of the Working Group on Fire Safety 2020**

#### **i. Role of Licensed Agencies**

It is recommended to trifurcate the functioning of Licensed Agencies to avoid a conflict of interest, as can be currently observed with the same agency often inspecting fire prevention systems that they themselves have installed. It is proposed that there would be three separate profiles, namely Fire Auditors, Fire Consultants, and Fire Implementers, with a consultant not permitted to audit a building where he has advised to set up the fire prevention systems as a consultant, and vice versa .

#### **ii. Format for Inspections**

Although there is a prescribed format for the report of the inspection of fire prevention systems specified as Form I, in the MFPLSM Rules, 2009, there is a lack of clarity regarding the parameters for inspection. It is recommended that a detailed format be prescribed to cover all relevant parameters related to fire safety.

#### **iii. Institutional Convergence of Fire and Electrical Safety Protocols**

It is recommended that:

- a** The team of Fire Auditors to be empanelled by the Government should have a qualified or Chartered Electrical Safety Engineer (CESE).
- b** Cadre of Electrical Safety Officers be established in ULBs/Fire Departments.
- c** Training of Fire Volunteers should include electrical safety
- d** Both fire and electrical safety should be incorporated in the training of CESEs
- e** Standardised format for both fire and electrical inspections and audits be developed and the reports be shared with the counterpart departments
- f** Appropriate amendments be carried out in the MFPLSM Act to institutionalise the convergence, in addition to the convergence of Fire Prevention and Life Safety Act, MRTP and the NBC and Municipal Laws to avoid any violation on fire safety

#### **iv Inspection of Premises by Electrical Inspectorate**

The Electrical Inspectorate should define and publish a list on their website of which buildings fall in the category of more than 11kV. It may also be considered to develop a monitoring mechanism for compliance of electrical safety regulations in installations which fall below the 11kV threshold.

#### **v Fire and Electrical Safety for Special Events**

It is recommended that prior to the approval, or permission, or provision of an electrical connection, to any special or temporary events such as fairs, exhibitions, etc., the organiser must mandatorily obtain an inspection and no-objection certificate from both the Fire and Energy Departments.

#### **vi Inspection by Chartered Electrical Safety Engineers (CESEs)** The Working Group feels that it should be clarified that Inspection by a CESE is mandatory once every 5 years. The penalty for non-compliance can be disconnection of electricity supply. A website can also be created for the Electrical Inspectorate to put up information on compliance of such Inspections.

#### **vii Training of Chartered Electrical Safety Engineers (CESEs)**

A training programme for CESEs at the time of their empanelment, to look into all aspects of Electrical Safety and fire prevention, is necessary.

#### **viii Issues Related to Tenantable Repairs**

As there is currently no requirement for Fire or Electrical safety approvals for repairs classified as 'tenantable repairs', the Working Group recommends appropriate amendments in the Municipal Bylaws, DC Regulations and also in the Fire Act to provide adequate safeguards for such infirmities.

#### **ix Issue of Licenses Contingent on Fire Safety Compliance**

It is recommended that it be made mandatory for any applicant to produce valid documentation of their Fire Safety measures, such as Fire and Electrical Inspections along with their applications for issue or renewal of license or permissions or registration.

#### **x Use of Sub-standard Electrical Fittings**

It should be prevented at the manufacturing and at the marketing stages. There is a need to sensitise the consumers about the risks and danger associated with using such material in terms of electrical fires.

## **14.4 Challenges of Governance**

The concerns expressed by the Hon'ble Deputy Chief Minister are the core governance concerns, each of which needs to be dealt with on a mission basis. On a long-term basis, a regular GPR exercise needs to be carried out. However, pending a systematic exercise following steps need to be taken.

- 1** To ensure that all field officers are kept abreast of the government orders, these orders and the SOP may be displayed on the government website. This may also be discussed in the monthly meeting of the field officers.
- 2** CEO Zilla Parishad Pune had sent a note about the efficiency achieved in implementing 18,000 small projects. The RDD may examine its replicability and issue guidelines. Similar review and guidelines may be given in the case of Municipal Conceals.
- 3** Processes and practices of close interaction between functionaries and citizens may be identified. Each of these practices may be examined to minimize interaction between functionaries and citizens.
- 4** The Modality of key practices being followed in various districts may be collected and standardized.
- 5** The progress in the various missions may be reviewed at the highest level.

Chapter 15

# **Efficient Office Space Management**

## 15.1 Introduction

As the face of government, offices of government and public authorities convey significance beyond just being a working space for the employees. Office environment should reflect the values of good governance including citizen centricity, courteous behaviour, compassion and efficiency. Government offices should not only be efficient but should also project the image of an efficient organization. A large number of offices of government and public authorities look unpresentable because of lack of cleanliness, poor repairs and maintenance, mainly due to meagre allocation of resources. Deterioration of the buildings due to poor maintenance reduces their life and adds to future costs of renovation and in the process, reduces the value of buildings. The distinction between plan and non-plan schemes has now been abolished, enabling the government to provide adequate funds for maintenance of its assets.

The Committee has already recommended an inventory-management system of public assets as part of assessing the wealth of the State. Total market value of all the Government premises is huge. Poor maintenance directly reduces the total value of the structures and therefore diminishes the wealth of the State. The Government accordingly loses huge wealth due to non-allocation of limited funds for renovation and maintenance. For efficient management of public offices, a portal may be created in which each public authority can fill in information about the asset, its maintenance, and replacement cost.

## 15.2 Governance Points

To further increase returns from maintenance costs, the concept of Governance points may be introduced to provide for performance-linked allocation of maintenance funds. The Committee has separately recommended grading offices and public authorities on the basis of their good governance compliance and to further incentivize them for their performance. Maintenance funds could be one of the incentives for good performance. Parameters and methodology for governance points need to be determined. Greater governance points may be given for parameters which shall increase income or reduce costs of government.

## 15.3 Citizen-Friendly Offices

Visitors spend a lot of time in the office premises, both within and outside. There should be adequate seating and waiting areas with access to basic amenities like drinking water, clean toilets, and outsourced counters for eatables wherever possible. CRUs have already been discussed in Chapter 10.

## 15.4 Gender Inclusive

Facilities may be provided for the convenience of women workers or visitors including:

- 1 Separate clean toilets for women

- 2 Sanitary pad dispensers

- 3 Childcare room

## 15.5 Cleanliness

Cleanliness of the entire office premises, especially of the toilets, should be of prime importance. Waste disposal bins should be provided in adequate numbers and the entire premises should be regularly inspected.

## 15.6 Decluttering

Most of the office premises are cluttered by cupboards, files, unwanted furniture, equipment, vehicles not in use etc. Decluttering exercises should be undertaken quarterly for weeding out the above-mentioned disposable items by the following laid-down procedures.

Disposable procedures are sometimes time-consuming and hence need to be simplified. The simplification of procedure should be accompanied with corresponding and adequate delegation of powers to dispose of unwanted and unusable items. Any procedural impediment may be removed through the competent authorities and the premises cleared. It was stated by Mr. V. Srinivas Secretary, DARPG, Government of India during his meeting with the Committee that disposal of unwanted material in various Central Ministries and offices fetched an amount of Rs 371 Cr in 2022 and the campaign is being implemented on a continuous basis. Decluttering also frees very valuable space thus obviating the need to hire or buy new premises.

## 15.7 Design and Construction

There are very rapid advances in design and construction techniques. Latest options may be adopted. Besides saving costs and creating more space, it would also act as a demonstration for the latest design and construction. Additional storage space can also be created by remodeling of office furniture using maximum vertical space, which are currently not being used.

## 15.8 Green and Environment-Friendly Premises

This would include:

- i. Use of solar power which would considerably reduce the electricity bill. In fact, as in the case of vehicle replacement of vehicles, the government may announce phased use of solar power in all government offices. Considering the number of visitors, it would also act as a demonstration for the use of solar power.
- ii. Waste from canteen, grass sweepings and other biodegradables should be taken up for composting.
- iii. Recycling of waste water, water harvesting and efficient use of water should be encouraged for savings in procuring water.

- iv. Planting trees of the right variety in premises, and plants within the premises

## **15.9 Enhancing the Proportion of Accessible Government Buildings**

The Accessible India Campaign was launched nationwide by the Department of Empowerment of Persons with Disabilities (DEPwD) for achieving universal accessibility for Persons with Disabilities. Persons with disabilities should have no barriers in entering the government premises. This includes steps and ramps, corridors, entry gates, emergency exits, parking—as well as indoor and outdoor facilities including lighting, signages, alarm systems and toilets. The Government of India and the Government of Maharashtra have issued detailed instructions for achieving Universal Accessibility for Persons with Disabilities. The practice should be followed in all government offices.

## **15.10 Paintings and Artefacts**

Paintings and Artefacts reflecting the department's work should be displayed, which will also improve the aesthetics of the surroundings. This will also help to provide livelihood to local artists. Suitable guidelines may be issued by the concerned Departments.

## **15.11 Health**

A few selected employees should be trained and certified in the CPR technique. Every office or a cluster of nearby offices should keep adequate facilities for first aid. Free health check-up camps for government employees and their families may be organized periodically.



Chapter 16

# **Vision@2047: Meeting Challenges of the Future**

As per India@2047, the Government of India has resolved to develop India as a developed country by 2047, as part of which it has decided to achieve a target of GDP of 5 trillion USD by 2025-26 and also achieve Sustainable Development Goals by 2030. The Government of Maharashtra has also decided to achieve SGDP of 1 trillion USD by 2027 and SGDP of \$3.5 trillion USD by 2047. To achieve these objectives, the Government of Maharashtra has taken 2 major decisions namely:

## 16.1 EAC

Vide Government GR dated 30th December 2022, the government has constituted a 21-member Economic Advisory Council headed by Mr. N. Chandrasekaran Chairman Tata Sons with the following objectives.

- 1 Advise the state government on any economic or other issue referred to it.
- 2 Addressing issues of Macroeconomic Importance and then submit recommendations to the government about the same.
- 3 These issues could be suo moto or referred by the government and in addition, could also be any issue referred by the Government from time to time.
- 4 To recommend plan of action for achieving targets under Sustainable Development Goals
- 5 To fix parameters of all important indices in the state as also formulate policy measures for these areas for achieving target of 1 trillion USD economy
- 6 To hold in-depth and wide consultation with various stakeholders in the state and suggest policy measures to increase the share of each sector in production within the country
- 7 In the context of the above, consultations to prepare a Five Year Plan Document and submit the same to the government.

## 16.2 MITRA

Vide Government GR dated 11 November 2023, the Government has constituted the Maharashtra Institution of Transformation (MITRA) on the lines of NITI Aayog with following objectives:

- 1 To act as a think-tank for providing policy, technical and implementation direction to the state.
- 2 To implement action plans for strengthening the various departments for achieving targets fixed for the state.
- 3 To bring about consultation between various departments, Government of India, NITI Aayog, Civil Society, various Non-Governmental Organisations and private commercial organisations and suggest new action plans for development.
- 4 MITRA will focus on 10 areas namely Agriculture

and allied services, Health and Nutrition, Education, Industry, Urbanisation, Finance, Real Estate and Land Administration, Infrastructure, Development, Skilling and Innovation, Tourism, Climate/Energy transition, IT and Communication. So also, to pay special attention to the environment, forests and wildlife conservation.

- 5 To use drone technology, artificial intelligence and machine learning, internet of things (IoT), cloud computing, cyber security, robotics, GIS, block-chain for effective implementation and monitoring of these sectors.
- 6 To implement aspirational talukas/ cities program. Through this program, implement planned programs/ schemes in Talukas/ cities at relatively lower levels of development and periodically monitor its progress.
- 7 To advise the government to raise non-budgetary resources from international financial institutions, CSR trust funds through innovative instruments such as asset monetisation of assets of the state for developmental initiatives.
- 8 While helping various departments of the government, to help the districts through data analytics for improving local-level planning and implementation of developmental programs. Help improve the capacity of implementing agencies through outcome-based real-time evaluation and concurrent feedback.

## 16.3 Role of Governance

MITRA and EAC shall provide inputs for meeting challenges in the future in various sectors and also suggest plans for development in various sectors. Preservation and enhancement of wealth of the state and governance shall play key roles in meeting challenges in the future. Good Governance shall be an important factor in promoting development. Department of GAD (A.R., O. & M.), recommended to be renamed 'Department of Good Governance and Administrative Innovations', should play a proactive role in development across sectors to meet current and future challenges. The governance challenges required to be met and action plan to meet the same need to be identified as part of both the development strategy and plan so that the two are in sync.

During the preparation of the draft Manual of Good Governance, some issues across departments were identified as a first exercise. Many had remained to be identified and the identified issues also require greater analysis as the governance challenges shall increase with greater push to socio-economic development. Issues of organizational capacity, efficiency and efficacy, departments working in silos when development shall require greater integration, equity, reaching the unreached, communicating with citizens, working with citizens and civil society organisations, using technology to solve issues across sectors are only indicative of the governance challenges. With citizens becoming more demanding and knowledgeable, their expectations of and demands from governance shall increase.

GAD (A.R.,O.& M.) will need to continuously keep abreast of the sectoral plans and strategies and simultaneously formulate and reorient governance strategies and suggest the same to MITRA and concerned departments. A 5-year development plan should be complemented by a 5-year governance plan. GAD input shall also become important in dealing with recurrent challenges of the present which shall need to be dealt with in the future. Due to the complementary nature of Governance and development, Additional Chief Secretary (ACS) /Principal Secretary (PS) i/c of the Department of (A.R.,O.& M.) should be made an ex-officio member of MITRA.

## 16.4 Department of GAD (A.R.,O.& M.)

Department of GAD (A.R.,O.& M.) shall need to keep innovating itself on a continuous basis to meet the future challenges including recurrent challenges of the present as per Chapter 14. It has the instrument of Manual of Good Governance which should reflect the environment and challenges of the present and future. It has already been recommended to review the Manual periodically. It shall ensure that the governance is in sync with the development challenges.

Amongst others, GAD (A.R.,O.& M.) needs to continuously scan the horizon for changes happening in various sectors, as also in governance in GoI, various states, academia, corporate sector and civil institutions and the society. The department may depute officers from the department and field to various states and other institutions annually to keep abreast of new initiatives and innovations in governance in a planned program. It should engage in regular interaction with and collaborate with the corporate, academic, and civil society institutions and think-tanks. The Government of India has started a consultation process and held 4 consultations including one workshop at IIT Madras. The Government of Maharashtra also needs to develop and institutionalize the consultation process in consultation with the recently-constituted MITRA. On the lines of central IIPA, it should also collaborate with the regional branch of IIPA which could be its knowledge partner. Consultation process may be enlarged to civil society in general as recommended in Chapter 11 instead of restricting it to only well-known think-tanks and academic institutions.

## 16.5 Developing Excellence and Leaders for the Future

Challenges in the future can only be faced through building institutional capacity and developing excellence amongst public authorities and institutions. GPR should therefore be carried out co-terminus with the plans developed by MITRA and EAC. Experience of administrative innovations received from various field officers showed the capacity and motivation amongst the officers and functionaries at various levels for innovation. Field officers were interacted with and consulted regularly and they contributed and responded very significantly. Involvement of field officers in governance shall not only contribute to improving present governance but also enhance the capacity of the field officers to face challenges in the future. Documentation and promotion of

best practices and incentivizing and recognizing performance therefore should be institutionalized. Young officers of today shall lead the administration in future. Accordingly, 2 officers were named special nominees to the committee. Exposure of young field officers to the decision-making process shall prepare them for leadership in future. An officer with 5-10 years' service shall be in a leadership position in 2047 and beyond. Continuous involvement in policymaking and consultation shall build the excellence needed to face the future.

## 16.6 Institutional Capacity

Institutional capacity needs to be developed to be able to efficiently and effectively implement the developmental agenda. This requires a look at every aspect of the organization including structure, systems, practices and staffing. Some of the aspects have been dealt with in the Manual including capacity of the staff and practices. Information on 14 issues and 11 proformas have provided information about a few other aspects of the working of departments. Chapter 12 deals with training and capacity building of staff. Chapter 9 on Governance Process Re-engineering deals with issues of processes and manuals. Ordinarily organizational reorganization exercise is a long-drawn exercise and then only looks at individual departments and not the state as a whole. The department-wise information called, suitably supplemented by addition of some more issues and proformas can provide a database and mechanism for regular organizational analysis. These are only illustrative.

## 16.7 Wealth of State for Sustainable Development

Long-term rapid and sustainable development of the country, state, cities and villages depends upon preservation and enhancement of various components of the wealth of the state and maximising return from each component. In the meeting of the Committee with the Chief Secretary on 4th August 2022, it was agreed that there was a need to take a long term view and aim at sustainable development and developing the concept of wealth of state in that context.

National accounts are normally reported and analysed in terms of their income (measured in terms of GDP or GVA). This means that it is the flow concept that is used often neglecting the wealth from which income is generated which is a stock concept. However, wealth of a nation is undoubtedly a very important concept in strategizing implementable policies in the context of good governance by a state. Broadly, wealth may be conceptualized to comprise physical, financial, natural, human and socio-cultural resources. All of these have a consumption and an investment aspect. Also, these components of wealth may be segregated as private or public with differing implications for valuation and policy design.

The measurement and evaluation of each of the aforementioned wealth components present difficulty of varied levels. Physical assets, such as lands, roads, and buildings serve a specific purpose and need to be managed as well as valued with appropriate prices. These are subject

to depreciation with time as well as redundancy with evolving technology. Financial assets are complex and their valuation is sometimes notional-driven by fundamentals or bubbles. Natural resources such as land, water bodies, air, soil, flora-fauna, forests; indeed, the ecosystems come with the spatial coordinates and are rooted in geographical spaces. These need to be evaluated using special tools that are just becoming available to us. Human and socio-cultural resources whilst important in the success of policies are fundamentally fuzzy and the mere input costs or replacement costs are unlikely to capture their true values. Thus, tools need to be developed to address specificities (contingent on time and place) in each case, for, one size does not fit all.

The role and importance of technology is crucial and must not be lost sight of. These issues at hand cannot be avoided even if these appear to be at once contentious, complicated and complex. This is especially true when sustainability is of concern and rights of overlapping generations or those of the unborn assume import. We need to earnestly start with an inventory of stocks of all the above resources and seriously apply ourselves to the development of tool kits so that the heterogeneous components may be aggregated meaningfully into a

single number in real time. While development is being planned, a firm eye must be kept on the stock of wealth appropriately measured. Net depletion of wealth is an important red flag. The concept which is complex needs to be developed and worked upon with due urgency. It is recommended that the state government may work in collaboration with one or more renowned organisation/s. A beginning however has been made with proposing Unique Asset Identification Number (UAIN) to every tangible and intangible item, details of which are given in Chapter 10 on e-Governance and Digital Transformation.

## **16.8 Economic Balance Sheet and Governance Financial Ratios**

Development of the concept of Wealth of State will enable to derive Governance Financial Ratios for the state and city based upon Wealth, Income, Investment and Public Revenue on the lines of corporate financial ratios. These ratios could help to understand whether the various units are over capitalized, underinvested or underutilized. This is merely flagged as a follow up of the concept of Wealth of State and City without detailing the issue.

Chapter 17

# Way Forward

The draft Manual of Good Governance is perhaps the first such effort. Therefore, there are expectations as well as scepticism. The Committee had to work without any template and learn on the job. The scope of governance being vast with various facets of governance being linked to each other, as the work progressed the Committee had to cover certain issues not envisaged earlier.

As brought out in the preface, in the given timeframe the Committee addressed several areas, and it is a work in progress. The Committee is of the view that the government has the requisite capacity for the transformation demanded by the citizens and their representatives. The Committee has accordingly recommended that the Manual of Good Governance should be revised periodically. This Manual will act as a template for subsequent editions.

It is very important not to lose the momentum generated at all levels. The Committee has made several recommendations for the implementation of Good Governance. The Government should consider issuing detailed instructions along with a time frame for implementation in mission mode approach. An Empowered Committee under the Chairmanship of the Chief Secretary may be appointed to ensure that all departments, Government Organizations and Public Authorities implement the Recommendations of the Committee in letter and spirit. The Committee is of the opinion that the proposed Centre for Good Governance at YASHADA needs to be fully operationalised at the earliest.

The Committee has observed that the Government of Maharashtra has announced the setting up of The Maharashtra Institute for Transformation (MITRA). This institution will function as a think-tank and associate with Sectoral Experts. It is

also proposed to establish a State Data Authority for data sharing, data access and data protection. This is an important step in the direction of Good Governance.

The Committee has observed that the State Government has announced the setting up of an Economic Advisory Council (EAC). It will be an independent body and tender advice to the State Government on economic development. It will prepare a Five-Year Plan Document for accelerating economic growth.

The monitoring of implementation of Manual of Good Governance may be ensured through Good Governance Index and Good Governance Compliance as recommended by the Committee. It will also be necessary to introduce a District Good Governance Index. The Committee understands that this matter is already under active consideration of the Government. Final decision regarding Good Governance Compliance Methodology needs to be taken expeditiously.

The Committee has proposed a Draft of Maharashtra Good Governance Legislation which is at Annexure III of the Draft Manual. The Dr. Madhav Godbole Committee had also recommended in 2001 the need for such a legislation. The Committee is of the opinion that the government may provide a legal framework to the Good Governance agenda. With that in view, the Committee has annexed a draft of legislation for the consideration of the government.

The Committee recommends that taking into consideration the provisions and recommendations of the Draft Manual of Good Governance, the State Government may announce a road map along with a time frame for its implementation. Let the Government of Maharashtra continue to be a pioneer in promoting Good Governance.

Chapter 18

# **Summary of Recommendations**

# Chapter 1: Concept, Scope and Principles of Good Governance

## Concept of Good Governance

- 1 Good Governance must be accepted by the State Government as the most important objective.
- 2 The Citizen is at the core of Good Governance. Therefore, Good Governance and Citizen-Centric Administration are inextricably linked.
- 3 The Fundamental Rights and Directive Principles of State Policy are important pillars of Good Governance.

## Principles of Good Governance

- 4 Government policies must be formulated, and decisions be taken on the basis of the following: Principles of Good Governance
  - i. Participation
  - ii. Rule of Law
  - iii. Transparency
  - iv. Responsive
  - v. Consensus Orientation
  - vi. Equity and Inclusiveness
  - vii. Effectiveness and Efficiency
  - viii. Accountability
  - ix. Strategic Vision

The above principles of Good Governance are explained in detail in the chapter on Concept, Principles and Scope of Good Governance.

On the basis of the above descriptions and analysis, it is observed that there are a very large number of principles of Good Governance. In view of the limited time period available to the Committee and the specific terms of reference given to the Committee, it has not been possible to elaborately discuss all the principles. The Committee decided to focus more on the Citizen-Centric principles of Good Governance.

## Scope of Good Governance

- 5 The scope of Good Governance covers the entire Government and all its organizations including Local Bodies. It will be necessary to sensitise all the Departments, Organizations, Undertakings, Authorities, Urban and Rural Local Bodies to adhere to the principles of Good Governance.

## Legal Framework for Good Governance

- 6 The Legal framework for Good Governance is described in detail in the chapter. All the Departments, Organizations, Undertakings, Authorities, Urban and Rural Local Bodies must be directed to ensure adherence to the legal framework in letter and spirit.
- 7 In addition to the existing legal framework, a Draft of the Maharashtra Good Governance Legislation is enclosed at Annexure III.

## Measures Required to Accelerate Implementation of Good Governance

- 8 The enactment of the Maharashtra Good Governance Legislation needs to be taken up on priority.
- 9 The draft the Manual of Good Governance will act as a template. It will be necessary to revise and update this manual periodically.
- 10 The Manual of Good Governance provides information about various aspects of Governance together as an integrated approach. This Manual will be complementary and supplementary to the Maharashtra Manual of Office Procedure, which is also being revised and updated.
- 11 Implementation of e-office SOP in all Offices and Organizations of the Government at the earliest in accordance with the Government Circular dated 23rd February 2023 regarding adoption of e-office in all government offices from 1st April 2023.
- 12 Digitization of Records
- 13 Digital Transformation
- 14 Government Process Re-engineering
- 15 Process Mapping of Activities
- 16 Simplification of Process/Forms
- 17 All Services being provided by the Government must be Notified under the Maharashtra Right to Public Services Act, 2005
- 18 All Government Services should be provided Online
- 19 Public Grievances to be Monitored and Redressed on top priority
- 20 Citizens Charter to be published by all Departments and to be updated regularly
- 21 The Head of every Office/Department shall publish the list of powers delegated to the subordinate Officers working under them for taking final decision
- 22 The Head of every Office/Department shall determine three levels of submission for taking final decisions on all matters pertaining to that Office/Department
- 23 No file should remain pending with any Staff/Officer in the Department for more than 7 working days

- 24** The Government should set up a mechanism for carrying out an Administrative Audit to ensure that the provisions of Prevention of Delay in Discharge of Official Duties Act, 2005 are being strictly implemented
- 25** Every Department/Organization must prepare a Vision, Mission Statement and ensure implementation through implementation of Key Result Areas (KRAs) in a time-bound manner
- 26** Implementation of Good Governance should form an important part of the Annual Performance Report
- 27** Good Governance implementation should be reviewed regularly at all levels. The Chief Secretary should review the progress with all Secretaries periodically
- 28** The identified best practices in the State and across the Country should be picked up for scaling up with appropriate changes suitable to the State
- 29** Every year, Department/Organizations will be evaluated and declared whether they are Good Governance Compliant or not
- 30** Feedback Mechanism should be put in place for every citizen availing service or scheme. The analysis of such feedback at the State Level at any point in time should be made available and such feedback should form an important parameter in Good Governance compliance and should be reflected in the Good Governance Annual Report
- 34** **Review of Acts:** Every department should repeal the Acts recommended by the Law Commission or inform the L&JD reasons for non repeal. As part of the concept of sunset clause, every department should review Acts, notifications and Rules after a prescribed period of time and further also provide that Rules for implementation of Act may be formulated within period of 6 months of the Act coming into force. However, for the existing Acts where no rules have been prescribed, the Act may be reviewed, and Rules formulated for effective implementation of the Act. Acts need to be drafted in simple language and should be short, leaving details to be included in the Rules
- 35** **Legal Aid:** Legal aid to the needy is essential for providing justice to the citizens. The Government has framed a very liberal and progressive scheme for legal aid which is admissible under 14 schemes. Legal aid is provided for litigation, counselling, consultation, mediation and awareness creation. Reach of the scheme should be extended to every group and individual who is entitled to its benefits and included in the Citizen's Charter of the departments working for the empowerment of the weaker sections. Information may be prominently displayed in every institution where potential beneficiaries reside. Extend scope of Lok Adalat particularly in remote areas in tribal areas.
- 36** **Annual legal audit** of the working of legal work in various departments and public authorities is needed. It should cover the entire gamut of issues including handling of court work, status of litigation, convictions.
- 37** Law and Judiciary may bring out an annual State of Legal Work in Maharashtra covering various issues for information of public authorities and general public.

## Most Important Recommendation

- 31** It is very essential that the above principles of Good Governance are followed in letter and spirit in formulation of all public policies and while taking any Government decision. Good Governance must be accepted by the State Government and declared as the most important objective of governance. It must recognise the citizen as being the core of Good Governance.

## Chapter 2: Rule of Law and Speedy and Affordable Justice

- 32** **Enforcement of Acts:** GOI and GOM have framed various legislations to give rights to the citizens and a forum for them to enforce those rights. All these legislations should be enforced strictly to provide rule of Law which requires a range of measures including providing a legal team of requisite quality and providing legal training for capacity building of staff.
- 33** **Quasi-Judicial Cases:** e-QJ Court may be employed for expeditious disposal of a large number of pending quasi-judicial cases after its successful deployment in land-related disputes in the Pune district. Revamped e-QJ Court permitting online submission of documents shall further enhance utility of software. Generic approach should be followed in dispute resolution under various Acts for which a Directory of Disputes may be prepared and the nature of dispute entered in the software.
- 38** Generic approach to the resolution of systemic issues underlying complaints of generic nature by modifying policies, procedures and practices while addressing individual complaints should be adopted as the most effective approach to declutter the system and solve problems of the citizens. The beginning of the GR constituting the committee also supports this approach;
- 39** A Directory of Complaints containing complaints on a generic basis may be created with a coding system indicating department, service, sub service, nature of complaint, action taken. In the course of time, it should become possible to analyse grievances and complaints using AI. Once a generic complaint is solved satisfactorily it can be closed in the Directory although it shall remain in the Directory
- 40** For each entry in the Directory, an authoritative FAQ may be issued. The classification and FAQs for each may be included in the Citizens' Charter of each department. Nature of complaint may also be entered in the Aaple Sarkar Grievance Redressal Portal through Drop Down.
- 41** Concept of Generic Approach to governance has wider application including examination of services being offered for formulation and details. It may also be adopted

in disputes under various Acts; allowing each category of dispute to be examined for simplification and FAQs. Generic Approach can help minimize cases of irregularities and maladministration through the systematic study of reasons underlying the various cases and then modifying policies and procedures so that these do not recur.

## Chapter 4: Maharashtra Right to Public Services

**42** The Maharashtra Right to Public Services Act, 2015 was enacted with the objective of ensuring transparent, efficient, and time-bound delivery of Public Services to Citizens. It is a Revolutionary Act because it empowers the Citizens and makes the administration responsible, answerable, and accountable. Delivery of Public Service at the last point is often the weakest link in administration and this Act aims at improving the efficiency at the cutting-edge level of administration. In order to ensure implementation of the MRTPS Act, 2015, in letter and spirit, the following recommendations must be implemented scrupulously:

**43** All services provided by the State Government, Public Authorities and Local Bodies must be notified under the MRTPS Act within a prescribed period.

**44** Any request by a Department to de-notify a service under the MRTPS Act must be examined very carefully by a committee under the Chairmanship of Chief Secretary. De-notification of a service must be treated as a rare exception.

**45** Vide Government circular dated 28th November 2022; the Government has directed that all services notified under the MRTPS Act must be provided online only from 31st December 2022. The Chief Secretary must ensure strict compliance of this Government Circular.

**46** Vide Government Resolution dated 19th January 2018; has laid down the procedure for sanctioning Aaple Sarkar Seva Kendra by the Collector. There is tremendous scope for increasing the number of ASSK centres as per the population criteria mentioned in the Government Resolution. The Collectors should encourage the opening of new centres so that they are easily accessible to the citizens. In some Districts, “Women Self Help Groups” have been entrusted to the management of ASSK, and in Wardha, an ASSK Centre has been started in the premises of the District Hospital. Both these examples illustrate how the network of ASSK can be expanded on a very large scale.

**47** In case of Delay, an Alert System must be provided for the Designated Officer. The Alert System must draw the attention of the Designated Officer that the stipulated time period for deciding is about to expire. If the Designated Officer fails to take action despite Alert, the System should provide for the Alert to be escalated to the Higher/ Supervisory Authorities. The Supervisory Authority should immediately direct the Designated Officer to decide the matter expeditiously.

**48** The Maharashtra State Commission for Right to Public Services has published FAQs and uploaded it on the website. It is necessary to regularly update the FAQs.

**49** Major awareness campaign needs to be launched. All Government Departments, local bodies, Elected Representatives, Civil Society, Social Media, Non-Governmental Organisations need to participate in this campaign. The Right to Public Services fortnight needs to be observed every year.

**50** A Master List of all public services must be published by every Department and the same should be put in the public domain. The State Government must publish the consolidated Master List of all services.

**51** A time-table may be published by the State Government indicating the time-frame by when all the public services would be notified under the Right to Public Services Act.

**52** Incentives and Awards scheme for Designated Officers needs to be prepared and announced by the Government at the earliest.

**53** Information and technology infrastructure like computers, dashboard needs to be provided to every Designated Officer, Appellate Authorities and Collectors/Divisional Commissioners and CEO, Zilla Parishads.

**54** The Government of Maharashtra vide Government Circular dated 28th September 2015; had directed that all notified services must be provided online through a single platform on Aaple Sarkar. This decision was taken to facilitate citizens in applying for services with ease. However, it is observed that despite these instructions by the Government, several Departments have created separate portals for providing services. The policy regarding providing notified services through a single platform needs to be clearly spelt out and enunciated because it is observed that several departments have developed different portals. It must be ensured that all services are integrated with the Aaple Sarkar Portal. Integration with Aaple Sarkar means integration of various portals with Aaple Sarkar will mean that the existing portal will continue to exist. However, the citizens can apply for any service on the Aaple Sarkar Portal which will electronically transfer the application to the concerned Department/Competent Authority. The citizen will not have to visit different portals.

**55** The Committee has observed that detailed information regarding number of online applications received, number of applications disposed within stipulated time, its break-up Department-wise, District-wise is all made available on Aaple Sarkar RTS Portal. This is an excellent step in transparency. However, all information available in Public Domain is on the basis of cumulative figures since 2015 to present. In order to bring more clarity, it is recommended that information on all parameters should also be made available for the current financial year on a regular basis. The IT Department and MahaIT Corporation should implement this at the earliest.

**56** Services need to be categorised on the basis of nature of services, for example:

- i. Government to Citizens (G to C)
- ii. Government to Government (G to G)

- iii. Government to Employees (G to E)
- iv. Government to Business (G to B)

**57** Moreover, Services need to be grouped beneficiary wise:

- i. Public Services
- ii. Services for Farmers
- iii. Services for Women
- iv. Services for Senior Citizens
- v. Services for Divyangjan
- vi. Services for Students
- vii. Services for Economically Weaker Sections
- viii. Services for Landless Labourers
- ix. Services for Scheduled Castes
- x. Services for Scheduled Tribes
- xi. Services for Minority Communities
- xii. Services relating to Industries

The above categorization is illustrative and not exhaustive.

It will make the system extremely user-friendly if the Citizens are able to access services with ease and according to the category for which the applicant is seeking to apply. Hence, categorization of services needs to be implemented immediately and put in public domain for publicity.

**58** National E-Governance Service Delivery Assessment—The Department of Administrative Reforms and Public Grievances (GOI) carries out an evaluation of how online services are being delivered by the States on the basis of following seven parameters:

- i. Accessibility
- ii. Content Availability
- iii. Ease of Use
- iv. Information Security and Privacy
- v. End Service Delivery
- vi. Integrated Service Delivery
- vii. Status and Request Tracking

**59** All Departments must ensure that every online service meets the above seven parameters to the fullest extent because the performance ranking of the State will depend on these parameters. In view of the importance, the Secretary/HOD must review the seven parameters regularly.

**60** The Department of Administrative Reforms and Public Grievances, GOI has identified 58 mandatory services for evaluation. It is observed that 8 mandatory services have not been notified by Maharashtra. These are as follows:

- i. Apply online for Encumbrance Certificate
- ii. Registration of Societies under Societies Registration Act
- iii. Employee Registration
- iv. School Registration
- v. NOC for Schools
- vi. NOC for New Establishments
- vii. Final NOC for Occupancy Certificate (Citizen)
- viii. Final NOC for Occupancy Certificate (Business)

The above 8 mandatory services need to be notified immediately.

**61** Improving delivery of public services to citizens is one of the most important features of Good Governance. It is the basis on which citizens form an opinion about whether the Government is citizen-centric. Hence, the above recommendations may be implemented on top most priority.

## Chapter 5: Transparency and Right to Information

The Committee has referred to several reports and after consultation with officials and experts, makes the following recommendations:

**62** GAD (O&M) should in consultation with the DIT and NIC, and the line departments, Local Bodies, officials of the State Information Commission and experts, identify the issues gaps in the online management of the RTI applications. They should consider modifying its existing portal, and make necessary changes required. It should also facilitate the field agencies to upload their documents online and manage RTI applications.

**63** GAD (O&M) and the DIT should notify Right to Information in the list of services provided by or Aaple Sarkar Kendras or such simpler outreach centres all over the State.

**64** GAD (O&M) and DIT should lay down the guidelines for the online submission and response of the RTI applications and the appeals, in line with the e-office protocol maintenance of digital record, and suo moto disclosure.

**65** It is recommended that regular training programmes for the public information officers and the first appellate officers be organised at all levels, with special focus on the digitalisation process.

**66** The Departmental Secretaries and the Heads of the Departments should be responsible for the

implementation of the RTI Act as well as for the Management of Public Records. They should designate an officer of appropriate seniority as the Nodal Officers to support the Secretaries and the Heads of the Departments for this purpose.

- 67 The Nodal Officers shall ensure that the officers designated as the PIOs, APIOs and the First Appeal Authorities are of appropriate seniority to command compliance of the RTI Act, and their names, designation, contact numbers and the e-mail IDs are notified on their websites and also on the notice boards outside the offices of the PIOs. The list of the PIOs shall be updated from time to time in case of administrative reshuffle.
- 68 The Nodal Officers shall monitor the RTI applications received both physically and online and ensure their effective disposal within the time limit prescribed, and the registers of the RTI applications and the first appeals is maintained, in line with the Manual of Office Procedure 1994, and E-Office protocol. They will review the receipt, disposal and pendency of the RTI applications, first appeals, and also ensure the compliances of the order of the Information Commission in appeals and complaints and in the annual reports and periodically report to the Secretary.
- 69 To ensure proactive disclosure under Section 4(1) (b), the departments should prescribe detailed guidelines regarding the format, content and mode of suo moto disclosure of information at different organisational levels, in consultation with the HODs. The Nodal Officers shall ensure that the information uploaded on the websites of the authorities is reviewed and updated periodically.
- 70 All the departments and their agencies should classify the physical queries received into subject-wise categories, with a view to identify the subjects of priority and interest of the citizens, and publish on their website suo moto disclosure accordingly. This is to obviate the need for the citizens to make repetitive applications on the same subject and ensure that the disclosure is more relevant to the needs of the citizens.
- 71 The State Information Commission has made several important recommendations in its annual reports. The committee recommends that a time-bound action be taken on those recommendations and the ATR be submitted while tabling the reports in the legislature.
- 72 **Budgetary Provision:** All departments shall make adequate budget provisions for setting up the physical and IT infrastructure, staff support and allocate sufficient provisions in the office expenditure head at all levels for effective implementation of the RTI Act.
- 73 **Need for Comprehensive RTI Rules:** As the present RTI rules are limited to application and other formats and fees only, it is also recommended to notify new comprehensive RTI rules, under Section 27 of the RTI Act, covering all the aspects of effective implementation of the Act in the state. The above recommendations and the recommendations made by the State Information Commission in its annual reports should be duly considered while notifying.

## Chapter 6: Management of Public Records

- 74 All Government Departments should ensure that all records under their control are classified in the above categories. As the departments keep launching new programmes and initiatives, they should issue appropriate guidelines for record keeping that is recording, storage, retention, and disposal, within the above framework.
- 75 As prescribed by Section 5(1) the Maharashtra Public Records Act 2005, the Departments should ensure that all the Public Authorities under their control and supervision maintain a record room under the charge of a designated Record Officer. The responsibilities of the Record Officers have been listed in Sections 6 and 7 of the Maharashtra Public Records Act.
- 76 It is observed that though the process of scanning of legacy records has been going on in many departments, the system to classify, store and retrieve is not in place. It is recommended that the legacy record be duly scanned, and categorised and uploaded on the departments portals to ensure easy access for the functionaries, as well as for sharing with the citizens on demand, under the RTI or other relevant legislations.
- 77 It is therefore recommended that the GAD (A.R., O. & M.) in consultation with the Department of Information and Technology should issue policy guidelines for the Management of digital records. All the line departments would, in conformity with the above guidelines, issue appropriate directions in the form of Manuals, GRs or Circulars to their functionaries for the management of digital records.
- 78 **Responsibility of Management of Records:** The Secretaries of the Department and the Head of the Departments should be made responsible for the management of records, as an element of Good Governance. It is recommended that each department and the HOD should designate an officer not below the rank of a Deputy Secretary, and an officer of appropriate level at the Commissionerates/Directorates; and at the District and Tehsil/block level, as the nodal officer for the management of records.
- 79 The nodal officers should be given adequate administrative authority to ensure that the records with each desk or branch is maintained in accordance with the provisions of the Public Records Act and the rules and the guidelines laid down under these legislations or departmental manuals, or by the competent authorities. The Nodal officers should inspect the record rooms and ensure that the lacunae found are complied with within a time frame.
- 80 The Nodal officers will take necessary steps, to ensure that all records are scanned and maintained in electronic folders in the respective desktops, servers, duly catalogued and linked to the State Data Centre or some other appropriate backup system as prescribed by the State Department of Information Technology or any other competent agency.
- 81 The record of the current references and cases under the e-Office would be managed in accordance with the guidelines issued by the General Administration Department, in consultation with the DIT in line with the Manual of Office Procedure of the Government of Maharashtra.

- 82** Nodal officers shall be responsible for coordinating the reconstruction of records in case the same is damaged or lost due to man-made or natural disasters or due to administrative lapses; and will submit his/her report immediately to the HOD or the competent Head of the Office, and with his authority, issue appropriate directions to reconstruct the records and initiate departmental action, in case an administrative lapse staff is prime facie established.
- 83** The Nodal Officer shall ensure that the record officers comply with the directions issued by the Director State Archive and other competent officers, post inspections of the record rooms of the public authority and are reported to him within the time prescribed.
- 84** Every department shall ensure that the record rooms are periodically inspected at least once in a year. The HODs and the Nodal Officers will ensure that the observations recorded in the departmental inspection and also by the Director of State Archives are duly complied and reported to the inspecting authority.
- 85** Prompt and effective action in accordance with the provisions of the Maharashtra Public Records Act 2005, in case of missing record or destruction of record by man-made or natural disasters. The parameter of record Management in the public authority shall be the part of the periodic review by the Secretaries or the HODs concerned and the Annual Administrative Audit as well.
- 86** **Inspections of Records :** There is an old adage “You must inspect what you expect”. Effective management of records like any administrative function, would depend on how effective is the compliance of the relevant legal provisions and the guidelines by the public authorities.
- 87** The **Revenue and Forest Department** has traditionally followed a robust record management system, as their records were related to the rights, title and interests of the citizens in the land. Sanctity of records has been the hallmark of the revenue functioning. The Land Revenue Code along with the **Anderson Manual**, lay down the types of records and its classification, and also a hierarchy of periodic inspections and compliance. The **Criminal Procedure Code 1983**, the Police Manual along with departmental guidelines provide an elaborate record keeping mechanism in the **Home Department**.
- 88** Similar guidelines have been incorporated in the **Maharashtra Forest Manual** for the Forest Department. In the Rural Development department, an inspection protocol exists for the inspection of the Zilla Parishads, Panchayat Samitis, and the Gram Panchayats. Extension Officers (Panchayat) at the Panchayat Samitis are required to inspect 10 GPs per month, CEOs, Dy CEOs, CAFOs and BDOs have table inspection and work inspection targets. Local Fund Auditors visit all PRIs, as per regular cycle. Their reports are submitted to the PRC; Divisional Commissioner team conducts Administrative Audits of ZP every year and PS once in 5 years, on 184 parameters.
- 89** **PWD Manual** prescribes the guidelines for conservation of works-related records. Other departments and authorities have adopted similar manuals or prescribed guidelines for the management of records, but its effective implementation is a matter of detailed introspection for each department.
- 90** The Maharashtra Public Records Act 2005 is the first legislation that applies across all departments and provides sanctity and legislative sanctions to the subject. However, the departments should be sensitised about this Act and its implications. The department will be required to align their records management systems with the act, Manual of Office Procedure of the Government of Maharashtra, emphasise inspection of records in the departmental protocol of inspections.
- 91** **Role of the Director – needs to be strengthened – his organisation and the powers** While the Public Records and the Rules give powers to the Director Archives to give directions on the subject, its compliance is not effectively done. The compliances of the inspection memo of the Director of Archives is poor. There is thus a need to empower the Director Archives, as a **regulatory authority** to initiate departmental action for non-compliance.
- 92** **Management of digital records**
- The focus of Good Governance is on digital transformation. The Government of Maharashtra has taken a policy decision to switch over to e-office and digital and online delivery services, by the beginning of the next financial year. It therefore imperative to lay down comprehensive guidelines for the management of the digital record of each service and transaction. The classification, retention period and disposal of digital records would be important for easy retrieval, as well as to avoid digital clutter.
- 93** In the e-Office, both the legacy record, and the new files (both digitised physical files, and, the electronic files) can be closed and kept in the separate folder (Closed Folder), once the action on the file is completed using the e-File facility. The file can be closed by a creator / initiator of a file. The closed file can be reopened by the official who has closed.
- 94** Department can preserve closed files according to its classification like ‘A’, ‘B’, ‘C’ and ‘D’. However, in e-File, the file automatically goes to the Archival section once it is closed by a creator. Closed file is a permanent record stored in an electronic media. The closed files can be searched using metadata like file number, subject, category and other parameters passed while creating a file.
- 95** A closed file may be reviewed as per the record retention schedules and marked for weeding out but as the electronic media is cheaper than the physical storage, so data can be saved permanently.
- 96** The Ministry of Electronics and Information Technology, Government of India, has issued a Data Retention Policy, which the DIT may access and use to accordingly formulate appropriate guidelines for the Management of Electronic Records. Training of the staff in the offices and the other Staff needs to be organised on a continuous basis to train and update them on e-Office, which should include all facets of Management of the Digital Records.

**97 Digitisation of Archival Records:** The Directorate of Archives, Maharashtra, who is vested with the responsibility of maintenance of the archival record, has about 17.5 core documents preserved in the State Archives. These documents are important politically, historically and from an administrative point of view. Digitization of these documents is done by Microfilming and Scanning. As informed by the Director Archive, about 65% documents have been digitized so far.

**98** However, the original documents have huge archival value for the future, hence after backup through digitisation, preservation of the documents is necessary, which involves treatment of papers (so as to decrease its acidity), lamination with tissues or chiffon, and binding of the documents. Thereafter, the documents have to be preserved at an ideal temperature and humidity, and in a dust-free and secure environment. The Department of Culture, which is the controlling the Department of the State Archive, needs to consider this requirement, allocate adequate budget to the Director Archive, and equip the archival record room with appropriate facilities to preserve the above record.

## Chapter 7 : Promoting Administrative Innovations and Good Governance

**99** In the present digital age, it is necessary to adopt policies to encourage Administrative Innovations which bring about significant improvement in delivery of public services to the citizens by using technology. Some of the important features of Administrative Innovations are:

- i. Use of Digital Technology
- ii. Simplification of the Process
- iii. Provides Easy Access to Citizens
- iv. Is Cost Effective
- v. Is Scalable
- vi. Can be Replicated
- vii. Is Accepted by the Stakeholders
- viii. Is User Friendly
- ix. Reduces the Levels of Decision Making
- x. Significantly improves the Efficiency and Time-Bound Disposal
- xi. Promotes Digital Interface between the Government and the Citizens

**100 Administrative Innovations are integral to Good Governance.** The Principles of Good Governance can be achieved by Promoting Administrative Innovations. For example, Transparency, Responsiveness, Accessibility, Inclusiveness are promoted by Administrative Innovations. Hence, Administrative Innovations and Good Governance are supplementary and complementary to each other.

**101 Identification of Administrative Innovations:** The Secretary/HOD should continuously observe Administrative Innovations which improve Administration and benefit the citizens. Every year, an Annual Conference may be held by each Department allowing Officers/Staff to make a presentation on the Administrative Innovations undertaken. All these presentations should be tabulated.

Institutions like YASHADA, All India Institute of Local Self Government may be entrusted with the task of identifying Administrative Innovations in the State. The Government allows all Administrative Innovations to be uploaded by the concerned Officer/Staff regularly in the same manner as it has been done by Government of India on their website [innovateindia.mygov.in](http://innovateindia.mygov.in). The Department of A.R., O.&M. of the State Government may be the nodal Department for identification of Administrative Innovations.

**102 Documentation of Administrative Innovations:** It is very essential that Administrative Innovations are documented in detail. At the national level, the Government of India assigns the documentation of Administrative Innovations to Institutions like Administrative Staff College of India (ASCI) and Indian Institute of Public Administration (IIPA). Funds are also made available for documentation by GOI. In the same pattern, the Government of Maharashtra should create a fund for promoting documentation of Administrative Innovations. Moreover, the Department of A.R., O. & M. may be renamed as Department of Good Governance and Administrative Innovations.

**103 Institutionalization of Administrative Innovations:** How to Institutionalise Administrative Innovations is a major challenge. Administrative Innovations which are Scalable and Replicable have been able to meet this challenge. For example, the then ACS Revenue, in 2011 identified 11 Administrative Innovations which were compiled in the Government Resolution dated 13th April 2011. All these Administrative Innovations were launched as a State-wide campaign under the title “Swarna Jayanti Rajaswa Abhiyan” on 1st May 2011. This campaign received tremendous response from the citizens. It continues to receive huge response from the citizens till the present and is now renamed as “Maha Rajaswa Abhiyan”. When a successful Administrative Innovation is observed, its replicability should be examined by the Department and Government Orders must be issued for it being replicated in the State with suitable modifications according to local conditions.

**104 Rewarding Administrative Innovations:** Presently, there are the following schemes for Rewarding Administrative Innovations:

- i. Prime Minister’s Awards for Excellence in Public Administration by Gol
- ii. Rajiv Gandhi Award for Administrative Efficiency by GoM
- iii. Dr. S.S. Gadkari Memorial Award for Innovation in Public Administration by IIPA— Maharashtra Regional Branch

**105** It is observed that often there is a substantial time lag between the Administrative Innovation and actual Award ceremony. The delay in Rewarding Administrative Innovations can be a major disincentive. In the State of Karnataka, outstanding work in the delivery of Public Services is rewarded every month. The selection of outstanding work in Karnataka is done on the basis of a computerised system which has eliminated human intervention in the selection process. It is necessary that a similar computerized reward system is developed and implemented in Maharashtra at the earliest.

**106** Administrative innovations must be included by the respective Departments in their Annual Reports. All Administrative Innovations should be regularly updated on the websites and made available in the Public Domain. This will provide an opportunity for valuable feedback and suggestions from Citizens and Civil Society Organisations. Another important feature of Administrative Innovation is that the initiative is first launched as a Pilot Project. Only after the success of the Pilot Project should the Administrative Innovation be replicated on a larger scale.

**107 Need for Government Policy to Promote Administrative Innovations:** The Committee recommends that the present designation of Department of Administrative Reforms and Organization & Methods (A.R.,O.& M.) may be changed to the Department of Good Governance & Administrative Innovations, to reflect the direction and way forward for Good Governance.

According to the WTO presently, a defining feature of Government Policies is to support the transition towards the Digital Economy and Administrative innovations have an important role to play in accelerating this process. Although Administrative Innovations are complementary to Good Governance, it is observed that there is no comprehensive policy document covering all the aspects enumerated above. It is necessary to prepare a comprehensive draft policy for encouraging Administrative Innovations. There should be wide consultation with all the Stakeholders on the proposed policy. Opinion of citizens should also be sought on the draft policy document. The comprehensive policy should be finalized after wide consultation. This matter should be given top priority.

**108 Unified Project Management Unit:** The Revenue Department-wide Government Resolution dated 18th April 2022 has established Unified Project Management Unit at:

- i. State Level UPMU under the Chairmanship of Settlement Commissioner
- ii. Divisional Level UPMU under Chairmanship of the Divisional Commissioner
- iii. District Level UPMU with Resident Deputy Collector as the Chairman

It is necessary that all Departments establish similar mechanisms for identification, documentation, and replication of innovative practices in their respective Departments.

**109 Website for Administrative Innovations:** All Administrative Innovations need to be uploaded on the Government Website. They should be available in the public domain so that citizens come to know of the Administrative Innovations. It will be necessary to continuously update this information.

## Chapter 8: Citizens in Governance, Prevention of Delay and Grievance Redressal

**110 Promise:** Broaden scope of Citizens Charter as an instrument of citizen-centric governance: Citizens Charter, as a promise to the citizens, should include information about every aspect of governance of interest to citizens

**111 Concept of a Good Governance Report** should be developed and operationalized to make sure that what is promised is delivered and what is prescribed is practiced and there is no gap between precept and practice. Performance with regards to promises made in the Citizens Charter should be made known to the public on the website by the departments. Each department should also publish Annual Good Governance Reports which should reflect work done in promoting good governance and citizen centricity.

**112 Communicating with Citizens:** The public should be informed continuously in the most convenient manner about the details of the schemes and programs, instructions by the regulatory authorities, counselling about health and hygiene issues, provisions of various Acts and Rules. Every option may be used including digital screens in public offices, newsletters, regularly informing various civil society organisations including CHSs, trade and business groups for onward information to their members. Dynamic FAQ system may be developed so that a citizen can get answers to the queries regarding issues in the Directory of Complaints or otherwise quickly. A central system of FAQs is needed and may be developed instead of citizens being required to search websites of various departments. Such a system is under consideration of the Government.

**113 Helpline Template:** There is a multiplicity of helplines by various departments which are national, state level and district level. Efficacy of helplines depends upon every citizen instinctively recalling the relevant helpline number and the response time of the agency managing the help line. DGIPR may prepare a distinctive Template to include information about various helpline numbers and give wide publicity. Electronic boards may be installed at vantage points wherein the helplines can be prominently visible.

**114 Helpline Audit** should be conducted regularly by professional agencies to assess their response time and effectiveness.

**115 Citizens voice and public participation in decision making.** Scope of the Aaple Sarkar portal 'Your Suggestions Our Policy' should be enlarged and encouraged. Each department and public authority should annually fix the issues about which suggestions may be invited on a regular basis as part of the Annual Program and included

in the Citizen's Charter. The Good Governance Report should inform suggestions made and action taken to create confidence that suggestions are taken seriously.

**116** The Government has issued detailed orders vide GAD Circular dated 31st May 1976 for taking prompt action on the recommendations of various Commissions, Committees, Working Groups, Study Groups. GAD should monitor that the departments are taking action as prescribed.

**117 Civil society institutions** including CHSs, hostels, business establishments, and other civil society associations by respective department/authority and can complement official efforts to promote public services by reaching out to them as partners by respective departments through joint planning and information sharing. Their contribution should be documented.

**118 Minimising papers for submission:** Citizens should not be required to submit documents verified by one authority for verification every time they approach other authorities. Mahalabharthi software application has been started by the Pune ZP where once a citizen gets a single form containing information applicable for all schemes within ZP with documents verified by one department, the same is valid for every scheme of any department. The software has a search engine which identifies all benefits to which the applicant is eligible including second benefits. GOM is also working on an initiative to avoid citizens being required to submit documents for verification every time they go to authorities for some work. The documents digitally signed by the authority generate a barcode and are automatically deposited in DIT's data center which gives permission to the public authorities to verify the authenticity of information provided by the applicant. The scope is also being expanded by MahaIT through integration with Digilocker.

**119 Prevention of Delay:** Delay has many facets, and an entire range of measures are needed to tackle delay. There is need to strictly follow the existing Acts, Rules, Manuals and instructions including the Manual of Office Procedure which is being revamped and being made in consonance with the Central Secretariat Manual of Office Procedure. There are specific provisions for providing public services within a timeframe with penalty for non-compliance under the Maharashtra Right to Public Services Act 2015 and supply of information under the Right to Information Act 2005 with a penalty for non-compliance. Under both these Acts, the applicant has the right to approach authorities who have powers to impose penalties. There is also a grievance redressal mechanism. If the two Acts and the mechanism are implemented in letter and spirit, delay would be avoided.

**120** A To-Do list may be prescribed where it is not done indicating what needs to be done, when it needs to be done and by whom it needs to be done. To ensure there is no vagueness and lack of clarity in instructions, a system of dynamic FAQs may be introduced covering every category of complaints. Generic Approach to complaints shall help deal with a large number of complaints.

**121** Chapter III of The Maharashtra Government Servants Regulation of Transfers and Prevention of Delay in Discharge of Official Duties Act can be considered as a

generic legislation for prevention of delay. A formal system of Administrative Audit however has not been put into practice. To speed up the working in government offices, Orders have been issued for the implementation of e-office software from 1st of April 2023 all over the state. Following provisions may be made in the e-office software.

- i. e-Administrative Audit may be carried out with the implementation of e-office throughout the state
- ii. A Dashboard should be constructed for every reporting and supervising authority across the hierarchy. Dashboard of supervisory authority should have reporting officer-wise directories displaying list of activities to be performed as also pending references.
- iii. There should be an automatic alert to the reporting authority and escalation to the next supervising authority in case of delay in performance with regards to the prescribed period or in case of levels of submission exceeding the prescribed level.
- iv. There should be entry of alerts in the supervising Authority-wise Directories of Reporting Officers.
- v. Dashboard should be the home screen for every reporting and supervising authority.
- vi. Directories shall create automatic ephemeral roles and create records of promptness or delay on part of each reporting authority or employee and governance unit and be part of ephemeral roles.

**122** Until such time changes can be made in the e-office software, the concept of Compliance Certificate may be introduced. A comprehensive format should be prescribed to monitor compliance of good governance instructions regarding prevention of delay. This may be done digitally and the concerned authorities may fill in the information and certify it as Compliance Certificate.

**123 Responsive Governance and Grievance Redressal:** CPGRAM is the grievance redressal portal of the Government of India which can be used by complainants across the country. Maharashtra has designed and operationalized Aaple Sarkar Grievance Redressal Portal. The complainants can file complaints online on the portal; department-wise at Mantralaya level and at the district level for Collector, Municipal Corporations, Zilla Parishad and SP. Department-wise information about disposal and pendency data line as also district level summary of pendency and data line for the 4 departments is available. Current version is being upgraded.

**124** Following changes are proposed in the Aaple Sarkar Portal for grievance redressal through updation.

- i. An App may be developed for the complainant to connect to the portal.
- ii. A complaint may be allowed to be filed through various modes including, phone call (helpline) and WhatsApp, portal or a letter. All offline complaints may be entered and registered on the online system.

Applicants should receive a redressal receipt number via phone number or e-mail.

- iii. The nature of the complaint must be entered into the system mandatorily through drop down, a facility which is currently not available.
- iv. FAQ system and user manual may be integrated into the Grievance redressal mechanism. Same should pop up when you press the nature of the complaint. This shall inform the name of officer and the level who is authorised to take decision and help the complainant to decide the level at which complaint should be made.
- v. There should be an Automatic Alert System either through mobile number(SMS), e-mail ID or pop up on the dashboard of the respective nodal officer.
- vi. There should be an auto-escalation system, where the grievances are escalated to the next supervisory authority, in case the grievances are not redressed within a given period of time or the feedback received is unsatisfactory.
- vii. Adding grievance redressal as a separate category in the Regulation of Transfers of Government servants and Prevention of Delay in Discharge of Official Duties Act shall impart urgency and link non performance to action under the Act.
- viii. A reception/ help desk should be set up at every department to help the citizen navigate through the department for coordination and pending grievances.
- ix. There should be a weekly review meeting at senior levels to review redressal and pendency across the organisation and included in the dashboard of all supervising authorities. The Hon' Chief Minister has declared that he shall personally review grievance redressals. This should be the first item in the regular monthly meetings.
- x. A major complaint of citizens is that officers who are expected to be present in the office on fixed days and time are often not always available and the citizens are not informed about their non availability. A suitable mechanism may be devised to deal with this issue.
- xi. Adequate staff and infrastructure need to be provided to manage the software and technical support.
- xii. Status of grievance redressal may be a KRA for every department and public authority and achievement in grievance redressal may be part of Governance Report Card and also in the determination of Good Governance Compliance Index of departments and public authorities.

## Chapter 9: Government Process Re-engineering

- 125 All the departments and public authorities should map the existing processes, identify individual steps and problems therein, roles and responsibility of functionaries involved, and time taken for each step.
- 126 The mapped processes should be compiled, and each of the mapped processes should be analysed by the department and public authorities to understand the scope for improvement and the need for Government Process Re-engineering (GPR).
- 127 The department should identify problems by analysing the complaints and grievances received, and through citizens' feedback.
- 128 The departments and public authorities during the re-engineering phase, should examine the different possible options and select the best solutions which should preferably be digitalisation of the process.
- 129 The improved process after GPR, should be piloted before being internalised in the system.
- 130 As the exercise of GPR needs professional skills, the departments should take the help of a professional public or private institution, who could hand-hold the entire process.
- 131 Training and capacity-building programs for the employees should be conducted by all the departments and public authorities on the Government Process Re-engineering with the help of competent training institutions.
- 132 The departments and public authorities should engage with the citizens, and the civil society representatives and IT professionals in the exercise of Government Process Re-engineering.
- 133 The General Administration Department should document the successful models of government process reengineering and share the same with the departments and public authorities. It should motivate and incentivize and provide handholding and appropriate budgetary support for this purpose.
- 134 All the departments should be audited on an annual basis for the Government Process Re-engineering as a parameter of Good Governance Compliance. This should be considered for the evaluation of the departments and appraisal of the functionaries.

## Chapter 10: Governance and Digital Transformation

- 135 Finance department along with the treasury should adopt the proposed concept of Exchange for electronic settlement of inter-departmental/inter-organisational claims and dues.
- 136 Adoption of the proposed concept of Digital GR.
- 137 Introduction of a 'Unique Asset Identification Number' (UAIN) for each of assets.

- 138** Transformation of Tapal to Digital Tapal system through better infrastructure.
- 139** Adoption of Central Registration Unit (CRU) at the face of Mantralaya with the responsibility of receiving, registering, and converting physical Tapal into electronic receipts, and distributing/ marking and sending them to the concerned desk.
- 140** Adoption of Tech-Driven Public Service Delivery for better service delivery.
- 141** Use of Big Data Analysis and Artificial Intelligence automated discovery of citizens' needs and response mechanisms should be adopted.
- 142** Encouragement to cross-functional collaboration, implement a data-driven approach, create inter-departmental taskforces to break vertical and horizontal silos.
- 149** Bringing in the concept of building blocks for data collection, collation aggregation for various administrative and geo-political units will be possible, which currently is prominently absent.
- 150** The extensive data mining possible as a result of these key fields being linked and integrated will break the silos within and across departments and considerably reduce hardship for the citizens. This will further strengthen government process re-engineering and transparency leading to improvement of service delivery. It is a win-win situation for the government and citizens. Considering the challenges, a small pilot for some villages and small urban local bodies is proposed to test concepts, data collection tools and methodology, extensive use of electronic devices in piloting these master registers before scaling up.

## Chapter 11: State Data Bank

- 143** To sum up, the state government's much laudable effort and initiative of 2014 in setting up the State Data Bank and Portal could not progress much due to various reasons identified.
- 144** There has been a visible lack of providing government support in terms of manpower and financial support and IT infrastructure support for establishing the SDB. Also, lack of behavioural and attitudinal change towards the importance of data in day-to-day administration, monitoring, evaluation, and intervention as a result of lack of exposure to data use, limited capacity for data appreciation, restricted ability to analyse data and indifferent attitude to evidence and data-based policy formulations has acted as a dampener to put SDB on a firm pedestal in the last several years.
- 145** There is also a possible fear of the unknown in making data available in the public domain and for the citizens' use of being subjected to intense scrutiny and criticism by media, Civil Society Organizations, political executives etc. A behavioural change towards numbers and statistical data, can possibly be altered positively with training and periodical reviews.
- 146** The main recommendation for establishing the SDB is to create, establish, operate and integrate Master Registers, Datasets related to Individual and Families, Address Systems, Beneficiaries and Transactions, Program Implementation Database, Administrative Units, Political Constituencies, Health Indicators Database, Educational Attainment, Social Attributes, Economic Attributes, Infrastructure and Assets, Natural Resources, Spatial Data, Legal Entities, etc. as a holistic approach.
- 147** This will fill in a very visible vacuum and strengthen basic administrative structures. This should lead to considerable improvements in governance which will be data-driven e-Governance for evidence-based policy as envisaged under Vision@2047.
- 148** Another key area recommended is to have a concordance table of jurisdiction of various field level offices to bring in interoperability and comparability.

- 151** Setting up an independent and autonomous State Data Bank Authority consisting of eminent experts from various domains specially having dealt with large administrative databases, legal and information technology experts will go a long way in establishing a robust, trustworthy, real time, citizen friendly, ease of access and responsive State Data Bank and its Portal.

## Chapter 12: Training and Capacity Building

- 152** A systematic approach is crucial for developing and improving individual and organizational competencies and capabilities through training and capacity building.
- 153** The existing State Training Policy (STP) needs to be revisited, considering the evolving technological landscape and the needs of government functionaries over the next 25 years.
- 154** The following recommendations are suggested by the committee:
- i. Establish a branch of YASHADA in Mumbai to provide training and capacity building.
  - ii. Formulate e-courses for employees to enhance their knowledge and skills.
  - iii. Provide online modules and assessments to evaluate employee progress.
  - iv. Hold periodic training workshops and capacity-building programs to keep employees updated.
  - v. Implement AR/VR-enabled training to provide a more immersive learning experience.
  - vi. Establish induction training and a probation period for new employees to ensure a smooth transition and effective onboarding.
- 155** Implementing these recommendations will lead to increased employee capacity, improved individual and departmental productivity and performance, and a positive work environment.

## Chapter 13: Efficiency and Effectiveness

- 156** Innovating and identifying leading practices that can be adapted and implemented is a key recommendation.
- 157** Scaling up innovations and providing clear directions for doing so is also recommended.
- 158** Measurement and analysis are crucial for identifying inefficient practices and scaling efficient ones appropriately.
- 159** Measuring the results of programs and services is important to determine their impact on the community.
- 160** Engaging with stakeholders, investing in evidence-based programs, and streamlining processes and procedures are other important recommendations.
- 161** Implementing performance management systems, using technology to automate processes, and investing in human capital through training and development programs are also recommended.
- 162** Establishing strong partnerships and collaborations with other government agencies and private sector organizations is important to leverage resources and achieve common goals.

## Chapter 14: Facing Challenges of the Present

- 163** When the committee called on the Hon'ble Chief Minister, he mentioned that Good Governance should be able to prevent recurrence of events of concerns to the state government and the citizens and economy. He mentioned various concerns including:

- a** Prevention of malnutrition particularly in tribal areas,
- b** Flooding and landslides
- c** Climate change affecting farmers—drought and flooding,
- d** Farmer distress and suicides and
- e** Employment generation.

These are illustrative.

The Hon'ble Deputy Chief Minister had expressed concerns about the non-standardization of important procedures like the granting of Non-Agriculture permission, the need to minimise contact between citizens and government functionaries and avoid delay in enforcement and implementation of government programmes.

The recently-constituted EAC and MITRA would be providing sectoral inputs. There are various reasons for the success and lack of success in dealing with recurrent concerns of the citizens. There should be regular and rigorous studies into why some initiatives are successful whereas others are not.

- 164** The Government should identify recurrent concerns of the public and government for every department. The Government should declare Missions for such issues to impart the requisite urgency and comfort to citizens. These Missions should continue till the prescribed outcome is achieved. Each Mission should be provided trained support staff. For each mission, there should be a composite self-contained interdisciplinary Manual for each level which may be updated after a yearly review. The Manual should have a To-Do List for each functionary who may be provided a digital device with a checklist to be tick marked. A Dashboard may be constructed to monitor every item needing action. There should be an alert and escalation to senior levels in case of non-implementation of certain action points. There should be annual review of the functioning of Mission and recommendations for follow up. All these problems are interdisciplinary in nature and therefore require strong oversight mechanisms, including outside experts, under the Chief Secretary to ensure the plans are executed without slippage. The Government may consider a cabinet subcommittee to monitor these special missions. Some ideas are made in brief.

### Malnutrition in Tribal Areas

- 165** There should be a separate farm plan for tribal areas which have large lands and livestock populations. Committees have been constituted at state level under the Chief Secretary for tribal areas and for Melghat Mission by the Health Department to minimise the deaths of children. Committees have also been constituted at state and district levels under the CS and District Collector by TDD for Navsanjeevan yojana. These committees include officers from various departments but there are no representatives from the agriculture and ADF departments. The problem of malnutrition in tribal or any other areas can not be solved through supplementary nutrition alone if there is hunger in the family, village and the area. The Hon' Chief Minister had also during discussion emphasized that no one should die of hunger. As part of this plan, each family can have a nutrition garden around its house as it can provide nutrition that the family can not afford. As a beginning, the secretaries i/c of Agriculture and ADF should be made members of the committees at the state and district levels and a separate farm plan may be prepared for tribal areas. This shall also require the Directorate of Economics and Statistics to provide separate farm-related data for tribal areas.

### Agriculture

- 166** The Hon'ble Chief Minister had raised 3 main issues, namely farmers' distress and farmer suicides, climate change causing floods and drought, and need to learn from the good work being done in other states. Following approach could be considered:
- 167** **Establish a State Centre for Farmer Distress:** Farmer distress is a very complex problem involving a large number of issues. There is a difference in response to farm and non-farm related issues in different areas. There is a need for micro-level long-term interdisciplinary studies to understand not only reasons of farm distress but also the response of farmers to different policy measures. It is therefore strongly recommended that GOM should

establish a Center to study farm distress and farmer suicides and the responses that shall work.

**168 Managing Climate Change:** Maharashtra State Action Plan on Climate Change (MSAPCC) for the period 2022-2030 submitted by the council in energy, environment and water (CEEW) to the environment and climate change department, Government of Maharashtra is under consideration.

**169** The Government of Maharashtra is already implementing the Maharashtra project on climate resilient agriculture (PoCRA) also named as Nanaji Deshmukh Krishi Sanjeevani Prakalp to enhance climate resilience and profitability of the small holders. It has four interventions. The project is upto June 2024. Negotiations are reportedly on for Phase 2 project. There is a need to spread the learnings from the project to areas outside the project area. It was learnt that such an approach is already under consideration of the government.

**170** The World Bank is in the process of conducting a feasibility study of a Climate Innovation Centre (CIC) which will support startup and private sector enterprises intended to do research innovations/ platforms to integrate climate data and create required service products. These projects may be expedited.

**171 Best practices** in the farming sector in every discipline are being practiced in various areas of every state which provide learning opportunities for the state. Every year, an officer or a team should visit each state in a planned manner and observe and document best farm practices and farm performances which could be replicated in the state.

#### **172 Mandating Employment Outcomes and Employment Budget**

Employment and skill budgets should complement financial and physical budgets. Each department should indicate employment currently engaged in each activity and that proposed to be created in the proposed budget and plan. It should be incorporated in the performance budget and submitted along with other budget documents to the Finance and Planning department and thence the legislature. This shall ensure that the legislature shall vote for grants keeping the potential of the budget to generate employment in view.

**173** Map all trades/activities and income generated and employment generated at each level in the entire sectoral chain in both formal and informal sectors. It shall help both in policymaking as also framing employment generating programs and skilling programs. Employment planning should include employment generation in the entire range of activities including manufacturing, trade, services, maintenance as also regulatory sector for enforcement of legislations, public safety, security and welfare. Regulatory sector shall increasingly be a large generator of employment.

**174** On the lines of the Human Development Report, an annual **State of Employment and Livelihood Report** may be brought out bringing the state's macro perspective after aggregating and reviewing the sectoral reports. This

should be a budget document to be submitted by the department i/c of employment and self employment.

#### **Floods and landslides**

**175** Kolhapur has made very detailed plans and submitted detailed and comprehensive proposals for an amount of Rs 823 crores for measures for permanent solution to the problems arising out of current floods. In 2019, a plan for Rs 21,000 Crores was proposed for funding through the World Bank. These efforts are commendable. Beyond these, there is need for institutional response for prevention of damage due to floods as also rescue and rehabilitation generic to flood-prone areas in the state. Following suggestions are made:

**176** A composite Manual, including the role of various agencies, may be prepared for flood and landslide prevention, rescue and rehabilitation for functionaries of various departments at various levels. Taking the national level manual prepared by NDMA as a base, each district can prepare its own plan and Manual. Flood-prone districts should prepare flood prevention, rescue and rehabilitation plan as per NDMA guidelines

**177** There should be full documentation of how the various issues were managed and lessons for the future which should be incorporated in the Manual which should be updated after every flood.

**178** There should be a list of things to be done or a To-Do List at each level which should be numbered sequentially so that no old item is missed. There should be a mechanism to monitor work done as per time frame so that no item is missed. Dashboards may be constructed so that every officer in the hierarchy can monitor work done. There may be a system of alerts and escalation in the event of work not being done as per schedule. There should be regular training for every staff level.

**179** Each district may have a long-term collaboration with an academic or expert body for regular study of the problem, implementation of plan and study the reasons for recurrence.

#### **180 Fire Safety**

The threat of fires and the need for fire safety is a pressing issue faced by urban planners and civic authorities. Over the last two decades, there has been a vibrant growth in construction activities in urban areas, especially in the emergence of high-rise buildings. Fires in high-rise residential buildings are more complex, posing several challenges in fire fighting and rescue operations.

**181** Maharashtra accounts for a large number of the total fire incidents in the country, with a very large number of cases occurring in mega cities. The economic damage caused due to fires directly, as well as indirectly due to disruptions in economic activities is enormous. The impact of loss of human lives during fires is traumatic and cannot be quantified only in monetary terms.

**182** One of the common causes of fires is electrical short-circuits, illustrating the need to engage with the departments and regulatory authorities handling electricity

distribution and safety, in Fire Prevention efforts. Therefore, both fire safety and electrical safety should be the central point of any fire prevention strategy. One of the most-effective tools of any regulatory mechanism is the protocol of periodic inspection. Regular inspections on both fire safety and electrical safety parameters and its compliance can prevent the recurrence of fire incidents. This calls for institutional convergence at policy, implementation and regulatory levels.

### 183 Good Governance Mission

To ensure that all field officers are kept abreast of the government orders, these orders and the SOP may be displayed on the government website. This may also be discussed in the monthly meeting of the field officers.

**184** CEO Zilla Parishad Pune had sent a note about the efficiency achieved in implementing 18,000 small projects. The RDD may examine its replicability and issue guidelines. Similar review and guidelines may be given in the case of Municipal Conceals.

**185** Processes and practices of close interaction between functionaries and citizens may be identified. Each of these practices may be examined as to whether this could be done away with or simplified.

**186** The Modality of key practices being followed in various districts may be collected and standardized.

**187** The progress in the various missions may be reviewed at the highest level.

## Chapter 15: Efficient Office Space Management

Being the face of government, government buildings and public institutions express much more than just a place for workers to work. Many government and public authority offices are loosely-maintained and need repair. The Committee has recommended below values of good governance at the workplace which should be embodied.

Among the areas that need addressing are:

**188** Maintenance funds to be allocated for the timely repairs and maintenance of government premises. **Governance Points** may be introduced to provide for performance-linked allocation of maintenance funds. Priority may be given to practices leading to increased income and reduction of costs.

**189** A portal may be created in which each public authority can fill in information about the asset, its maintenance and replacement cost.

**190 Citizen-Friendly Offices:** There should be adequate seating and waiting areas with access to basic amenities like drinking water, clean toilets, and outsourced counters for eatables wherever possible.

**191 Gender Inclusive:** Facilities may be provided for the convenience of women workers or visitors including

- i. Separate clean toilets for women
- ii. Sanitary pad dispensers
- iii. Child care room for children

**192 Cleanliness** of the entire office premises, especially of the toilets, should be of prime importance. Waste disposal bins should be provided in adequate numbers and the entire premises should be regularly inspected.

**193 Decluttering:** Most of the office premises are cluttered by cupboards, files, unwanted furniture, equipment, vehicles not in use etc. Decluttering exercise should be undertaken quarterly for weeding out the above-mentioned disposable items.

**194 Design and Construction of government premises:** There are very rapid advances in design and construction techniques. Latest options may be adopted. Besides saving costs and creating more space, it would also act as a demonstration for the latest design and construction.

**195 Green and Environment-Friendly Premises.** This would include:

- i. Use of solar power
- ii. Waste from canteen, grass sweepings and other biodegradables should be taken up for composting.
- iii. Recycling of waste water, water harvesting and efficient use of water should be encouraged for savings in procuring water.
- iv. Planting trees of right variety in premises and plants within the premises

**196 Facilities for Persons with Disability to be Adopted:** Persons with disabilities should have no barrier in entering and using all the facilities in the government offices. This includes Steps and ramps, corridors, entry gates, emergency exits, parking—as well as indoor and outdoor facilities including lighting, signages, alarm systems and toilets. GOI and GOM have issued detailed instructions for achieving Universal accessibility for Persons with Disabilities which should be followed.

**197** Paintings and Artefacts reflecting the department's work should be displayed, which will also improve the aesthetics of the surroundings. This will also help to provide livelihood to local artists. Suitable guidelines may be issued by the concerned Departments.

**198 Health:** A few selected employees should be trained and certified in the CPR technique. Every office or a cluster of nearby offices should keep adequate facilities for first aid. Free health check up camps for government employees and their families may be organized periodically.

## Chapter 16: Vision@ 2047- Meeting Challenges of the Future

**199 EC and MITRA** The Government of Maharashtra has decided to achieve SGDP of 1 trillion USD by 2027 and

SGDP of 3.5 trillion USD by 2047. To achieve these objectives, the Government of Maharashtra has taken 2 major decisions namely:

**200** Vide GR dated 30th December 2022 government has constituted a 21-member Economic Advisory Council headed by Mr. N. Chandrasekaran Chairman Tata Sons. Vide GR dated 11 November 2023, the Government has constituted Maharashtra Institution of Transformation -MITRA on the lines of NITI Aayog.

**201 Governance—the key factor:** MITRA and EAC shall provide inputs for meeting challenges in the future in various sectors. Good governance being a key factor in promoting development, Department of (A.R.,O.& M.) shall have to play a proactive role in the development across sectors to meet current and future challenges. The governance challenges should be identified along with developmental challenges and Administrative Innovations supplement Business Innovations. The Additional Chief Secretary/Principal Secretary i/c of the Department of (A.R.,O.& M.) needs to be associated with MITRA as a member to provide requisite input.

**202** Department of (A.R.,O.& M.) shall need to keep innovating itself on a continuous basis to meet the future challenges. Futuristic challenges also include recurrent challenges of the present. Amongst others, it needs to continuously scan the horizon for changes happening in various sectors, as also in governance in GOI, various states, academia, corporate sector and civil institutions and the society. It should engage in regular interaction with and collaborate with the corporate, academic and civil society institutions and think tanks. Consultation process may be enlarged to civil society in general as recommended in Chapter 8 instead of restricting to only well-known think-tanks and academic institutions.

**203 Developing Excellence and Leaders for Future:** Challenges in the future can only be faced through building institutional capacity and developing excellence amongst public authorities and institutions. GPR should therefore

be carried out co-terminus with the plans developed by MITRA and EC. Involvement of field officers in governance shall contribute to improving present governance but also enhance the capacity of the field officers to face the challenges in the future. Documentation and promotion of best practices and incentivizing and recognizing performance therefore should be institutionalized. Every plan needs to include a plan for implementation which in turn depends upon the capacity of the staff at all levels to plan and implement. This requires assessing the capacity required and the existing capacity and the capacity gap which needs to be filled in. Capacity building requires a comprehensive plan of action across departments.

**204 Wealth of the State:** Long-term rapid and sustainable development of the country, state, cities and villages depends upon the preservation and enhancement of various components of the wealth of the state and maximising the return from each component. The measurement and evaluation of each of the wealth components present difficulty of varied levels and tools need to be developed to address specificities in each case. Inventory of the stocks of all the above resources and development of tool kits should be taken up with due urgency so that the heterogeneous components may be aggregated meaningfully into a single number in real time. It is recommended that the state government may work in collaboration with one or more renowned organisation/s for this purpose. A beginning however, has been made with giving Unique Asset Identification Number (UAIN) to every tangible and intangible item, details of which are given in Chapter 10 on e-Governance and Digital Transformation. The concept of Wealth of State may enable to determine the economic balance sheet and Governance Financial Ratios of state and cities which shall help to understand whether a particular unit is overcapitalized, underinvested or underutilized. This is merely flagged and not worked upon.

## Signatories to the Committee to Prepare Draft Manual of Good Governance

  
28/2/2023

(Shri. Suresh Kumar)  
Chairman

  
28/2/2023

(Shri. Jayant Kumar Banthia)  
Member



(Shri. Swadheen Kshatriya)  
Member

  
28<sup>th</sup> FEB. 2023.

  
28.2.23

(Shri. K. P. Bakshi)  
Member



(Shri. Ajit Kumar Jain)  
Member

  
28/2/2023.

(Shri. S. N. Bagul)  
Member Secretary



# Annexures

## ANNEXURE I

### Setting up of the Committee

To set up a Committee to formulate Good Governance Rules to make the Administration Accountable, Easy, Clean, Transparent and Fast

प्रशासन उत्तरदायी सुलभ, स्वच्छ,  
पारदर्शी आणि गतीमान करण्याकरिता  
सुशासन नियमावली तयार करण्यासाठी  
समिती स्थापन करणेबाबत.

महाराष्ट्र शासन  
सामान्य प्रशासन विभाग  
शासन निर्णय क्र. सुशानि २०२२/प्र.क्र.२८/१८-अ  
मंत्रालय, मुंबई-४०० ०३२.  
दिनांक :- २७ मे, २०२२.

#### प्रस्तावना:-

लोकआयुक्त/सेवा हक्क आयोग, इ. विविध संस्थांकडे तसेच आपले सरकार पोर्टलवर नागरिकांकडून विविध विषयासंदर्भात तक्रारी प्राप्त होत असतात. प्राप्त होणाऱ्या तक्रारी या बरेचदा त्याच त्याच स्वरूपाच्या असतात. त्याचप्रमाणे प्रशासनातील काही प्रशासकीय कार्यपद्धतींमुळे या तक्रारी सतत उद्भवत असतात. त्यामुळे प्रशासकीय कार्यपद्धतीत काही बदल केल्यास अशा नेहमी येणाऱ्या तक्रारी वारंवार उद्भवणार नाहीत. तसेच, याकरिता कार्यालयीन कार्यपद्धती नियमपुस्तिका जरी उपलब्ध असली तरी शासनात सुप्रशासनाचे तत्त्व धरून कसे काम करावे याबाबत सुशासन नियमावली (Manual of Good Governance) अस्तित्वात नाही. त्यामुळे अशी नियमावली तयार करणे आवश्यक आहे. शासनाची स्वच्छ प्रतिमा, उत्तरदायी प्रशासन, तक्रारींचा जलद निपटारा, सुलभ, पारदर्शी व गतिशील तसेच लोकाभिमुख प्रशासन कसे असावे यासाठीही अशी नियमावली उपयुक्त होईल. त्याचप्रमाणे शासन स्तरावर पारदर्शकता, गतिशीलता, लोकाभिमुखता, भ्रष्टाचार मुक्त कार्यालय, प्रशासनातील अनिष्ट बाबी टाळून प्रशासनाचे सुशासन होण्यासाठी देखील सुशासन नियमावली (Manual of Good Governance) उपयुक्त असणार आहे.

शासनाच्या सेवा नागरिकांना अधिक सुलभ व पारदर्शी पद्धतीने कशा मिळू शकतील तसेच शासन व नागरिक यांच्यातील अंतर कसे कमी होईल यासाठी सुशासन नियमावलीचा (Manual of Good Governance) मसुदा तयार करून शासनास सादर करण्याकरीता एका समितीची नेमणूक करणे शासनाच्या विचाराधीन होते.

#### शासन निर्णय:-

उपरोक्त वस्तुस्थिती विचारात घेता सुशासन नियमावलीचा मसुदा तयार करून शासनास सादर करण्यासाठी शासनाने खालीलप्रमाणे समिती स्थापन करण्याचा निर्णय घेतलेला आहे.

अ.क्र.	समितीचे सदस्य	पदनाम
१.	श्री. सुरेश कुमार, सेवानिवृत्त भा.प्र.से. तथा तत्कालीन उपलोकआयुक्त तसेच प्रभारी लोक आयुक्त, महाराष्ट्र.	अध्यक्ष
२.	श्री.जयंतकुमार बांठिया, सेवानिवृत्त भा.प्र.से. तथा तत्कालीन मुख्य सचिव.	सदस्य
३.	श्री. स्वाधीन क्षत्रिय, सेवानिवृत्त भा.प्र.से. तथा तत्कालीन मुख्य सेवा हक्क आयुक्त, महाराष्ट्र राज्य सेवा हक्क आयोग.	सदस्य
४.	श्री. के.पी. बक्षी, सेवानिवृत्त भा.प्र.से.	सदस्य
५.	श्री.अजितकुमार जैन, सेवानिवृत्त भा.प्र.से. तथा तत्कालीन राज्य माहिती आयुक्त, बृहन्मुंबई.	सदस्य
६.	सह/उप सचिव, प्र.सु.व र. व का., सामान्य प्रशासन विभाग.	सदस्य सचिव

२. सुशासन नियमावलीचा (Manual of Good Governance) मसुदा तयार करीत असताना समितीच्या विचारार्थ पुढीलप्रमाणे विषय असतील :-

- (अ) लोकायुक्त आणि उपलोकायुक्त कार्यालय, राज्य माहिती आयोग, सेवा हक्क आयोग यांचे अहवाल तसेच विविध विभागांनी प्रसिध्द केलेल्या नागरीकांची सनद इ. चा अभ्यास करून शासनाची कार्यपद्धती व प्रशासकीय कामकाजाची पद्धत कशी असावी याचा अंतर्भाव सुशासन नियमावलीच्या (Manual of Good Governance) मसुद्यामध्ये करणे.
- (ब) विलंबास प्रतिबंध अधिनियम २००५ व या अधिनियमाच्या अनुषंगाने केलेले नियम यामधील तरतुदींचा नियमावलीमध्ये समावेश करण्यासाठी विचारात घेणे.
- (क) शासनाचा कारभार पारदर्शी, गतिमान व लोकाभिमुख कसा राहील याकरिता प्रशासनाची कार्यपद्धती व करावयाच्या सुधारणा यांचा विचार करणे.
- (ड) शासनाने यापूर्वी डॉ.माधव गोडबोले यांची एक सदस्यीय समिती तसेच श्री.डी.एम.सुखथनकर यांच्या अध्यक्षतेखाली प्रशासकीय सुधारणा समिती स्थापन केली होती. सदर समित्यांनी शासनास सादर केलेले अहवाल विचारात घेणे.
- (इ) प्रशासकीय सुधारणासंदर्भात सध्या अस्तित्वात असलेले शासन निर्णय, परिपत्रके, कार्यालयीन कार्यपद्धती, नियमपुस्तिका, नियम, अधिनियम इ. चा अभ्यास करणे.
- (ई) याशिवाय इतर अनुषंगिक बाबी.

३. समिती आपल्या कामकाजाची पद्धत स्वतः ठरवेल.

४. समितीचे अध्यक्ष व सदस्य यांना सुशासन नियमावलीचा (Manual of Good Governance) मसुदा तयार करून समितीचा अहवाल शासनास सादर करण्याकरीता दयावयाच्या मानधनाबाबत वित्त विभागाच्या मान्यतेने यथावकाश स्वतंत्र शासन निर्णय काढण्यात येईल.

५. प्रस्तुत शासन निर्णय निर्गमित केल्याच्या दिनांकापासून सहा महिन्यांच्या आत समिती सुशासन नियमावलीचा (Manual of Good Governance) मसुदा तयार करून मसुदयासह समितीचा अहवाल शासनास सादर करील.

६. सदर शासन निर्णय महाराष्ट्र शासनाच्या [www.maharashtra.gov.in](http://www.maharashtra.gov.in) या वेबसाईटवर उपलब्ध करण्यात आला असून त्याचा संगणक संकेतांक क्र. २०२२०५२७९३१८५४७१०७ असा आहे. हा आदेश डिजीटल स्वाक्षरीने साक्षांकित करून काढण्यात येत आहे.

महाराष्ट्राचे राज्यपाल यांच्या आदेशानुसार व नांवाने,

**SANJAY  
CHAHANDE**

**(डॉ. संजय चहांदे)**

अपर मुख्य सचिव, महाराष्ट्र शासन

**प्रति,**

१. मा. राज्यपाल यांचे सचिव (पत्राने).
२. मा. सभापती, महाराष्ट्र विधानपरिषद, महाराष्ट्र विधानमंडळ सचिवालय, मुंबई.
३. मा.अध्यक्ष, महाराष्ट्र विधानसभा, महाराष्ट्र विधानमंडळ सचिवालय, मुंबई.
४. मा.विरोधी पक्षनेता, विधानपरिषद/विधानसभा, महाराष्ट्र विधानमंडळ सचिवालय, मुंबई.

पृष्ठ ३ पैकी २

५. मा.उपसभापती, महाराष्ट्र विधानपरिषद, महाराष्ट्र विधानमंडळ सचिवालय, मुंबई.
६. मा.उपाध्यक्ष, महाराष्ट्र विधानसभा, महाराष्ट्र विधानमंडळ सचिवालय, मुंबई.
७. सर्व सन्माननीय विधानसभा, विधानपरिषद व संसद सदस्य,
८. मा. मुख्यमंत्री यांचे प्रधान सचिव, मंत्रालय, मुंबई ४०००३२.
९. मा. मुख्यमंत्री यांचे सचिव, मंत्रालय, मुंबई ४०००३२.
१०. सर्व मा.मंत्री / मा. राज्यमंत्री यांचे खाजगी सचिव, मंत्रालय, मुंबई ४०००३२.
११. मा.मुख्य सचिव यांचे स्वीय सहायक, मंत्रालय, मुंबई ४०००३२.
१२. अपर मुख्य सचिव / प्रधान सचिव / सचिव, सर्व मंत्रालयीन प्रशासकीय विभाग, मुंबई ४०००३२.
१३. मा.महाअधिवक्ता, महाराष्ट्र राज्य, मा.मुंबई उच्च न्यायालय.
१४. प्रधान महालेखापाल (लेखा व अनुज्ञेयता)-१, महाराष्ट्र, मुंबई.
१५. प्रधान महालेखापाल (लेखा व अनुज्ञेयता)-२, महाराष्ट्र, नागपूर.
१६. प्रधान महालेखापाल (लेखापरीक्षा)-१, महाराष्ट्र, मुंबई.
१७. प्रधान महालेखापाल (लेखापरीक्षा)-२, महाराष्ट्र, नागपूर.
१८. श्री. सुरेश कुमार, सेवानिवृत्त भा.प्र.से. तथा तत्कालीन उपलोकआयुक्त तसेच प्रभारी लोक आयुक्त, महाराष्ट्र तथा समितीचे अध्यक्ष.
१९. श्री.जयंतकुमार बांठिया, सेवानिवृत्त भा.प्र.से. तथा तत्कालीन मुख्य सचिव तथा समितीचे सदस्य.
२०. श्री. स्वाधीन क्षत्रिय, सेवानिवृत्त भा.प्र.से. तथा तत्कालीन मुख्य सेवा हक्क आयुक्त, महाराष्ट्र राज्य सेवा हक्क आयोग तथा समितीचे सदस्य.
२१. श्री. के.पी. बक्षी, सेवानिवृत्त भा.प्र.से. तथा समितीचे सदस्य.
२२. श्री.अजितकुमार जैन, सेवानिवृत्त भा.प्र.से. तथा तत्कालीन राज्य माहिती आयुक्त, बृहन्मुंबई तथा समितीचे सदस्य.
२३. सह/उप सचिव, प्र.सु.व र. व का., सामान्य प्रशासन विभाग तथा समितीचे सदस्य सचिव
२४. निवड नस्ती (का.१८ अ), सामान्य प्रशासन विभाग, मंत्रालय, मुंबई ४०००३२.

## ANNEXURE II

### Extension of the Good Governance Committee

Extension of the Committee

प्रशासन उत्तरदायी, सुलभ, स्वच्छ, पारदर्शी आणि गतीमान करण्याकरिता सुशासन नियमावली तयार करण्यासाठी स्थापन करण्यात आलेल्या समितीस मुदतवाढ देणेबाबत....

महाराष्ट्र शासन  
सामान्य प्रशासन विभाग  
शासन निर्णय क्र. सुशानि २०२२/प्र.क्र.२८/१८-अ  
मंत्रालय, मुंबई-४०० ०३२.  
दिनांक :- २३ नोव्हेंबर, २०२२.

- वाचा :** १) शासन निर्णय, सामान्य प्रशासन विभाग, क्रमांक- सुशानि २०२२/प्र.क्र.२८/१८-अ, दिनांक २७ मे, २०२२.  
२) शासन निर्णय, सामान्य प्रशासन विभाग, क्रमांक- सुशानि २०२२/प्र.क्र.२८/१८-अ, दिनांक ८ ऑगस्ट, २०२२.  
३) शासन निर्णय, सामान्य प्रशासन विभाग, क्रमांक- सुशानि २०२२/प्र.क्र.२८/१८-अ, दिनांक १२ सप्टेंबर, २०२२.

#### प्रस्तावना:-

प्रशासन उत्तरदायी, सुलभ, स्वच्छ, पारदर्शी आणि गतीमान करण्याकरिता सुशासन नियमावलीचा (Manual of Good Governance ) मसुदा तयार करून शासनास सादर करण्यासाठी संदर्भाधीन दिनांक २७ मे, २०२२ च्या शासन निर्णयाअन्वये सुशासन समितीची स्थापना करण्यात आलेली आहे. सुशासन नियमावलीचा (Manual of Good Governance) मसुदा तयार करून शासनास सादर करण्याकरिता समितीस ६ महिन्याचा कालावधी (दि.२७ मे, २०२२ ते २६ नोव्हेंबर, २०२२) देण्यात आला आहे. सदर समितीने सुशासन नियमावलीचा मसुदा तयार करून शासनास सादर करण्यासाठी मुदतवाढ देण्याची विनंती केली आहे. सदर विनंतीच्या अनुषंगाने सुशासन समितीस मुदतवाढ देण्याची बाब शासनाच्या विचाराधीन होती.

#### शासन निर्णय:-

शासन निर्णय दिनांक २७ मे, २०२२ अन्वये प्रशासन उत्तरदायी, सुलभ, स्वच्छ, पारदर्शी आणि गतीमान करण्याकरिता सुशासन नियमावलीचा (Manual of Good Governance ) मसुदा तयार करून शासनास सादर करण्यासाठी स्थापन करण्यात आलेल्या सुशासन समितीची मुदत दिनांक २६.११.२०२२ रोजी संपुष्टात येत आहे. समितीने केलेल्या विनंतीच्या अनुषंगाने सुशासन नियमावलीचा मसुदा तयार करून शासनास सादर करण्याकरिता समितीस या शासन निर्णयाअन्वये दिनांक २७.११.२०२२ पासून पुढील ३ महिने मुदतवाढ देण्यात येत आहे.

२. सदर शासन निर्णय महाराष्ट्र शासनाच्या [www.maharashtra.gov.in](http://www.maharashtra.gov.in) या वेबसाईटवर उपलब्ध करण्यात आला असून त्याचा संगणक संकेतांक क्र. २०२२११२३११३९२४८००७ असा आहे. सदर शासन निर्णय डिजिटल स्वाक्षरीने साक्षात्कृत करून काढण्यात येत आहे.

महाराष्ट्राचे राज्यपाल यांच्या आदेशानुसार व नांवाने,

SOMNATH  
NAMDEO BAGUL

(सो. ना. बागुल)

सह सचिव, महाराष्ट्र शासन

प्रति,

१. मा. राज्यपाल यांचे सचिव (पत्राने).
२. मा. सभापती, महाराष्ट्र विधानपरिषद, महाराष्ट्र विधानमंडळ सचिवालय, मुंबई.

३. मा.अध्यक्ष, महाराष्ट्र विधानसभा, महाराष्ट्र विधानमंडळ सचिवालय, मुंबई.
४. मा.विरोधी पक्षनेता, विधानपरिषद/विधानसभा, महाराष्ट्र विधानमंडळ सचिवालय, मुंबई.
५. मा.उपसभापती, महाराष्ट्र विधानपरिषद, महाराष्ट्र विधानमंडळ सचिवालय, मुंबई.
६. मा.उपाध्यक्ष, महाराष्ट्र विधानसभा, महाराष्ट्र विधानमंडळ सचिवालय, मुंबई.
७. सर्व सन्माननीय विधानसभा, विधानपरिषद व संसद सदस्य,
८. मा. मुख्यमंत्री यांचे प्रधान सचिव, मंत्रालय, मुंबई ४०००३२.
९. मा. मुख्यमंत्री यांचे सचिव, मंत्रालय, मुंबई ४०००३२.
१०. सर्व मा.मंत्री / मा. राज्यमंत्री यांचे खाजगी सचिव, मंत्रालय, मुंबई ४०००३२.
११. मा.मुख्य सचिव यांचे स्वीय सहायक, मंत्रालय, मुंबई ४०००३२.
१२. अपर मुख्य सचिव / प्रधान सचिव / सचिव, सर्व मंत्रालयीन प्रशासकीय विभाग, मुंबई ४०००३२.
१३. मा.महाअधिवक्ता, महाराष्ट्र राज्य, मा.मुंबई उच्च न्यायालय.
१४. प्रधान महालेखापाल (लेखा व अनुज्ञेयता)-१, महाराष्ट्र, मुंबई.
१५. प्रधान महालेखापाल (लेखा व अनुज्ञेयता)-२, महाराष्ट्र, नागपूर.
१६. प्रधान महालेखापाल (लेखापरीक्षा)-१, महाराष्ट्र, मुंबई.
१७. प्रधान महालेखापाल (लेखापरीक्षा)-२, महाराष्ट्र, नागपूर.
१८. श्री. सुरेश कुमार, सेवानिवृत्त भा.प्र.से. तथा माजी उपलोकआयुक्त तसेच प्रभारी लोक आयुक्त, महाराष्ट्र तथा समितीचे अध्यक्ष.
१९. श्री.जयंतकुमार बांठिया, सेवानिवृत्त भा.प्र.से. तथा माजी मुख्य सचिव तथा समितीचे सदस्य.
२०. श्री. स्वाधीन क्षत्रिय, सेवानिवृत्त भा.प्र.से. तथा माजी मुख्य सचिव व माजी मुख्य राज्य सेवा हक्क आयुक्त, महाराष्ट्र सेवा हक्क आयोग तथा समितीचे सदस्य.
२१. श्री.अजितकुमार जैन, सेवानिवृत्त भा.प्र.से. तथा माजी राज्य माहिती आयुक्त, बृहन्मुंबई तथा समितीचे सदस्य.
२२. श्री. के.पी. बक्षी, सेवानिवृत्त भा.प्र.से. तथा माजी अध्यक्ष, महाराष्ट्र जलसंपत्ती नियामक प्राधिकरण तथा समितीचे सदस्य.
२३. सह/उप सचिव, प्र.सु.व र. व का., सामान्य प्रशासन विभाग तथा समितीचे सदस्य सचिव.
२४. निवड नस्ती (का.१८ अ), सामान्य प्रशासन विभाग, मंत्रालय, मुंबई ४०००३२.

## ANNEXURE III

### Maharashtra Good Governance Legislation (Draft)

#### Maharashtra Good Governance Legislation

To give statutory recognition and necessary legal framework to explicitly provide citizens Good Governance, implicit in the constitution, an ethical, responsive, effective, efficient, decentralized, participatory, inclusive, transparent, accountable, and citizen-centric governance as perceived, expected and understood by the citizens as Good Governance.

- 1** It is hereby enacted in the -----Year of the Republic of India as follows:
  - i.** This Act may be called the Maharashtra Good Governance Act, 2023
  - ii.** It extends to the whole of the State of Maharashtra.
  - iii.** It shall be deemed to have come into force on-----  
--- 2023.
  - iv.** It shall apply to all government departments, Directorates, Organisations, Local Self-Governments, both urban and rural as defined in Sections 2(i).
- 2** Definitions  
In this Act, unless the context otherwise requires, —
  - a** “Competent Authority” means the Disciplinary Authority or the Controlling Officer or the authorised authority or as prescribed as the case may be;
  - b** “Department” means a Department of the State Government or of a Public Authority, as the case may be;
  - c** “Designated Officer” means an officer designated to perform specific functions;
  - d** “eligible person” means a person who is eligible for obtaining a public service and also includes a legal person;
  - e** “First Appellate Authority” means an officer appointed by the competent Public Authority;
  - f** “Government” or “State Government” means the Government of Maharashtra;
  - g** “Good Governance” will include adherence to principles of participation, rule of law, transparency, responsiveness, consensus orientation, equity and inclusiveness, effectiveness and efficiency, accountability and strategic vision. It includes a citizen-centric administrative system, public service orientation and an effective grievance redressal mechanism.
  - h** “Good Governance Practices” means practices included in the Good Governance Manual, Manual of Office Procedure or directions issued by the competent authority;
  - i** “local authority” means any authority, Municipal Corporation, Municipal Council, Nagar Panchayat, Industrial Township, Planning Authority, Zilla Parishad, Panchayat Samiti and Village Panchayat and other local self-Governments constituted by law; and also includes Development Authorities or other statutory or non-statutory bodies;
  - j** “prescribed” means prescribed by the rules made under this Act;
  - k** “prescribed time limit” means time prescribed for carrying out various tasks
  - l** “Public Authority” means,—
    - a** any Department or authorities of the Government;
    - b** any organization or authority or body or corporation or institution or a local authority, established or constituted, —  
  
by or under the Constitution of India, in the State; (ii) by any other law made by the State Legislature; (iii) by notification issued by the Government;
    - c** and includes,—
      - i** an institution, a co-operative society, a Government Company or an authority owned, controlled or financed by the State Government; or
      - ii** any non-Governmental organization receiving financial assistance from the State Government;
  - m** “public services” means all services provided by any Government Dept, Organisation, Public authority as defined in section 2(l)  
  
(m1) “Related relevant legislations” means relevant enactments which address different parameters of good governance such as transparency or public service delivery;
  - n** “right to service” means right of an eligible person to obtain the public services within the stipulated time limit as notified by the Public Authority, from time to time;
  - o** “stipulated time limit” means the time limit as notified within which the public service is to be provided by the Designated Officer to any eligible person.

### 3 Good Governance Practices

- i. Government, every Department, office, public authority, and every public functionary shall practice good governance practices, as per Manual of Good Governance and Manual of Office Procedure, published by Government, related relevant legislation and instructions as prescribed by competent authorities in the course of their functioning, both in the processes as also in the outcomes of Governance.

- ii. Government Process Re-engineering

Every department and public authority shall map all its processes related to the services being provided by them and make them Good Governance compliant, through Governance Process Re-engineering. The processes so revised will be duly compiled in appropriate departmental manuals and will be duly published in public domain.

- iii. Adoption of good governance practices should be a Key Result Area at each level. Every department and public authority shall compile and publish Annual Good Governance Report, bringing out achievement in adoption of good governance practices and the schemes and programmes included in Citizens Charter.

- iv. Good Governance Compliance

The government departments and other public authorities shall get themselves certified as good governance compliant by an authority designated by the government in this regard. The authority so designated will certify these units as fully, partially, or non-compliant by issuing them colour-coded certificates.

- v. Good Governance Index:

Government shall lay down the Good Governance Indices covering both processes and outcomes, at state, district and lower unit level, based upon parameters and methodology, as prescribed.

### 4 Recognition of Good Governance

Based upon Good Governance Compliance certificates and Good Governance Index, departments, offices, public authorities and public functionaries should be felicitated and incentivized to ensure their continued interest in good governance and administrative innovations. This should be included as a parameter for their annual performance rating.

### 5 Winning public trust

- i. Winning public trust being the cornerstone of citizen-centric governance, departments, offices, public authorities and public functionaries shall ensure that what is promised in the Citizen's Charter is delivered and what is prescribed is practiced and is duly published on their websites.

- ii. All the public authorities in the Government shall publish the office timings for meeting the citizens at conspicuous places in their offices and on their websites and ensure that the officers concerned are available on the days and times notified and in event of non-availability, make alternate arrangements and inform non-availability to the applicant.

- iii. Every department and public authority should publish an Annual Good Governance Report to inform the performance on each parameter with regard to the prescribed norms and the Citizen's Charter.

- iv. Departments and public authorities should identify and adopt a Mission Approach to prevent recurrent concerns of the citizens.

### 6 Citizen's Voice and Participation

- i. The departments and public authorities should provide a mechanism to get citizens' feedback through various means including perception and satisfaction surveys, experience of service delivery, schemes and programs, social audits.

- ii. Every department and public authority should take steps to sensitize the public about the objectives and their obligations under various Acts, regulations and instructions which should be widely publicized so that the citizens are made aware and not deprived of their entitlement due to their ignorance and can participate in the governance process.

Dynamic system of FAQs may be developed and published for public information. Every scheme/ program/ regulation should reserve a part of budget provision for sensitization of the public.

- iii. Citizens may be involved in the governance process in various areas of governance to draw upon their personal knowledge and experience. The process may be standardized and included in the Aaple Sarkar Portal as also in the Citizens Charter. To create confidence amongst the citizens, the Annual Good Governance Report may report suggestions received and actions taken.

### 7 Generic Approach

- i. To minimize the large number of complaints arising due to complex administrative procedures and practices and cluttering of the system at every level, a generic approach to deal with complaints shall be followed. While analyzing the individual complaints and resolving them, in case a specific type of complaint exceeds a threshold prescribed by the competent authority, it shall be mandatory that the very underlying process shall also be examined and re-engineered within a prescribed time limit, so that such complaints do not recur.

- ii. A periodic review and analysis of the complaints received on the web-portals and through other means is an effective instrument to identify the areas of improvement in the government function.

Similar generic system may be followed while examining complaints and issues in other categories including disputes.

## 8 No Delay Governance

- i. The departments should prevent delay by strictly following the time limits prescribed in the Prevention of Delay in the Discharge of Official Duties in Maharashtra Government Servants Regulation and Prevention of Delay Act in Discharge of Official Duties Act and Citizens Charter without any expectations of reminders. The provisions of auto alerts and escalation should be inbuilt in the system so that the delay gets reported to the next higher level after a prescribed period of time and gets reflected on the Dashboard of such higher authority, thus effectively serving an ephemeral role.
- ii. Alerts and escalation may also be followed in the Maharashtra Right to Public Services Act of 2015 without waiting for the complainant to file a formal appeal, in addition to the existing system of appeals.
- iii. Secretaries and Heads of the Department shall be responsible to ensure the implementation of this Act and the provisions in the Prevention of Delay in the Discharge of Official Duties in Maharashtra Government Servants Regulation and Prevention of Delay in Discharge of Official Duties Act.

## 9 Good Governance Compliant Government Resolutions

Omnibus Government Resolutions may be issued for each theme and sub theme in supersession of all previous Government Resolutions and Orders. These should be designed as Good Governance Instruments and should include a To-Do list indicating the specific responsibility and outcome of each public functionary, performance indicators, format, times schedule and manner of submission of Compliance Certificate to prevent delay. System of alerts and escalation shall ensure that the prescribed time frame is followed. A template for the same may be prescribed.

## 10 Providing Public Services to Citizens

- i. Every department and public authority shall ensure that all its functions, activities, plans, instruments and outlays are service oriented and are directed to and shall result in specific services and outcomes to citizens, employees, businesses and other public authorities and classified as prescribed.
- ii. All citizens shall receive entitled services, online, hassle-free and as per prescribed timeframe, quality, and manner.
- iii. 10(3) Every department should publish a master list of all the services being provided to the citizens. A consolidated list of all such services should be prepared and published by the GAD (A R O & M) or a designated officer.
- iv. All services shall be notified including: a) Government to Citizens, b) Government to Employees, c)

Government to Government, d) Government to Business, unless specifically exempted by a committee constituted under the chairmanship of the Chief Secretary for this purpose.

- v. It must be ensured that all online services are available to the citizens from a single platform. All online services must be integrated with this single platform.
- vi. It shall be mandatory for all the departments to take a review of the existing services notified and the newly-added services in the financial year under review. This information in a prescribed format should be laid in the legislature during the budget session.

## 11 Grievance Redressal

- i. Every department and public authority shall redress grievances of the citizens without harassment and inconvenience within prescribed time frame.
- ii. Grievance redressal mechanism should be citizen-friendly, provide for FAQs, have all options for mode of complaint including voice, social media platforms and call centers. It should be fully online, enabling office-wise and category-wise classification and monitoring progress. Every offline grievance or complaint should be entered into the system before processing. The system should enter the nature of complaint in the portal which shall enable systemic resolution and also facilitate generation of FAQs.
- iii. Departments have constituted various forums at the divisional, district and lower levels to deal with grievances. Instructions have also been issued for the presence of relevant authorities in office to redress public grievances. Authorities at various levels tasked with grievance redressal should follow these instructions and monitor the compliance of grievance redressal by the reporting authorities.
- iv. If the grievance cannot be resolved through the existing policy framework, the issue may be escalated to senior level for consideration whether these grievances require reconsideration.
- v. Every meeting of forums especially constituted for grievance redressal or regular departmental meetings should review the disposal of grievances and complaints. System of alerts and escalation should be implemented to track and resolve grievances.
- vi. Requisite staff and infrastructure may be made available for grievance redressal mechanisms.

## 12 Transparency in Governance

Every authority shall carry out its functioning in the most transparent manner and proactively publish information for Citizens about the functioning of the government as prescribed under the Right to Information Act. The Government shall felicitate online submission of RTI applications and suo moto disclosure of information through an appropriately designed web-portal.

### 13 Data-Driven Governance

To move to data-driven governance, the government shall formulate and enforce a policy for management, sharing and analysis of data and establish state data bank to ensure data collection from and access to all public authorities and to further leverage full power of information technology for e-governance, digitization and digital transformation in every sphere of working.

### 14 Integrated Approach

Government shall devise mechanisms to ensure that the departments and public authorities work together in an integrated manner to provide synergy instead of working in isolation.

### 15 Rule of Law and Speedy and Affordable Justice

- i. Rule of law shall be enforced in letter and spirit. Index of Rule of law or parameters may be developed and considered while framing good governance indexing.
- ii. Speedy and affordable justice shall be provided to citizens while ensuring that no citizen is deprived of justice. Legal aid may be ensured for all eligible beneficiaries.
- iii. Mechanism may be developed, and an annual legal audit of the working of departments and public authorities may be carried out.
- iv. Departments and public authorities may be provided legal staff as per need and they may be provided regular legal training to ensure their ability to perform their duties.

### 16 Sunset Policy

Government shall evolve and operationalize the concept of sunset policy as per which every Act and Rule may be reviewed after a specified period and enactments shall provide for framing of Rules after a specified period after the enactment.

### 17 Efficiency and Effectiveness

- i. Every department and public authority should ensure that public services are delivered, public functions performed, schemes and programs implemented, infrastructure developed, public sector undertakings operated, projects executed and regulations enforced in the most efficient manner on par with the best within and outside government.
- ii. Time frame for achieving the best standards within and outside the government should be fixed, announced, and monitored.
- iii. Quality of infrastructure, buildings, plant and machinery, being dependent upon maintenance, maintenance grant may be provided as per norms for the existing assets, provision for maintenance may be made while creating new immoveable assets or buying moveable plant and machinery and state maintenance policy formulated and operationalized.

### 18 Equity and Economic Growth

- i. 18(1) State shall follow fiscally-responsible and socially-responsive economic policy, internalizing inclusion in the working of every department, empowering marginalized, vulnerable, disadvantaged and weaker sections through life time capacity building, to enable them to realise their full potential and bridge the various divides in the society and bring about an equitable social order as an engine of economic growth.
- ii. 18(2) Degree of inequality should be measured along with average through a suitable measure and be included in targets and performance evaluations.
- iii. 18(3) Every department and public authority shall work towards enhancing equity and reflect measures taken and achievements in Annual Good Governance Report
- iv. 18(4) Migrants face special problems in accessing and availing benefits available under various schemes. Government shall design and operationalize mechanisms to ensure all departments and public authorities take measures to deal with the problems of migrants.

### 19 Probity in Governance

Every Public authority should strive to maintain the highest levels of probity in its functioning and their acts should be perceived as ethical by citizens and civil society. Various cases of irregularities, and malpractices that have come to notice through reports of various regulatory and enforcement authorities or otherwise should be classified, directorised and following generic approach, policy, procedures and practices facilitating the said irregularities may be identified and systemically examined and modified so that these do not recur.

### 20 Institutional Capacity Building

- i. Meeting the future challenges requires organizational capacity which should be developed to complement the various programs of socio-economic development. Capacity of employees, at all levels, should be built on a lifetime capacity building basis to develop their full potential to promote good governance. Employees may be provided online and offline opportunities to develop their full potential. Capacity and skills of functionaries, offices, public authorities, and departments may be evaluated/assessed through suitable mechanisms and a suitable Index may be developed. Employees may be given incentives based upon the skill and capacity level.
- ii. Representatives of the people at various levels play a very important role in the entire governance process. They need to be adequately equipped to play that role through training, information dissemination and support.
- iii. Employees being a subset of society, have both responsibility and right to provide good governance

to citizens. They need to be both held responsible for not performing their duties as also equipped and incentivized for performance providing for both penalty and incentive together and are not penalized for bonafide actions in the line of duty.

- iv. Training institutions should be developed to meet the demands of capacity building of the employees.

## 21 Future Challenges

21(1) Government should prepare to face the future to meet the myriad challenges of 2047 by converting them into opportunities. Good Governance will be a key factor in the strategy of growth.

21(2) Good Governance plans should be formulated concurrently with state's development plans to complement and supplement the plans.

21(3) Concept of Wealth of the State may be developed and the wealth inventorised, protected, preserved and enhanced for sustainable growth. All public assets, both moveable and immoveable shall be preserved, maintained and used optimally.

## 22 Action on Reports

Departments and public authorities should take action on the reports of various commissions, committees, working groups and study groups appointed by them as per prescribed procedure and time table. Decision to set up another committee on the same subject must be justified by the decision on the earlier reports

## 23 Best Practices and Innovation

Every department and public Authority should document administrative innovations and best practices which could be replicated. Websites may be created, and best practices uploaded for wider circulation with suitable recognition and support for innovation. Other means of wider circulation may also be explored. The best practices should be institutionalized by incorporating the same in the policy, manuals or the resolutions governing the sector.

## 24 Equipping Organisations

Requisite organisational framework, infrastructure, staffing environment, and funding should be provided to the departments and public authorities to enable them to perform their roles as prescribed for promoting Good Governance as prescribed.

## 25 Urban and Rural Bodies

Urban and rural local bodies shall be empowered through decentralization of powers and responsibility, capacity building, and resource allocation on one hand and related accountability on the other to enable them to play the role envisaged by the constitution and to specifically address the concerns of the citizens.

## 26 Civil Society Institutions

Civil society institutions including cooperative societies, NGOs, religious establishments, philanthropic and charitable institutions, educational institutions, corporate sector are contributing and have great potential to contribute to the state's socio-economic development. They need to be partnered in the state's development, empowered and their substantial contribution documented suitably.

27 The State Government may issue to the Public Authority such general or special directions in writing for the purpose of effective implementation of this Act and the Public Authority shall be bound to follow and act upon such directions.

28 A standing committee under the chairmanship of the Chief Secretary may be set up. This standing committee will review and monitor progress of implementation of the Manual of Good Governance and the provisions of this Act.

29 A cabinet sub-committee may be set up to review the progress and implementation of this Act. The standing committee will report the findings to the cabinet sub-committee

30 Government must prepare an Annual Good Governance Report every year and table it in the legislature. After tabling the Annual Good Governance Report, the same should be published on the government website.

31 No suit, prosecution or other legal proceedings shall lie against any government functionary or public authority for anything which is done or purported to have been done in good faith in pursuance of the provisions of this Act or the rules made thereunder.

32 In relation to the implementation, the provisions of this Act shall have effect notwithstanding anything inconsistent therewith contained in any other law for the time being in force or in any rules having effect by virtue of any law other than this Act.

## 33

i. The Government may, subject to the condition of previous publication, by notification in the Official Gazette, make rules to carry out the purposes of this Act.

ii. Every rule made under this Act, shall be laid, as soon as may be, after it is made, before each House of the State Legislature, while it is in session for a total period of thirty days, which may be comprised in one session or in two or more successive sessions, and if, before the expiry of the session in which it is so laid or the session immediately following, both Houses agree in making any modification in any rule or both Houses agree that the rule should not be made, and notify their decision to that effect in the Official Gazette, the rule shall, from the date of publication of a notification in the Official Gazette, of such decision have effect only in such modified form or be of no effect, as the case may be; so,

however, that any such modification or annulment shall be without prejudice to the validity of anything previously done or omitted to be done under that rule.

## 34

- i. If any difficulty arises in giving effect to the provisions of this Act, the State Government may, as occasion arises, by an order published in the Official Gazette, do anything not inconsistent with the provisions of this Act, which appears to it to be necessary or expedient for the purpose of removing the difficulty;

Provided that, no such order shall be made after the expiry of a period of two years from the commencement of this Act.

- ii. Every order made under sub-section (1) shall be laid, as soon as may be, after it is made, before each House of the State Legislature.

## ANNEXURE IV

### List of Acts, Rules, Policies and Manuals

#### Acts and Rules:

- |  |   |
|--|---|
| <b>1</b> Maharashtra Right to Public Services Act, 2015 and Rules 2016   | <b>2</b> Annual Report of LokAyukta and Upa-LokAyukta, 2005   |
| <b>2</b> Right to Information Act, 2005 and Rules 2005   | <b>3</b> Annual Report of the State Information Commission, Maharashtra 2019.   |
| <b>3</b> The Maharashtra Government Servants Regulation of Transfers and Prevention of Delay in Discharge of Official Duties Act, 2005 | <b>4</b> Compendium on best practices on RTI, Government of India by Ministry of Personnel, Public Grievances and Pensions Department of Personnel and Training, Government of India. |
| <b>4</b> Maharashtra Public Records Act, 2005 and Rules 2007   | <b>5</b> Compendium of Government Decisions/circulars on organisation and methods by General Administrative Department (A.R.,O.& M), June 2021.                                       |
| <b>5</b> The Maharashtra Lokayukta and Upa-Lokayukta Act, 1971 and Rules 1973 & 1974   | <b>6</b> Ease of Doing Business Economic Profile, India by World Bank Group   |
| <b>6</b> The Legal Services Authorities Act, 1987 and Rules of 1998  | <b>7</b> Ease of Living Index, 2019 by MoHUA, GoI.  |
| <b>7</b> The Registration of Births and Deaths Act, 1969   |   |

#### Manuals:

- |   |  |
|---|--|
| <b>1</b> Central Secretariat Manual of Office Procedure, 2022 | <b>8</b> Maharashtra Right to Public Services Commission Annual Report, 2021-2022  |
| <b>2</b> Manual of Office Procedure, 1963 and 1994            | <b>9</b> Report of Dr. C. Rangarajan Commission, 2001  |
| <b>3</b> Manual of Procurement of Goods, 2017                 | <b>10</b> Report of The One Man Committee on Good Governance by Dr. Madhav Godbole, Former Union, Home Secretary (July 2001)         |
| <b>4</b> Vigilance Manual, 2017                               | <b>11</b> Report on Balanced Regional Development Issues in Maharashtra by the High Level Committee headed by Dr. Vijay Kelkar, 2013 |

#### Policies:

- |   |  |
|---|--|
| <b>1</b> e-Governance Policy of Maharashtra, 2011             | <b>12</b> Second Administrative Reforms Commission Report on Citizen Centric Administration, February 2009   |
| <b>2</b> National Data Sharing and Accessibility Policy, 2012 | <b>13</b> Special Campaign 2.0: Guidelines & monthly report (August - September 2022) by Department of Administrative Reforms and Public Grievance, GoI. |
| <b>3</b> State Procurement Policy, 2016                       |  |
| <b>4</b> State Training Policy, 2011                          |  |

#### Reports:

- |  |  |
|--|--|
| <b>1</b> Administration Reforms Committee Report, by Shri. D. M. Sukthankar, Former Chief Secretary, Maharashtra (December 2002) | <b>14</b> The Good Governance Index, DARPG, 2021 |
|--|--|

## ANNEXURE V

### List of GRs

#### Preface

Sr. No.	Departments	Subject	Date	GR. No.	Unique Number
1.	GAD	Setting up a committee to prepare good governance rules to make administration accountable, easy, clean, transparent and speedy	27/05/2022	शासन निर्णय क्र. सुशानि २०२२/प्र. क्र.२८/१८-अ	202205271318547107
2.	GAD	Extending the deadline of the committee constituted to prepare the Manual of Good Governance.	23/11/2022	शासन निर्णय क्र. नीतिआ-2022/ प्र.क्र.37(भाग-1)/ का-1412	202211231139248007

#### Chapter 1: Concept, Principles and Scope of Good Governance

Sr. No.	Departments	Subject	Date	GR. No.	Unique Number
1.	GAD	Setting up a committee to prepare good governance rules to make administration accountable, easy, clean, transparent and speedy	27/05/2022	शासन निर्णय क्र. सुशानि २०२२/प्र. क्र.२८/१८-अ	202205271318547107
2.	Planning	Setting up of the Maharashtra Institute for Transformation (MITRA)	11/11/2022	शासन निर्णय क्र. नीतिआ-2022/ प्र.क्र.37(भाग-1)/ का-1412	202211111656374816
3.	Planning	Setting up of the Economic Advisory Council (EAC)	30/12/2022	शासन निर्णय क्र. रशकाना-2022/प्र. क्र.03/का-1417	202212301155085916
4.	DIT	Implementation of e-office SOP in all government offices from 1st March 2023	23/02/2023	शासन परिपत्रक क्रमांक : मार्तसं २०२२/प्र.क्र.६२/ से-१/३९	202302231826565311

#### Chapter 2: Rule of Law and Speedy and Affordable Justice

Sr. No.	Departments	Subject	Date	GR. No.	Unique Number
1.	Co-operation	Standing Committee in pursuance of amendments to Maharashtra Co-operative Societies Act 1960, rules 1961 and election rules 2014	10/06/2022	शासन निर्णय क्रमांक:- अर्थसं- ०३२२/ प्र.क्र.६९/१३-स	202206101827064402

#### Chapter 4: Maharashtra Right to Public Services

Sr. No.	Departments	Subject	Date	GR. No.	Unique Number
	GAD	List of notified services	25/01/2023		
1.	DIT	Procedure for sanctioning Aaple Sarkar Seva Kendra by the Collector.	19/01/2018	माहहती तंत्रज्ञान (सा. प्र.हव.) हवभार् शासन हनर्गयक्र. मातंसं-1716/प्र. क्र.517/39	201801191141N526211
2.	GAD	All services notified under the MRTPS Act, 2015 must be provided online.	28/11/2022	शासन परिपत्रक क्र. आरटीएस-२०२२/प्र. क्र.१४२/लो.दि.क.	202211291452208307
3.	GAD	All notified services must be provided online through a single platform on Aaple Sarkar. This decision was taken to facilitate citizens in applying for services with ease.	28/09/2015	शासन परिपत्रक क्रमांक: संकीर्ण- २०१५/प्र. क्र. १२३/१८ (र. व का.)	201509281745362707

#### Chapter 5: Transparency and Right to Information

Sr. No.	Departments	Subject	Date	GR. No.	Unique Number
1.	GAD	Preparation of Inventory of Public Authorities under RTI Act, 2005.	18/09/2009	शासन आदेश क्रमांक -केमाअ २००९/५१५/ प्र.क्र.३७६/०९/सहा.	2009091855710001
2.	Department of Personnel and Training, GoI.	NA	20/09/2022	OM No. 1/34/2013-IR (Pt)	NA
3.	Department of Personnel and Training, GoI.	Third Party Audit by any Government Training Institute in respect of Ministry/ Department/ Public Authority –reg.	15/10/2019	No: 1/34/2013-IR (Pt)	NA

## Chapter 7: Promoting Administrative Innovations and Good Governance

Sr. No.	Departments	Subject	Date	GR. No.	Unique Number
1.	Revenue and Forest Department	ACS Revenue in 2011 identified 11 Administrative Innovations which were compiled in the Government Resolution. Implementation of Suwarna Jayanti Rajaswa abhiyan.	18/09/2009	शासन निर्णय क्रमांक : संकिर्ण २०११/प्र. क्र.५७/म-८	20110415103506000
2.	Revenue and Forest Department	Establishment of Unified project management unit for implementation of various computerization projects in the Revenue Department	18/04/2022	शासन वनणफयक्रमांक: संवकणफ-202२/प्र. क्र. ६३/ल-1.	202204181229134000

## Chapter 8: Citizens in Governance and Prevention of Delay

Sr. No.	Departments	Subject	Date	GR. No.	Unique Number
1.	GAD	New Procedure for dealing with reports of committees, commissions, study groups, task forces, etc.	31/05/1976	Circular No. CSC/1075/II/XVIII (O&M)	
2.	DIT	Implementation of e-office in all government offices from 1st April 2023	23/02/2023	शासन पफरपत्रक क्रमांक : मातंसं 2022/प्र.क्र.62/से-1/39	202302231826565311

## Chapter 10: e-Governance and Digital Transformation

Sr. No.	Departments	Subject	Date	GR. No.	Unique Number
1.	Planning Department	To provide funds for State Innovation Council & District Innovation Council	27/06/2014	DAP-1014/ Pra-kra-68/Ka-1481	201406271500484000
2.	Finance Department	Revised rates of travelling allowance and daily allowance admissible to government employees	03/03/2010	Prawas-1010/ Pra-kra-2/seva-5	20100304133525000

## Chapter 11: Data-Driven Governance and State Data Bank

Sr. No.	Departments	Subject	Date	GR. No.	Unique Number
1.	Planning	Setting up of the Maharashtra Institute for Transformation (MITRA)	11/11/2022	शासन निर्णय क्र. नीतिआ-2022/ प्र.क्र.37(भाग-1)/ का-1412	202211111656374816
2.					

## Chapter 12: Training and Capacity Building

Sr. No.	Departments	Subject	Date	GR. No.	Unique Number
1.	GAD	State Training Policy of Maharashtra	23/09/2011	GR No: TRN-09/ Pra.Kra.39/09/12-A	20110823172935001
2.					

## Chapter 14: Challenges of the Present and Prevention of Recurrence of Concerns

Sr. No.	Departments	Subject	Date	GR. No.	Unique Number
1.	PHD	Constitution of a Core Committee to prevent child deaths in tribal areas	24/09/2015	शासन निर्णय क्रमांक: सा.आ.वि. ३००११/प्र. क्र.२/२०१४/आ-७	201509241329285317
2.	PHD	Regarding the establishment of a committee under the chairmanship of CS for the effective implementation of Mission Melghat in relation to malnutrition	20/03/2015	शासन निर्णय क्रमांक: न्यायप्र-०७१८/प्र. क्र.३७३/ आरोग्य-७	201903251649200017
3.	TDD	Establishment of high level committee for implementation and monitoring of Navsan-jeevan Scheme in tribal areas	19/07/2004	शासन निर्णय क्रमांक- कुपोनि-२००४/प्र.क्र. ८७/का. ८	NA

## Chapter 16: Vision@2047

Sr. No.	Departments	Subject	Date	GR. No.	Unique Number
1.	Planning	Setting up of the Maharashtra Institute for Transformation (MITRA)	11/11/2022	शासन निर्णय क्र. नीतिआ-2022/ प्र.क्र.37(भाग-1)/ का-1412	202211111656374816
2.	Planning	Setting up of the Economic Advisory Council (EAC)	30/12/2022	शासन निर्णय क्र. रशकाना-2022/प्र. क्र.03/का-1417	202212301155085916

## ANNEXURE VI

### Bibliography

- 1 Administrative Reforms in India 2014-2022, Presentation by Mr. V. Srinivas (1st December, 2022).
- 2 Badreddine, A., Romdhane, T.B., and Amor, N.B. Proceedings of the International Multi-Conference of Engineers & Computer Scientists- A New Process-Based Approach for Implementing an Integrated Management System: Quality, Security, Environment, 2009.
- 3 Digital Preservation - Ministry of Electronics and Information Technology
- 4 Good Governance in India by Vasundhara Mohan & Scaria Pannackal
- 5 Good Governance Initiatives in India edited by E. Vayunandan & Dolly Mathew
- 6 Good Governance Never on India's Radar by Dr. Madhav Godbole
- 7 Good Governance Week, 20th - 25th December, Ministry of Personnel, Public Grievances & pensions, DARPG, GoI.
- 8 Leonardo Consulting. Why Process-Based Management? Australia: Leonardo Consulting, 2010 [Accessed 14 October 2014]
- 9 National Centre for Good Governance Occasional Paper (August 2022), Administrative Reforms in India 2014-2022, DARPG by Mr. V.Srinivas.
- 10 National e-Governance Service Delivery Assessment 2021, by Department of Administrative Reforms & Public Grievances (DARPG), GOI
- 11 Process-based Management" Barron's Business Guides: Dictionary of Accounting Terms, Jae K. Shim et al., Barron's Educational Series, 2014. Credo Reference, Accessed 09 Oct 2016.
- 12 Second Administrative Reforms Commission Report on Citizen Centric Administration, February 2009
- 6 Government Process Re-engineering: Governance building capacity: <https://www.meity.gov.in/writereaddata/files/GPRH170512.pdf>
- 7 [https://en.wikipedia.org/wiki/Business\\_process\\_management](https://en.wikipedia.org/wiki/Business_process_management)
- 8 <https://techcavass.com/blogs/bpr-vs-bpm.aspx>
- 9 <https://www.bptrends.com/publication-files/10-07-ART-Govt.ProcessMgt.-Tregear%20and%20Jenkins-ph.pdf>
- 10 [https://www.google.co.in/url?sa=i&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=0CAM-Qw7AJahcKEwiwjlaRrIX9AhUAAAAAHQA-AAAAQAw&url=https%3A%2F%2Fwww.yashada.org%2Fyash%2Fgovcii%2Fstatic\\_pgs%2Fsession-wise%2FSession-7%2FSession-7-C-Govt\\_proces\\_reengineering.pdf&psig=AOvVaw3nNXX65h6IB4CYAokHsQ-jl&ust=1675925749854894](https://www.google.co.in/url?sa=i&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=0CAM-Qw7AJahcKEwiwjlaRrIX9AhUAAAAAHQA-AAAAQAw&url=https%3A%2F%2Fwww.yashada.org%2Fyash%2Fgovcii%2Fstatic_pgs%2Fsession-wise%2FSession-7%2FSession-7-C-Govt_proces_reengineering.pdf&psig=AOvVaw3nNXX65h6IB4CYAokHsQ-jl&ust=1675925749854894)
- 11 <https://www.meity.gov.in/writereaddata/files/GPRH170512.pdf>
- 12 <https://www.techtarget.com/searchcio/definition/business-process-management>
- 13 Importance of Data Retrieval: Accurate Classification Types: aparavi.com
- 14 MAHA-IT: mahait.org
- 15 Microsoft Word - COL\_000A: cgg.gov.in
- 16 National Cloud | National Informatics Centre: www.nic.in
- 17 Office of the Comptroller and Auditor General of India 2017 - WB-AUD-I-Guidelines-on-Data-Analytics-20200625164353.pdf (cag.gov.in)
- 18 Open Government Data Platform India – Dos: smartcities.data.gov.in
- 19 Process Digitalization in Digital Transformation - Albatian
- 20 What is Data Cleansing? Guide to Data Cleansing Tools, Services, and Strategy | TalendWhat is Data Processing? Definition and Stages - Talend Cloud Integration | Talend
- 21 Supreme Court Decisions interpreting right to information as a fundamental right:
  - i. Bennett Coleman and Co. VS Union of India (AIR 1973 SC 106)
  - ii. State of UP VS Raj Narain Case AIR 1975 SC 865

### References:

- 1 Citizen satisfaction with public services and institutions | Government at a Glance: Western Balkans | OECD iLibrary: [oecd-ilibrary.org](https://oecd-ilibrary.org)
- 2 DPAR 45 PRJ: [karnataka.gov.in](https://karnataka.gov.in)
- 3 Extraordinary Published by authority no. 1270, Cuttack: <https://data.gov.in/sites/default/files/State-data-policy-Odisha.pdf>
- 4 Full Process Digitalization: [autoform.com](https://autoform.com)
- 5 Government Open Data License - India | [smartcities.data.gov.in](https://smartcities.data.gov.in) <https://smartcities.data.gov.in/government-open-data-license-india>

- iii. Maneka Gandhi VS Union of India case 1978 SCR (2)621
- iv. Indian Express Newspapers (Bombay) 1 SCC 641
- v. Union of India VS Association for Democratic Reforms (2002)
- vi. The Peoples' Union of Civil Liberties -2003 (001) SCW 2353 SC

**22** What is Data Retrieval? - Definition from Techopedia

## ANNEXURE VII

### Abbreviations

- |   |  |
|---|--|
| <b>1</b> A.R.,O.& M.: Administrative Reforms, Organisation and Management | <b>31</b> CS: Chief Secretary  |
| <b>2</b> ACB: Anti-Corruption Bureau                                      | <b>32</b> CSR: Corporate Social Responsibility                             |
| <b>3</b> ACS: Additional Chief Secretary                                  | <b>33</b> DARPG: Department of Administrative Reforms and Public Grievance |
| <b>4</b> ADF: Automated Data Flow   | <b>34</b> DBT: Direct Benefit Transfer                                     |
| <b>5</b> ADR: Alternate Dispute Resolution                                | <b>35</b> DDO: Drawing and Disbursing Officer                              |
| <b>6</b> ADF: Animal Husbandry, Dairy and Fishery                         | <b>36</b> Dept.: Department  |
| <b>7</b> AIRA: Artificial Intelligence based Road Quality Inspection      | <b>37</b> DES: Directorate of Economics and Statistics                     |
| <b>8</b> ANM: Auxiliary Nurse Midwife                                     | <b>38</b> DGIPR: Directorate General Information and Public Relation       |
| <b>9</b> API: Application Programming Interface                           | <b>39</b> DIT: Department of Information Technology                        |
| <b>10</b> APIO: Assistant Public Information Officer                      | <b>40</b> DIT: Directorate of Information Technology                       |
| <b>11</b> APMC: Agricultural Produce Market Committee                     | <b>41</b> DO: Desk Officer   |
| <b>12</b> AR/VR: Augmented Reality/ Virtual Reality                       | <b>42</b> DS: Deputy Secretary   |
| <b>13</b> AR: Augmented Reality   | <b>43</b> DSC: Digital Signature Copy                                      |
| <b>14</b> ASCI: Administrative Staff College of India                     | <b>44</b> EAC: Economic Advisory Council                                   |
| <b>15</b> ASO: Assistant Section Officer                                  | <b>45</b> e-Governance: Electronic Governance                              |
| <b>16</b> ASSK: Aaple Sarkar Seva Kendra                                  | <b>46</b> e-HRMS: Electronic Human Resource Management Service             |
| <b>17</b> ATDM: All Time Document Machine                                 | <b>47</b> EoDB: Ease of Doing Business                                     |
| <b>18</b> ATR: Action Taken Report  | <b>48</b> e-Office: Electronic Office                                      |
| <b>19</b> BEST: Brihanmumbai Electricity Supply & Transport               | <b>49</b> EoLI: Ease of Living Index                                       |
| <b>20</b> BPR: Business Process Re-engineering                            | <b>50</b> e-QJ courts: Electronic Quasi-Judicial courts                    |
| <b>21</b> CAFO: Chief Accounting & Finance Officer                        | <b>51</b> FAQs: frequently Asked Questions                                 |
| <b>22</b> CAG: Comptroller and Auditor General                            | <b>52</b> FCS: Food, Civil supplies and Consumer Protection                |
| <b>23</b> CCVIS: Caste Certificate Verification Information System        | <b>53</b> FRBM: The Fiscal Responsibility and Budgetary Management         |
| <b>24</b> CEEW: Council on Energy, Environment, and Water                 | <b>54</b> FY: Financial Year   |
| <b>25</b> CEO: Chief Executive Officer                                    | <b>55</b> G2B: Government to Business                                      |
| <b>26</b> ChatGPT: Chat Generative Pre-Trained Transformer                | <b>56</b> G2C: Government to Customer                                      |
| <b>27</b> CHS: Co-operative Housing Society                               | <b>57</b> G2E: Government to Employees                                     |
| <b>28</b> CIC: Citizens Charter   | <b>58</b> G2G: Government to Government                                    |
| <b>29</b> CIDCO: City and Industrial Development Corporation              | <b>59</b> GAD: General Administrative Department                           |
| <b>30</b> CRU: Central Registry Unit                                      | <b>60</b> GDP: Gross Domestic Product                                      |

- 61** GG: Good Governance
- 62** GGI: Good Governance Index
- 63** GIS: Geographic Information System
- 64** GoI: Government of India
- 65** GoM: Government of Maharashtra
- 66** GP: Gram Panchayat
- 67** GPM: Government Process Management
- 68** GPR: Government Process Re-engineering
- 69** GR: Government Resolution
- 70** GRAS: Government Receipt Accounting System
- 71** GVA: Gross Value Added
- 72** HDI: Health Development Index
- 73** HMIS: Health Management Information System
- 74** HOD: Head Of Department
- 75** Hon'. CM: Honourable Chief Minister
- 76** Hon. DCM: Honourable Deputy Chief Minister
- 77** HR: Human Resources
- 78** i/c: In charge
- 79** ICDS: Integrated Child Development Services
- 80** ICT: Information and Communication Technology
- 81** iGOT: Integrated Government Online Training
- 82** IHLMS: Integrated housing lottery management system
- 83** IIM: Indian Institute of Management
- 84** 84IIPA: Indian Institute of Public Administration
- 85**
- 86** IIT: Indian Institute of Technology
- 87** IRCTC: Indian Railway Catering and Tourism Corporation
- 88** IT: Information Technology
- 89** JS: Joint Secretary
- 90** KRA: Key Result Area
- 91** KYC: Know Your Client
- 92** L&JD: Law and Judiciary Department
- 93** LMIS: Labour Management Information System
- 94** MAHASDB: Maharashtra State Data Bank
- 95** MAITRI: Maharashtra Industry, Trade, and Investment Facilitation Cell
- 96** MALSA: Maharashtra Legal Service Authority
- 97** MAT: Maharashtra Administrative Tribunal
- 98** MCSR: Maharashtra Civil Services Rules
- 99** MDG: Millenium Development Goals
- 100** MeitY: Ministry of Electronics and Information Technology
- 101** MGNREGA: Mahatma Gandhi National Rural Employment Guarantee Act
- 102** MHADA: Maharashtra Housing and Area Development Authority
- 103** MIDC: Maharashtra Industrial Development Corporation
- 104** MIS: Management Information System
- 105** MITRA: Maharashtra Institute for Transformation
- 106** MMRDA: Mumbai Metropolitan Region Development Authority
- 107** MOP: Manual of Office Procedure
- 108** MoS: Minister of State
- 109** MoU: Memorandum of Understanding
- 110** MRTPA Act: Maharashtra Regional and Town Planning Act
- 111** MRTPS: Maharashtra Right to Public Services Act
- 112** MSMEs: Micro, Small and Medium Enterprise
- 113** NCGG: National Centre for Good Governance
- 114** NDAP: National Data and Analytics Platform
- 115** NDSAP: National Data Sharing and Accessibility Policy
- 116** NGO: Non-Government Organisation
- 117** NIC: National informatics Centre
- 118** NOC: Non Objection Certificate
- 119** NSC: National Statistical Commission
- 120** OGD: Open Government Data
- 121** OLAP: Online Analytical Processing
- 122** PAN: Permanent Account Number
- 123** PCMC: Pimpri Chinchwad Municipal Corporation

<b>124</b> PHD: Public Health Department	<b>147</b> SDSAP: State Data Sharing and Accessibility Policy
<b>125</b> PLV: Para Legal Volunteers	<b>148</b> Sec.: Secretary
<b>126</b> PMO: Prime Minister's Office	<b>149</b> SGoS: Sectoral Group of Secretaries
<b>127</b> PMU: Project Management Unit	<b>150</b> SMS: Short Message Service
<b>128</b> PPP: Public-Private Partnership	<b>151</b> SO: Section Officer
<b>129</b> PS: Principal Secretary	<b>152</b> SOP: Standard Operating Procedure
<b>130</b> PWD: Public Works Department	<b>153</b> SRA: Slum Rehabilitation Authority
<b>131</b> RAG: Red, Amber, Green	<b>154</b> STP: State Training Policy
<b>132</b> R&R: Relief and Rehabilitation Department	<b>155</b> TDD: Tribal Department
<b>133</b> RDD: Rural Development and Panchayat Raj Department	<b>156</b> UAIN: Unique Asset Identification Number
<b>134</b> RFP: Request for Proposal	<b>157</b> UDD: Urban Development Department
<b>135</b> ROLI: Rule of Law Index	<b>158</b> UID: Unique Identification Number
<b>136</b> RTI: Right to Information	<b>159</b> UIDAI: Unique Identification Authority of India
<b>137</b> RTS: Right to Services	<b>160</b> UN: United Nations
<b>138</b> SAPCC: State Action Plan on Climate Change	<b>161</b> UNDP: United Nations Development Program
<b>139</b> SARATHI: System of Assisting Residents and Tourist to Helpline Information	<b>162</b> UPMU: Unified Project Management Unit
<b>140</b> SARC: The Second Administrative Reforms Commissions	<b>163</b> US: Under Secretary
<b>141</b> SDA: State Data Authority	<b>164</b> VR: Virtual Reality
<b>142</b> SDAP: State Data and Analytics Platform	<b>165</b> WCD: Women and Child Development Department
<b>143</b> SDB: State Data Bank	<b>166</b> WRD: Water resource Department
<b>144</b> SDC: State Data Centre	<b>167</b> WTO: World Trade Organization
<b>145</b> SDG: Sustainable Development Goals	<b>168</b> YASHADA: Yashwantrao Chavan Academy of Development Administration
<b>146</b> SDM: Sub Divisional Magistrate	<b>169</b> ZP: Zilla Parishad

## Glossary

The Definitions of some of the terms used in the Manual are:

- |   |  |
|---|--|
| <b>1</b> Sunset Clause: A provision of law that will automatically be terminated after a fixed period unless it is extended by law. | <b>4</b> Geo-tagged photo: Appending geographic coordinates to media based on the location of a mobile device. |
| <b>2</b> Omnibus GR: One GR including items of more than one GR.  | <b>5</b> Appendix to correspondence/file: Detailed/lengthy enclosures to a communication/file.                 |
| <b>3</b> Checksum: Redundancy check used for error detection on identification numbers.   | <b>6</b> Desk: A unit within a department with a specific task assigned to it.                                 |
|   | <b>7</b> Tapal: All communication received/issued by an office/department.                                     |

## ANNEXURE VIII

Questionnaire circulated by the Committee  
to all departments seeking information.

Sr. No.	Questionnaire
	<b>Name of the Department</b>
1)	Vision of the department, 10 priority Objectives and KRA
2)	Citizens Charter & service standards
3)	Notified Services of department
4)	Minority/ Disabled: Schemes and Challenges
5)	Review procedure, Inspection and administration audits
6)	e-Offices and e-Services, one digital platform strategy
7)	Grievances Registration and Redressal in Department
8)	Digitization of records
9)	Self- Disclosure of Information under RTI (Suo -moto Disclosure)
10)	Application of Dr. Godbole and Shri. Sukthantar committees
11)	Success Stories and their publication in department
12)	Revision of acts and regulations
13)	Administrative Reform and delegation of power.
14)	Challenges and Suggestions

## ANNEXURE IX

### 11 Proformas circulated by the committee seeking information from departments.

#### Proforma 1

विभागाचे/जिल्ह्याचे/महानगरपालिकेचे नाव:-

गेल्या पाच वर्षात प्राप्त झालेल्या वैयक्तिक (Individual) स्वरूपाच्या तक्रारी

वर्ष	विभागात प्राप्त तक्रारींची संख्या	निकालात काढलेल्या तक्रारींची संख्या	प्रलंबित तक्रारींची संख्या	प्राप्त तक्रारींची वर्गवारी (10 प्रमुख वर्गवारी)	तक्रारींचे जलद निपटारासाठी उपाययोजनाबाबत अभिप्राय
1	2	3	4	5	6
2021					
2020					
2019					
2018					
2017					

#### Proforma 2

गेल्या पाच वर्षात प्राप्त झालेल्या सार्वजनिक (Public) स्वरूपाच्या तक्रारी

वर्ष	विभागात प्राप्त तक्रारींची संख्या	निकालात काढलेल्या तक्रारींची संख्या	प्रलंबित तक्रारींची संख्या	प्राप्त तक्रारींची वर्गवारी (10 प्रमुख वर्गवारी)	तक्रारींचे जलद निपटारासाठी उपाययोजनाबाबत अभिप्राय
1	2	3	4	5	6
2021					
2020					
2019					
2018					
2017					

#### Proforma 3

विभागातील अस्तित्वात असलेल्या अधिनियम/ नियम/ कार्यपद्धती (Manuals) बाबतची माहिती.

विभागाचे नाव-

अ.क्र.	अस्तित्वातील अधिनियम नाव व वर्ष	अधिनियम निरसित केले असल्यास वर्ष	अधिनियम कालबाह्य /निरसित करण्यासाठी प्रस्तावित असल्यास	अधिनियम सुधारणा / निरसित करण्यासाठी असलेली कार्यपद्धती.	अधिनियमांतर्गत तयार केलेले नियम व वर्ष	अधिनियम/ नियम अन्वये तयार केलेली कार्यपद्धती (Manuals)- वर्ष
1	2	3	4	5	6	7
1						

**Proforma 4**

माहितीचा अधिकार अधिनियम, 2005 मधील तरतूदीनुसार

शासनामधील पारदर्शकता व उत्तरदायित्व याकरिता खालील मुद्द्यांबाबतची माहिती.

विभागाचे नाव-

अ.क्र.	विभागाकडे असलेला अभिलेख/नोंदी याचा तपशील	डिजीटल केलेला अभिलेख/नोंदी याचा तपशील	माहितीचा अधिकार अधिनियम 2005 अंतर्गत स्वयं-प्रकटीकरणासाठी वेबसाईटवर अपलोड केलेला अभिलेख/नोंदी याचा तपशील	स्वयं-प्रकटीकरणासाठी येत असलेल्या समस्या आणि सूचना
1	2	3	4	5

**Proforma 5**

विभागांतर्गत देण्यात येणाऱ्या सेवा तसेच लोकसेवा हक्क अधिनियम 2015 अंतर्गत अधिसूचित सेवांची माहिती

विभागाचे नाव	विभागामार्फत देण्यात येणाऱ्या एकूण सेवा (संख्या व सेवांची नावे)	रकाना क्र.2 पैकी किती सेवा महाराष्ट्र लोकसेवा हक्क अधिनियम, 2015 अंतर्गत अधिसूचित करण्यात आल्या आहेत. (सेवांची संख्या व नावे)	रकाना क्र.2 पैकी किती सेवा अद्यापि अधिसूचित करण्यात आलेल्या नाहीत (सेवांची संख्या व नावे)	सेवा अधिसूचित केल्या नसल्यास त्याची कारणे	रकाना क्र.3 व 4 पैकी किती सेवा ऑनलाईन स्वरूपात देण्यात येतात (सेवांची संख्या व नावे)	रकाना क्र.6 पैकी किती सेवा आपले-सरकार पोर्टलवर उपलब्ध आहेत (सेवांची संख्या व नावे)	ऑनलाईन स्वरूपात अद्यापी न दिलेल्या सेवा (सेवांची संख्या व नावे)	सेवा देण्यासाठी विभागाचे विशिष्ट वेगळे पोर्टल असल्यास त्याचे नाव	रकाना क्र.9 प्रमाणे विभागाचे वेगळे पोर्टल असल्यास सदर पोर्टल आपले सरकारशी लिंक केले आहे किंवा कसे
1	2	3	4	5	6	7	8	9	10

**Proforma 6**

सर्व रकान्यामधील माहिती सन 2021 - 2022 करिता उपलब्ध करण्यात यावी (विभाग व विभागाच्या अधिपत्याखालील क्षेत्रांमधील कार्यालयांची माहिती)

विभागाचे/कार्यालयाचे नाव	नागरिकांकरिता उपलब्ध असलेल्या हेल्प लाईन्स/मदतकार्य सुविधा	हेल्पलाईन्सची संख्या व नावे (यादी)	हेल्पलाईनचा वापर किती नागरिकांनी केला (सन 2021-2022)	मदत करण्याकरिता लागलेला सरासरी कालावधी	विभागाच्या संकेतस्थळावर हेल्पलाईन्स व संपर्क दूरध्वनीची माहिती दर्शनीय भागावर उपलब्ध आहे काय.	हेल्पलाईन्स आपले सरकार पोर्टलशी लिंक आहेत काय.	हेल्पलाईन्सची माहिती नागरिकांना होण्यासाठी केलेल्या उपाययोजना.
1	2	3	4	5	6	7	8

**Proforma 7**

विभागाचे नाव	फलनिष्पत्ती क्षेत्र (Key Result Area) विषय	फलनिष्पत्ती क्षेत्राच्या (Key Result Area) विषयांची पूर्तता झाली किंवा कसे	फलनिष्पत्ती क्षेत्रातील (Key Result Area) विषयांची पूर्तता झाली नसल्यास आलेल्या अडचणी	फलनिष्पत्ती क्षेत्रातील (Key Result Area) विषयांची पूर्तता झाली नसल्यास आलेल्या अडचणी निवारणासाठी केलेल्या उपाययोजना
1	2	3	4	5

विभागनिहाय फलनिष्पत्ती क्षेत्राबाबत (Key Result Area) मागील एका वर्षातील माहिती

**Proforma 8**

वर्भागातील सेवा वतलरण व इतर कारणांसाठी माहती तंत्रज्ञानाचा वापर याबाबत माहती.

वर्भागाचे नाव	सेवा पुरवण्यासाठी माहती तंत्रज्ञान माध्यम यांची माहती (Names of Applications, Portals etc.)	वर्भागांतर्गत वापरण्यात येणारे माहती तंत्रज्ञान माध्यम इतर पोर्टलशी लिंक करण्यात आले असल्यास त्यांची नावे	माहती तंत्रज्ञान करिता नियुक्त एजन्सीची नावे	वर्भागांतर्गत सेवा पुरवण्यासाठी वापरण्यात येणारे माहती तंत्रज्ञानाबाबत माहती/टिप्पणी.
1	2	3	4	5

**Proforma 9**

वर्भागानहय सार्वजनिक मालमत्तेच्या देखभाल संबंधित माहती

वर्भागाचे नाव	सार्वजनिक मालमत्ता प्रकार	सार्वजनिक मालमत्तेची संख्या	सार्वजनिक मालमत्तेचे रिप्लेसमेंट मूल्य (Replacement Value)	देखभाल दुरुस्तीकरिता लागणारा निधी	देखभाल दुरुस्तीकरिता प्रत्यक्ष उपलब्ध निधी
1	2	3	4	5	6
1.सार्वजनिक बांधकाम वर्भाग (इमारती)	सार्वजनिक इमारती				
2.सार्वजनिक बांधकाम वर्भाग (रस्ते)	रस्ते/पूल				
3.जलसंपदा वर्भाग	धरण				

**Proforma 10**

वर्भागातील कालबाहय /अनुपयोगी/वापरात नसलेल्या योजना, सेवा, उपक्रम (activities ) इ. बाबतची माहती

वर्भागाचे नाव	वर्भागातील सेवा, योजना, उपक्रम (activities) यांचे पुर्नवलोकन करण्यात आले असल्यास त्यांची माहती	वर्भागातील सेवा, योजना, उपक्रम (activities) कालबाहय/अनुपयोगी/ वापरात नसल्यास त्यांची माहती	अभिप्राय
1	2	3	4

**Proforma 11**

वर्भागातील शपथपत्र /स्वघोषणापत्र द्वारे पुरवण्यात येणाऱ्या सेवांची माहती

वर्भागाचे नाव	वर्भागातील एकूण सेवा	वर्भागात शपथपत्र स्विकारून पुरवण्यात येणाऱ्या सेवांची नावे	वर्भागात स्वघोषणापत्र स्विकारून पुरवण्यात सेवांची नावे	वर्भागात शपथपत्राऐवजी स्वघोषणापत्र स्विकारून देता येणाऱ्या सेवांची नावे	अभिप्राय
1	2	3	4	5	6

## ANNEXURE X

Request made by the Committee to all department/field offices seeking information regarding administrative innovations and suggestions.

सुशासन नियमावली तयार करण्यासाठी शासन निर्णय दि.२७ मे, २०२२ अन्वये स्थापन केलेली समिती.



महाराष्ट्र शासन  
सामान्य प्रशासन विभाग,  
मादाम कामा मार्ग, हुतात्मा राजगुरु चौक,  
मंत्रालय (विस्तार), कक्ष क्र. ७१३, मुंबई- ४०००३२.

दूरध्वनी क्र. (०२२) २२०२३९०९

Email :somnath.bagul@nic.in

तातडीचे/ कालमर्यादा

क्रमांक : क्र.सुशानि २०२२/प्र.क्र. ३५/१८-अ(सुशासन समिती)

दिनांक: ७ ऑक्टोबर, २०२२.

विषय :- सुशासन नियमावली तयार करण्यासाठी सूचना /अभिप्राय पाठविणेबाबत.

प्रिय श्रीम/श्री.

महाराष्ट्र शासनाने सुशासन नियमावली तयार करण्यासाठी शासन निर्णय दि. २७ मे, २०२२ अन्वये समिती स्थापन केली आहे. (शासन निर्णयाची प्रत सोबत जोडली आहे.) प्रशासन पारदर्शी, उत्तरदायी, आणि गतिमान करणे हे सुशासन नियमावली चे उद्दिष्ट आहे. तसेच प्रशासन लोकाभिमुख करणे, तक्रारीचा जलद निपटारा करणे, शासनाच्या सेवा व योजना नागरिकांपर्यंत पारदर्शकरित्या व कालबद्ध पद्धतीने विहीत कालावधीत पुरविल्या जाव्यात याची खात्री करणे हे सुशासन नियमावलीचे ध्येय आहे.

२. समितीमार्फत विविध विभागांचा व क्षेत्रीय कार्यालयांचा आढावा घेत असताना समितीस असे दिसून आले की, बरेच विभाग तसेच क्षेत्रीय कार्यालयांमार्फत, विशेषतः माहिती तंत्रज्ञानाचा वापर करून, मोठ्या प्रमाणात नाविन्यपूर्ण उपक्रम व सर्वोत्तम कार्यपद्धतींचा (Best Practices) वापर करून योजनांची यशस्वी अंमलबजावणी करण्यात येत आहे. या नाविन्यपूर्ण उपक्रम व सर्वोत्तम कार्यपद्धतींचे अनुकरण केल्यास प्रशासनात अमुलाग्र बदल घडू शकतो.

३. सुशासन नियमावली तयार करण्याच्या अनुषंगाने प्रस्तावित सुशासन नियमावलीत समाविष्ट करावयाच्या बाबी/मुद्द्यांबाबत सुशासन समितीद्वारे आपल्या कार्यालयांकडून सूचना/शिफारशी मागविण्यात येत आहेत. आपल्या सूचना संक्षिप्त (बुलेट स्वरूपात) आणि तीन टंकलिखित पृष्ठापेक्षा जास्त नसाव्यात. समितीला आवश्यकता वाटल्यास एखाद्या विशिष्ट मुद्द्यावर आपल्या कार्यालयांकडून तपशिलवार माहिती मागविण्यात येईल. आपल्या कार्यालयामार्फत यशस्वीरित्या अंमलात आणलेल्या आणि अनुकरणीय सर्वोत्तम कार्यपद्धतीच्या यशोगाथांना विशेष प्राधान्य देण्यात यावे. सर्वोत्तम कार्यपद्धती (Best Practices) संकलित करण्यात येतील व सुशासन नियमावलीच्या मसुदयासह शासनास सादर करण्यात येतील.


४. सुशासन समितीस उपलब्ध असलेला मर्यादित कालावधी विचारात घेता, आपणास विनंती आहे की, सुशासन नियमावली तयार करण्यासाठी आपल्या "सूचना/शिफारशी, अंमलात आणलेल्या सर्वोत्तम कार्यपद्धती (Best Practices)" याबाबतची माहिती Word Format मध्ये दि. २५.१०.२०२२ पूर्वी समितीचे सदस्य सचिव, श्री.बागुल यांना खालील नमूद पत्त्यावर पाठविण्यात यावी. तसेच सदर सूचना/शिफारशीची एक प्रत संबंधित प्रशासकीय विभागास न चुकता पाठविण्यात यावी.

पत्ता:- श्री.सो.ना.बागुल, सहसचिव, ६३९/अ, ६ वा मजला, सामान्य प्रशासन विभाग, मंत्रालय, मुंबई -३२.

कार्यालय संपर्क दुरध्वनी क्रमांक: ०२२-२२०२३९०९, मो.नं. ९९६७९९३८०६,

Email :somnath.bagul@nic.in

आपला ,



(सुरेश कुमार)

अध्यक्ष, सुशासन समिती.

प्रति,

- १) अपर मुख्य सचिव / प्रधान सचिव/ सचिव,  
सर्व मंत्रालयीन विभाग यांना विनंती करण्यात येते की, त्यांनी विभागाच्या व विभागाच्या अधिनस्त असलेल्या सर्व क्षेत्रीय कार्यालयांना उपरोक्त माहिती विनाविलंब पाठविण्याबाबत सूचना द्याव्यात.
- २) विभागीय आयुक्त, सर्व विभाग,
- ३) आयुक्त, सर्व महानगरपालिका,
- ४) जिल्हाधिकारी, सर्व जिल्हाधिकारी कार्यालय.
- ५) निवडनस्ती.

## ANNEXURE XI

A note received by the Committee from Collector Kolhapur regarding measures to prevent reoccurrence of floods.

### कोल्हापूर जिल्ह्याची पूर प्रवणता आणि उपाय योजना

#### पार्श्वभूमी-

- कोल्हापूर जिल्हा हा पश्चिम महाराष्ट्रातील सूचन जिल्हा आहे. महाराष्ट्र आणि कर्नाटक राज्यांच्या सीमेवर असणारा जिल्हा आहे.
- जिल्ह्याचे वार्षिक पर्जन्यमान सरासरी 1739 मि.मी आहे.
- जिल्ह्यात 13 नद्या असून प्रमुख धरण राधानगरी, काळम्मावाडी, वारणा, तुळशी, कुंभी. इ. आहेत.
- जिल्ह्याच्या पूर या आपत्ती प्रवणतेचा विचार करता सन 2005, 2006, 2019 आणि 2021 या वर्षात महत्पूर येवून गेला आहे. या चारही वेळेस जिल्ह्यातील सर्व तालुक्यात पूर अतिवृष्टीमुळे मोठ्या प्रमाणात वित्त हानी झाली आहे.
- सन 2019 व 2021 च्या महापुरामध्ये पंचगंगा नदीने महत्तम पातळी गाठली होती. सन 2019 मध्ये 56.7 फूट तर 2021 साली 56.3 फूट इतकी पाणी पातळी पंचगंगा नदीनी गाठली होती.

#### जिल्हा प्रशासनाने केलेल्या उपाय योजना-

- जिल्ह्यातील करवीर, हातकणंगले आणि शिरोळ हे सर्वात जास्त बाधित होणारे तालुके इतर 09 तालुकेही कमी अधिक प्रमाणात पूर तसेच मुस्खलन बाधित झाले होते.
- पुर्वतयारी चा भाग म्हणून जिल्हा, तालुका तसेच ग्राम पातळीवर आपत्ती व्यवस्थापन आराखडे दरवर्षी अद्यावत करण्यात आले होते.
- कोल्हापूर जिल्ह्यात समुदायस्थित आपत्ती व्यवस्थापन राबविण्यात येत आहे, त्याचाच भाग म्हणून 2000 प्रशिक्षित स्वयंसेवक तयार करण्यात आले आहेत.
- या स्वसेवकांमध्ये 500 युवतींचा समावेश आहे.
- शाळे व सुटका, प्रथमोपचार, निवारा व्यवस्थापन इत्यादी बाबींमध्ये हे लोक परंगत आहेत. सन 2019 व 2021 या दोन्ही ही महापुरामध्ये या स्वयंसेवकांनी खूप प्रभावी कार्य केले आहे.
- प्रभावी आपत्ती व्यवस्थापनासाठी जिल्ह्यात सार्वजनिक उध्दोषना प्रणाली प्रकल्प सन 2021 मध्ये राबविण्यात आला. या यंत्रणेच्या मदतीने गावागावात पूर्वसूचना, माहिती लोकांच्या कानापर्यंत पोहचविणे शक्य झाले आहे. जिल्ह्यात 615 ठिकाणी हि यंत्रणा स्थापीत करण्यात आली आहे. GSM तंत्रज्ञानावर आधारित ही यंत्रणा आहे. यासाठी इंटरनेट ची आवश्यकता भासत नाही.

### कायम स्वरूपी उपाय योजनासाठी सादर करण्यात आलेले प्रस्ताव-

- सन 2019 च्या महापुरा नंतर केंद्र तसेच राज्य शासनासह जागतीक बँकेकडे ही या स्थितीवर कायमस्वरूपी उपाययोजना करण्यासाठी प्रस्ताव सादर करण्यात आले होते.
- यामध्ये रस्ते, धरण, शेती, ग्रामीण विकास. इ. सर्व घटकांसाठी दिर्घ उपाय योजना राबविण्यासाठी प्रस्ताव सादर करण्यात आले होते.
- रक्कम रु. 27 हजार कोटी इतक्या निधी आवश्यक असणा-या प्रकल्प अंमलबजावणीची मागणी या प्रस्तावामध्ये जागतीक बँकेकडे करण्यात आली आहे.
- गतवर्षी सन 2022 मध्ये मा. मुख्यमंत्री महाराष्ट्र राज्य यांनी सूचीत केल्या नुसार जिल्ह्यातील परप्रवणते वर कायम स्वरूपी उपाय योजना करण्यासाठी रक्कम रु. 823 कोटी चा प्रस्ताव राज्य शासनास सादर करण्यात आला आहे.
- कायम स्वरूपी उपाय योजना राबविताना प्रत्येक पूर बाधित गावासाठी व्यत्यय विरहीत संपर्कासाठी किमान एक मार्ग, ज्या ठिकाणी महामार्गावर पाणी येत त्या ठिकाणी पाण्याचा निचरा करणारी यंत्रणा धरणातील पाण्याचे नियंत्रण करण्यासाठी प्रगत तंत्रज्ञानाचा वापर, इ. बाबी प्रस्तावीत करण्यात आल्या आहेत.
- कोल्हापूर जिल्ह्यात सन 2021 मध्ये 76 ठिकाणी भुस्खलनाच्या घटना घडल्यामुळे, भुस्खलनाचा इशारा देणा-या यंत्रणेची स्थापना करण्याचा प्रकल्प प्रस्तावीत करण्यात आला आहे.
- व्यत्यय विरहीत विदूत पुरवठा सुरु ठेवण्यासाठी यंत्रणा राबविणे साठी विदूत वितरण विभागानी विशेष प्रकल्प तयार केला आहे.
- शहरी भाग जसे कोल्हापूर महानगरपालिका आणि इतर नगरपालिका, इ. साठी शहरी व्यवस्थापन राबविणे, पाणी निचरा व्यवस्था प्रकल्प करणे, पाणी पुरवठा सुरळीत ठेवणारे प्रकल्प करणे इत्यादी सर्व घटकांचा सखोल विचार होवून अंमलबजावणी करणे प्रस्तावित आहे.

## ANNEXURE XII

### Long Digital GR

Maharashtra Government	Government Resolution (GR)				No	Prawas-1010/ Pra-kra-2/seva-5		Finance	Department
Subject	Revised rates of Travelling Allowance & Daily Allowance admissible to Government Employees						Validity period	15	years
Issue date	3	3	2010	Valid till	2	3	2025		
Start review	1	Year	before expiry	Review	2	3	2024	onwards	
Is the GR in supersession of all previous GRs on this subject?					Y/N	No	If no,	Following GRs may be referred to	
i) GR No	Government Resolution, Finance Department, No: Pravas-1098/P.No.74/98/Seva-5								04-12-99
(ii)GR No	Government Resolution, Finance Department, No: Pravas-pra-kra74/98/seva-5								07-12-99
(iii)GR No	Government Resolution, Finance Department, No: Pravas-1005/pa-kra 80 seva-5								06-01-06
(iv)GR No	Government Resolution, Finance Department, No: Pravas-1005/Pra-kra-17/Seva-5								19-06-06
(v)GR No	Government Resolution, Finance Department, Number: Pravas-1005/pa-kra-17/seva-5								11-12-06
(vi)GR No	Government Resolution, Finance Department, No: Pravas-1005/pa-kra-80/Seva-5								10-01-2007
(vii) OM No	Government of India, Ministry of finance, Department of Expenditure, Office Memorandum no: - F No.19030/3/2008-E-chaar								23-09-08
Background	a	Pursuant to the recommendations of the Sixth Central Pay Commission, the Central Government has revised the rates of travelling allowance admissible to Central Government employees vide order dated 23rd September 2008 at (7) above.							
	b	The question of revising the rate of Travel Allowance of state government employees and other eligible employees accordingly was under the consideration of the government for some time.							
	c	The Government now orders that certain provisions and rates of Travel Allowances rules relating to tour and transfer are being amended as indicated in the following paragraphs.							
	d	Other provisions of the Travelling Allowance Rules / Orders shall continue to apply as before.							
	e	The Government is also directing that all provisions relating to travelling allowance shall remain in force subject to the existing and future orders regarding austerity measures.							
Decision	2(a)	For these orders "pay" means the basic pay (pay in the pay band + Grade Pay) in the revised pay structure implemented under the Maharashtra Civil Services (Revised Pay) Rules, 2009							
	2(b)	In the case of employees drawing pay in the unrevised pay scale, the Grade Pay in the revised pay structure of the post held by them should be taken into account while calculating the amount of various allowances. Purpose of calculation of Joint Transfer Grant shall be the basic pay in the unrevised scale plus dearness pay and dearness allowance admissible at the rate applicable on 1st January, 2006.							(Page 1/11)

	2(c)	<p>The Grade Pay of the post held by the employee should be taken into account for the purpose of the provisions of travelling allowance in these orders.</p> <p>For the purpose of providing financial benefits to the employees, the Grade Pay in the higher pay structure sanctioned under the In-Service Assured Progression Scheme/ Revised In-Service Assured Progression Scheme in force, for various allowances under this order, should not be considered.</p> <p>However, in the case of post holders who are sanctioned non-functional higher pay structure after a specified period of service, the Grade Pay in that higher pay structure should be considered for the purpose of sanction of various allowances under this order.</p>							
		<b>Entitlement of Travelling, Accommodation, Daily &amp; Incidental allowances to government employees holding the following Grade Pay in the new revised pay structure</b>							<b>Remarks/References</b>
		<b>Classification of Government Servants (Rule 377 of the Bombay Civil Services Rules, 1959):</b> - By amending the provisions of paragraph 3 of the orders dated 4th December 1999 at (1) above, the classification of Government servants for the regulation of traveling allowances on tour and on transfer in accordance with the revised pay structure is prescribed as follows:							
		Employees Class>	First class		Second class	Second class (Rs 4400 & above but less than Rs 6600)	Third class		
Section-I		<b>TRAVEL- LING ALLOW- ANCE</b>	a) Rs.8900/- and above, higher adminis- trative grade & HAG +	b) Rs 6600/- and above but less than Rs. 8900/-	Rs. 4400/- and above but less than Rs 6600/-	Rs. 4200/- and above but less than Rs. 6600/-	Rs. 4200/- and above but less than Rs. 4400/-	Less than 4200/-	
		Air Travel	Air Travel (Rules 417 - B and 490 of the Bombay Civil Rules,1959): - (a) Air travel shall not be permissible for officers below the rank of Secretary. Secretary and Secretary rank officers will be allowed to travel by economy class only. Executive class AI						
		<b>Railway Travel (Rules 400 and 490 of Mumbai Civil Service Rules, 1959):</b> - As per the revised pay structure, the eligibility in respect of tour and post-transfer railway travel will be as follows: -							
		Travel-By ordinary mail, superfast express & other express trains	AC 1st Class/Ac 2-Tier Sleeper	AC 2-Tier Sleeper / Ac 1st Class Chair Car	1st Class / AC 3-Tier Ssleeper / AC Cchair Ccar / 2nd Class Sleeper	AC 1st Class/ AC 2-Tier Sleeper	-	2nd Class Sleeper.	
		<b>By Rajdhani</b>	<b>AC 1st &amp; AC 2 Tier</b>	<b>AC 2-Tier</b>	<b>AC Chair Car</b>				
		Car/Jeep (Petrol)	9		9				

		Car/Jeep (Diesel)	7		7				
		Scooter/ Autorick- shaw	3.5		3.5	3.5		3.5	(Page 2/11)
		Moped/ Luna	1.75		1.75	1.75		1.75	
		Other vehicles	—		1	1		1	
			Actual fares of all other types of public buses including air-conditioned buses		Actual fares for all types of public buses except air-con- ditioned buses	second class second of four, Lower in two classes, middle class in three, third in four			
		Travel by Boat (Sea and River) (Rules 406 and 490 of the Mumbai Civil Services Rules, 1959): -							
			Higher Class		Top			Lowest class	
Section-II		DAILY ALLOW- ANCE	The revised rates of Daily Allowance to be sanctioned if the employee stays in Government Rest House / makes other arrangements for his/her own accommoda- tion shall be as follows: -						
		Metro cities Rupees name the cities	325	290	290 (Rs 5400/- & above but less than Rs 6600/-)	225 (4,400/- and above but Less than Rs. 5,400/-)	210 (Rs. 4200/- and Rs. 4300/-)	160 (less than Rs. 4200/-)	
		A class Rupees	200	180	180 (Rs 5400/- & above but less than Rs 6600/-)	150 (4,400/- and above but Less than Rs. 5,400/-)	130 (Rs. 4200/- and Rs. 4300/-)	125 (less than Rs. 4200/-)	
		B class Rupees	160	140	140 (Rs 5400/- & above but less than Rs 6600/-)	140 (4,400/- and above but Less than Rs. 5,400/-)	130 (Rs. 4200/- and Rs. 4300/-)	125 (less than Rs. 4200/-)	

		Other cities Rupees	130	120	120 (Rs 5400/- & above but less than Rs 6600/-)	110 (4,400/- and above but Less than Rs. 5,400/-)	110 (Rs. 4200/- and Rs. 4300/-)	100 (less than Rs. 4200/-)	
<b>Section-III</b>		<b>DAILY ALLOW-ANCE</b>	Revised rates of Daily Allowance if staying in hotels charging scheduled rates will be as follows: -						
		Metro cities Rupees name the cities	1000	750	750 (Rs 540/-0 & above but less than Rs 6600/-)	575 (4,400/- and above but Less than Rs. 5,400/-)	375 (Rs. 4200/- and Rs. 4300/-)	300	
		A class Rupees	800	600	600 (Rs 5400/- & above but less than Rs 6600/-)	450 (4,400/- and above but Less than Rs. 5,400/-)	300 (Rs. 4200/- and Rs. 4300/-)	225	(Page 3/11)
		B class Rupees	650	500	500 (Rs 5400/- & above but less than Rs 6600/-)	375 (4,400/- and above but Less than Rs. 5,400/-)	250 (Rs. 4200/- and Rs. 4300/-)	225	
		Other cities Rupees	500	350	350 (Rs 5400/- & above but less than Rs 6600/-)	300 (4,400/- and above but Less than Rs. 5,400/-)	200 (Rs. 4200/- and Rs. 4300/-)	150	
<b>Section-IV</b>		<b>INCI-DENTAL &amp; OTHER ALLOW-ANCES</b>	<b>Rail transport:</b> Pay limits and eligibility for carriage of personal baggage shall be as indicated in the table below. A Government servant shall be entitled to the actual cost of carriage of personal baggage at his own risk up to the limit shown in Column 3 of the table below.						
			6000kg by freight train or 4- wheeler full wagon or 1 double container if reserved.	6000kg by freight train or 4- wheeler full wagon or 1 single container if reserved	3000 kg by freight train (Rs. 2800/- and above but less than Rs. 5400/-)		1500 kg by freight train (less than Rs. 2800/-)		

	4	<b>Eligibility for Class of Seats in Different Means of Travel:</b> By amending the provisions of paragraph 4 of the orders dated 4th December 1999 at (1) above, the eligibility of Government servants for discretionary travel on tour and on transfer by air as well as by different classes of seats in Railways, public buses and boats in accordance with the revised pay structure is prescribed as follows:	
	4.1	<b>Air Travel (Rules 417 - B and 490 of the Bombay Civil Rules,1959): -</b> (a) Air travel shall not be permissible for officers below the rank of Secretary. Secretary and Secretary rank officers will be allowed to travel by economy class only. Executive class air travel by Air India and Indian airlines will continue to be permitted for the Principal Secretary and higher officials. However, economy class travel will be allowed by any airline. The above authorities should issue flight tickets through e-ticketing services available on the internet. Reimbursement of incidental expenses charged for this will remain admissible. Full fare economy tickets should not be purchased.	
		(b) Current Government Decisions in force regarding permissibility of air travel, Finance Department, no. Travel - 1003/P.No. 38/Seva-5, dated 20th April 2004 Government Decision, Finance Department, no. Travel- 1005/P.No.53/Seva-5, dt. September 27, 2005, and Govt Decision, Home Department No.IPS-2605/P.No.630/Pol-1, dt. The Special Orders of November 6, 2006 shall continue to be in force. <b>Also, the American Express Indian Airlines Gold / Silver (Green Card) facility for air travel is being cancelled.</b>	
		(c) If it is not possible to reach in time by any other means/ means for judicial as well as legislative business, in such cases air travel may be done with the prior written permission of the Secretary of the concerned Administrative Department. However, while traveling in such a way, priority should be given to travel by airlines that provide low-cost airline services. If the flight ticket of such a company is not available, one can travel by economy class of general airlines. This discount will no longer be admissible for the return journey. However, in exceptional circumstances where the return is urgent, air travel as above may be carried out only with the prior written permission of the Secretary of the Administrative Department. The Secretary of the Administrative Department should permit air travel only to the Under Secretary and above Ministerial and Field Officers for the above reasons. Air travel will not be permissible for any other purpose.	(Page 4/11)
		(d) Also, private secretaries of the Chief Minister and Deputy Chief Minister will be permitted to travel by economy class only if they are traveling with the Chief Minister and Deputy Chief Minister and with the prior permission of the Chief Minister and Deputy Chief Minister. Air travel shall not be permissible for Private Secretaries / Personal Assistants in the establishments of Ministers and Ministers of State and Personal Assistants in the establishments of Chief Ministers and Deputy Chief Ministers.	
		<b>Note: -</b> (1) Officers in Grade Pay limits shall be entitled to travel in air-conditioned 2-tier sleeper if the class sanctioned to them is not available in any railway connecting the starting point and the final point of journey continuously and by the nearest route.	
		(2) Gazetted officers in Grade Pay limits will be entitled to travel in first class, air-conditioned 3- tier sleeper.	
		(3) In case of travel by first class of railway or any air-conditioned class, Details of ticket number, date etc. must be mentioned in the payment of Travel Allowance. <b>"Table-B"</b>	
		<b>Note - 1: -</b> Government employees in this Grade Pay range will be entitled to travel by air-conditioned 3- tier sleeper if no air-conditioned chair is provided.	
		<b>Note - 2: -</b> 50% of the Daily Allowance for the duration of the journey will be deducted from the traveling allowance payment of Government employees when traveling by any train with free meal and breakfast facilities.	

	4.3	<b>Immediate Reservation Fee:-</b> The provision regarding immediate reservation fee in (1) above orders dated 4th December, 1999 is amended as follows:- Government employees in case of emergency for travel to and from any place in the State to Mumbai for meetings organized by the Minister / Secretaries of the Administrative Department in the Ministry, for travel from any place in the State to Mumbai / Nagpur for legislative business and for return travel from any place in the State to Delhi / Mumbai / Nagpur / Aurangabad for judicial business. In case tickets are not available through general reservation service of Railways for outward and return journey, the benefit of instant reservation facility will be admissible. However, the controlling authorities will need to certify the urgency of the journey.	
	4.4	<b>Agency Fees:</b> - Provisions in this regard in (1) above orders dated 4th December 1999 the following are being revised: - Reimbursement of charges levied by authorized agencies licensed by Railways for railway reservation will continue to be admissible to employees who are permitted to travel by air as per voluntary decision, to reduce expenditure on travelling allowance, mainly on-air travel.	
	4.5	In case the Transport Authority hires a seat in a fare- certified taxi between two restricted places connected by railways or not, if the two places are connected by railways the actual expenditure incurred shall be limited to the fare of the permissible class of railways available on that route and if they are two. If the places are not connected by railways, limit the fares of the permissible vehicles available on that route of public transport service in (1) above. The provisions of the order dated 4th December 1999 shall continue to exist.	
	4.6	<b>Reimbursement of Charges for Cancellation of Travel Tickets:</b> - Government Decision, Finance Department, no. TRA-1004/P.No.27/Service-5, dated 10th June 2004 regarding reimbursement of charges levied for cancellation of travel tickets shall continue as follows: - In case of cancellation of the ticket reserved for travel by air by rail/public bus service on government business, cancellation charge will be reimbursed to the government employee. Cancellation of train travel tickets purchased availing instant reservation service Fees charged will be reimbursed to the employee.	
		In such cases, if any refund is denied by the Railway Administration, he will be reimbursed the entire amount spent on booking the ticket. But in both the above cases, the controlling officer should certify that the ticket must be cancelled in public interest or for reasons beyond the control of the Government servant	
	5	<b>Kilometre Allowance (Rule 414 (1) and (2) of the Mumbai Civil Services Rules, 1959):</b> - The rates of Kilometre Allowance admissible for journeys made in owned or hired vehicles in order dated 4th December 1999 in (1) above are as follows. Improvements are being made to: -	(Page 5/11)
		Note 1) Officers in the Grade Pay range against which the rate of Kilometre Allowance is shown will be deemed eligible to own such a vehicle. Note-2) Officers in Grade Pay will be entitled to Kilometre Allowance at the rate in Column 3 if they travel by taxi.	
	5(a)	<b>Incidental travel expenses-</b> The following provision in this regard in the orders dated 4th December, 1999, vide (1) above To be continued:- Incidental travel (i.e. from place of work to railway/airport/bus station and back) incidental to the main journey to be undertaken on the tour by a permissible class of railway/public bus service admissible to the Government servant for the tour and if traveling by means other than the above vehicles, the actual cost thereof shall be as prescribed for that vehicle. The provision of limitation to the rate of kilometre allowance shall continue to be permissible. Incidental travel expenses must be included in the basic Travel Allowance payment itself.	
	5(b)	Place of Commencement of Journey (Rule 398 of Mumbai Civil Services Rules, 1959) - Government Decision, Finance Department No. TRA-1077/P.No.156-C/Service-5, dt. Insertion of the following proviso in the existing provision in paragraph 3 of the orders dated 11th August, 1977 being done:- But in cases where the time and place of departure of the train, plane or bus is not convenient for starting the journey from the place of work and the employee has to start the journey from his residence, the travel from the residence to the railway, plane or bus station should be taken into account while sanctioning the incidental expenses. However, the controlling officer will have to submit a certificate in this regard.	

		To this transfer the domicile of the employee is that of his headquarter city. It will be necessary to be within the limits of the urban group area. The limits of the urban group of the city shall be as prescribed for the purpose of sanction of house rent allowance.							
	6	<b>Carriage of empty motor vehicle (Rule 462 of Mumbai Civil Service Rules, 1959):</b> - The rate of allowance for empty motor transport in paragraph 6 dated 4th December 1999 (1) above is being revised to Rs.5.00 per kilometre. However, the cost incurred for the same should not be more than the cost of transportation by rail/boat or other vehicle and the Government servant should have travelled by rail or boat. The condition will continue to apply.							
	7	<b>Conveyance Allowance (Rule 388 of the Mumbai Civil Service Rules, 1959):</b> - The rates of Conveyance Allowance in paragraph 7 of orders dated 4th December 1999 in (1) above to be granted to a government servant, in the performance of his daily duties, for travel within his jurisdiction are amended as follows. Other provisions regarding approval shall continue to remain the same.							
		Revised Rates of Vehicle Allowance							
		Monthly Average KMs	Motor Car		Bike/ Scooter	Moped/ Luna	Public vehicles		
			Petrol (Rs)	Diesel (Rs)					
		201-300	600	460	240	170	150		
		301-450	900	660	360	210	190		
		451-600	1340	1000	540	250	230		
		601-800	1800	1360	720	290	250		
		more than 800	2400	1800	960	370	270		
	8	<b>Cycle Allowance (Rule 389 of the Mumbai Civil Services Rules, 1959):</b> - By amending the provision in paragraph 8 of (1) above, dated 4th December 1999, the rate of Cycle Allowance is being revised to					Rs.60 per	month.	
	9	<b>Daily Allowance (Rule 420 of Mumbai Civil Service Rules, 1959):</b> - The provisions relating to Daily Allowance in Government Decision dated June 19, 2006, at (4) above are amended as follows: -							(Page 6/11)
		Note: - Cities 'A' and 'B-1' mentioned above shall remain as classified for the purpose of Local Supplementary Allowance. However, for the sanction of Local Supplementary Allowance certain cities which have received lower classification are exempted from following the old classification of Daily Allowance. Not applicable for approval.							
		The 'A' and 'B-1' cities in the country and state are as follows. 'A' Class Cities: - Pune, Nagpur (Maharashtra), Ahmedabad, Surat (Gujarat), Jaipur - (Rajasthan), Lucknow, Kanpur (Uttar Pradesh). 'B' Class Cities: - Nashik (Maharashtra), Vijayawada, Visakhapatnam (Andhra Pradesh), Patna - (Bihar), Rajkot, Vadodara (Gujarat), Faridabad (Haryana), Jamshedpur, Dhanbad (Jharkhand), Kochi (Kerala), Jabalpur, Bhopal, Indore (Madhya Pradesh), Amritsar, Ludhiana (Punjab), Coimbatore, Madurai (Tamil Nadu), Meerut, Agra, Allahabad, Varanasi (Uttar Pradesh), Asansol (West Bengal).							
		Note: - While claiming Daily Allowance for hotel accommodation, the provision of submission of a single receipt showing that the actual expenditure incurred on hotel accommodation / lodging and meals, exceeds the amount of Daily Allowance generally admissible, will continue to continue							

	10	<b>Permanent Travelling Allowance (Rule 383 of the Bombay Civil Services Rules, 1959):</b> - Financial limit per month on travelling allowance of Government servants holding posts for which permanent travelling allowance was granted before discontinuation of permanent travelling allowance. This, at the rate of Daily Allowance prescribed in Ccolumn 7 of Table A in paragraph-9 above will be equal to the amount of 15 days' Daily Allowance.		
	11	<b>Transfer Travelling Allowance (Rule 490 of Mumbai Civil Service Rules, 1959):</b> - The definition of family prescribed in (1) above vide December 4, 1999, is hereby amended as follows. The family of a government servant is entitled to travel in the category/class admissible to him.		
	11(a)	<b>Definition of family:</b> - Rule 9 (16) of the Maharashtra Civil Services (General Conditions of Service) Rules, 1981: - Family means his wife residing with the Government servant or her husband residing with the Government servant and wholly dependent on him. Besides, in this term, living with a government employee if there are and are wholly dependent on him, his parents, sister.		
		Explanation: - 1) The indication family shall include only 2 children with effect from 15th September 2000, but this condition shall not apply to Government servants having more than 2 children till 14th September 2000. Also, those who have no children and who have one child on or after September 14, 2000, will be included in the number of children who have more than two children due to the birth of more than one child in subsequent deliveries. 2) For this purpose, it includes unmarried daughters, widowed daughters and a child admitted to guardianship under the Guardians and Wards Act, 1890 who resides with a government servant and who has been recognized as a member of the family of a government servant and has been granted the status of aura child by special will. 3) Divorced, deserted, or separated from husband and living with the parent and it also includes married daughters who are financially dependent on him. 4) Sisters also include widowed sisters living with and wholly- dependent on a government servant, whose father is not alive or, if present, is dependent on the Government servant. 5) It also includes a stepmother who lives with the Government servant and who is totally dependent on him.		
		Note: - To this definition, a person wholly- dependent on a government servant means a person whose the monthly income of the individual is Rs.2882 per month of basic pension plus inflation A family member whose aggregate amount is less.		
	(b)	Travel by private/hire vehicle on transfer (Rule 490 of Mumbai Civil Service Rules, 1959): - Amount of Kilometre Allowance for journeys made by Private / Hired Vehicle between places not connected by Railways / Public Bus.		(Page 7/11)
	(c)	<b>For transfer purposes:</b> - (1) The provision in paragraph 10 of the above orders dated 4th December 1999 is hereby amended as follows: Actual expenses incurred by Government servants and/or their families for transfer between places not connected by rail/public bus by private/hire vehicle will be sanctioned subject to the amount of kilometre allowance admissible to him.		
		Note: - If both the places are connected by rail, however, the cost incurred will be limited to the allowable class fare available on that route. a) Joint Replacement Grant: - (3) above. The rates of Joint Transfer Subsidy vide orders dated January 6, 2006, are revised as under. But for that, the condition of change in the residence of the government employee after transfer will continue to apply.		
		Type of replacement	Rate of joint replacement subsidy	
		At the same headquarter	An amount equal to 1/3 of the pay (pay in the pay band + grade pay)	
		The distance between the new and old headquarters is 20 km or less	An amount equal to 1/3 of the pay (pay in the pay band + grade pay).	

		The distance between the new and old headquarters is 20 km or more	An amount equal to 1/2 of the pay (pay in the pay band + grade pay)			
		Daily Allowance to employees for travel on transfer and travel incidental to transfer as admissible under the provisions of the Bombay Civil Services Rules, 1959 (i.e., travel between the place of residence of old and new headquarters and railway station/bus station/airport or the same) of travel after transfer of headquarters). Expenditure will no longer be allowable separately.				
	(d)	<b>Permissibility for Carriage of Personal Baggage:</b> - (1) above. The provisions in this regard contained in the orders dated 4th December 1999 are amended as follows				
	(d)-2	<b>Transport by road:</b> - If the two places are connected by rail, a Government servant shall continue to be entitled to the actual cost of transport of personal goods or an additional amount of 25 % of the cost admissible for transport by goods train, whichever is less.				
	(d)-3	<b>Transport of personal belongings to places not connected by railways:</b> - Personal belongings of Government servants by road at the following rates for carrying Kilometre allowance will be sanctioned			<b>Transportation of vehicle (iIn Rs. /Km) shall be as follows: -</b>	
		Grade Pay of the post held by the government servant	A-1/B-1 class cities (Rs per km)	Other cities (Rs per km)	Motor car	5
		Rs 5400/- and above and higher administrative grade + (HAG + grade)	48	30	Motor-cycle/ Scooter	1.6
		Rs. 440/-0 and above but less than 5400/-	24	15	Moped / Luna	0.8
		Less than 4400/-	12	7.5	Bicycle	0.5
		<b>Note:</b> - Higher Rate of Kilometre Allowance in Column 2, A-1/A/B-1 Cities: (Local vide Government Decision, Finance Department, No. Ghabhab-1005/P.No.13/Seva-5, dated June 17, 2005, as per the classification for the purpose of supplementary allowance) shall be admissible in case of transportation of personal effects from one place to another within the territory				
		<b>Note:</b> - The cost of transportation of one of the types of vehicles eligible for reporting as per the provisions of paragraph 5 of this Government Decision shall remain admissible. Also, Government Decision, Finance Department no. TRA - 1077/P.No. 156- C/Seva-5, dt. The provisions of August 11, 1977, regarding carriage of vehicles by railways will continue to be in force.				(Page 8/11)
	e	<b>Additional allowances of permissible category to transferable Government employees-</b> Family due to non-availability of government residence at new headquarters location after transfer from the date of joining the new headquarters in the case of keeping the old headquarters 6 Move from new HQ to old HQ within months, without general transfer Travel Allowance Allowable Dargah additional fare to be paid for both journeys in between (1) above. Here d. The provisions of paragraph 10 of the orders dated 4th December 1999 shall continue to exist.				
	f	<b>Transfer from another Government (Rule 506 - B of the Bombay Civil Service Rules, 1959):-</b> In the case of travelling allowance to be paid to Government servants on temporary transfer to another Government for joining the post of that Government and for return travel, their demand for travelling allowance shall be as per the rules of the receiving Government or tThe provision in paragraph 10 of the above (1) orders dated 4th December, 1999 to give the option to regulate as per the rules of the State Government shall continue.				

	12	<b>Travelling Allowance of Non-Government Members (Mumbai Civil Service Rules Vol. 2 Appendix 42 - Section A- (One):</b> - (1) above. The provisions of paragraph 11 of the orders dated 4th December 1999 Amending as follows: - * non-Government members appointed on State/Division/District Level Committees/Boards/Commissions shall be admissible travelling allowance and Daily Allowance at the rate of Government employees with Grade Pay of Rs.8,900/- and above; But they will not be allowed air travel and air-conditioned first-class travel by train. Non-Government Members appointed on Taluka Level Committees/Boards/Commissions will get Travel Allowance at the rate admissible to Government servants with Grade Pay of Rs.4200/-. Also, these members will be entitled to Daily Allowance at the rate admissible to Government employees with Grade Pay of Rs.4200/-. Travelling Allowance/Daily Allowance of MLAs/Khadar's appointed as Non-Government Members on Committees/Boards/Commissions etc. as mentioned in Government Decision, Finance Department No-TRA-1470 / 131 / Eighteen, dated 27 January 1971 as admissible to MLAs and MPs for the work of the Legislature. will be regularized as per rate.' Non-Government on Committees/Boards/Commissions etc. under the control of Administrative Departments. The order of appointment of members contains a separate paragraph as above regarding their traveling allowance should be done. For approval of travelling allowance of non-Government members by the authorized class of Railways There is no need to provide details like travel ticket number, date etc.					
	13	<b>Post Retirement / Post Death Travelling Allowance:</b> - Revised provisions of replacement travelling allowance in paragraph 11 above, Retired Govt. shall apply to the employee and his family or the family of the deceased Government servant.					
	14	Air/Rajdhani, Shatabdi Express travel by non-permissible employees voluntarily attempted by these vehicles will be sanctioned by limiting the actual expenses incurred by him to the fare of the train class to which he is admissible. Also, if the employee voluntarily travels in a higher class of railway/public bus than the class admissible to him, he will be allowed the actual cost of such journey limited to the fare of the admissible class of railway or public bus.					
	15	Date of Implementation: - (a) This order dt. will come into effect from 1st April 2010. But this is the actual journey. Must commence after 12.00 midnight on 31st March 2010. (b) Family and/or personal belongings of Government servants who have been transferred or who have retired before 1st April 2010 dt. on or after 1st April 2010 but if he moves to the place of new headquarters within six months from the date of assumption of charge/retirement, in such case the amended provisions of para 11 above shall continue to apply. The existing provisions in this regard in the Bombay Civil Services, Rules, 1959 shall be deemed to be amended to the extent of these orders. Formal amendments to these rules will be made in due course. Apart from this, other provisions regarding travelling allowance prescribed from time to time shall continue.					
		The additional expenditure incurred because of these orders shall be borne by the respective departments/offices from their respective sanctioned grants.					
CONSULTATION							
EXPECTED OUTCOME							(Page 9/11)
MONITORING AUTHORITY		ACS/PS/ Secretary	PERFORMANCE	CERTIFICATE TO	Joint Secretary	GR uploaded on	www.maharashtra.gov.in
AUTHORITY		By order and in the name of Governor of Maharashtra				Code (Sank tank)	20100304133525000
Issued by	Deputy Secretary	Signed	S.M. Mhatre			Place:	Mumbai (Page 10/11)
Copies To (Designation)		Address					
Accountant General-1		(Accounts and Permissibility) / (Audit), Maharashtra, Mumbai.					
Accountant General-2		(Accounts and Permissibility) / (Audit), Maharashtra, Nagpur.					

Grants and Accounts Officer	Mumbai
Resident Audit Officer	Mumbai
Secretary	To the Governor Maharashtra.
Principal Secretary	Chief Minister, Maharashtra
Principal Secretary	Deputy Chief Minister, Maharashtra
Personal Assistant	All Ministers and Ministers of State, All Departments of the Ministry
	All Divisional Commissioners Head of Department and Head of Office under Serpent Division of the Ministry
Manager	High Court (Original Branch), Bombay.
Manager	High Court (Appellate Branch), Bombay
Secretary	Maharashtra Public Service Commission, Mumbai
Secretary	Maharashtra Legislature Secretariat, Mumbai.
The Manager	Office of the Public Commissioner and LokAyukta, Mumbai
Director	Accounts & Works, Mumbai
Chief Auditor	Local Fund Accounts, Mumbai
Deputy Chief Auditor	Local Fund Accounts, Mumbai / Pune / Nagpur / Aurangabad / Nashik / Amravati
Public Relations Officer,	Mantralaya, Mumbai
Chief Executive Officer	All Zilla Parishads Chief Accounts and Finance Officers of all Zilla Parishads, All District Treasury Officers,
Senior Research Officer	Pay Research Unit, Government of India, Ministry of Finance (Expenditure Department)

(Page  
10/11)

## ANNEXURE XIII

### Quality Control Management and Maintenance

As per the proceedings of Seventeenth Committee meeting dated 13th October 2022 for preparation of the Manual of Good Governance with officials from Public Works Department and Water Resources Department, following recommendations have been laid down.

Quality control management is an essential part of any project to ensure that the work meets the required standards and specifications. It involves developing a quality plan, conducting regular inspections, and testing, implementing quality control procedures, maintaining quality records, and conducting regular quality audits.

#### 1 Upgradation of Quality Control and Maintenance Manual

Several decisions are being taken in the Government regarding quality control guidelines, such as institutions including NHAI, Indian Road Congress. It is difficult for operating staff to keep track of lines contained in various manuals of these technical guidelines; it is time-consuming as part of their routine work pressure. Thus, there is a requirement to create a single comprehensive manual, incorporating all the associated rules, codes, references and benchmarking standards. This document may supersede all current manuals leading to a standardized format resulting in more efficient and high-quality work.

#### 2 Adequate Funding

There is a serious gap between the funds required and those allocated for the maintenance. As a result, assets created have been deteriorating fast and the backlog of periodic maintenance has been mounting, if sufficient funds are not allotted in time. Hence, the full maintenance amount should be made available. Funds also have to be identified for bringing the existing roads to maintainable condition or their rehabilitation costs will be very high and beyond the resources in sight. Hence, there is a need to reserve maintenance amount for a minimum of 5 years while sanctioning a project to avoid it becoming a liability.

#### 3 Staffing

Currently, adequate staffing is not provided. There are nearly 50% vacancies. It is therefore essential that at least operational staff should be made available on priority.

#### 4 Resources Asset Management System

The asset management system aims to establish a centralised database to store data on physical characteristics, periodic inspection, and an evaluation tool to maintain and upgrade buildings, road assets, bridges, etc. This system should be envisaged to improve the technical capacities and skills to manage all the aspects of Public Assets.

Asset Management System should consist of following the Artificial Intelligence and GIS-based modules as follows:

- i. Interactive Dashboard with alert and escalation system.
- ii. Road, Bridge, Dams Information Management, Safety and Maintenance System
- iii. Public Buildings Management and Maintenance System
- iv. Annual Maintenance and Programming Tool
- v. Right-of-Way Features Information System
- vi. Complaints/ Grievances Portal

All the modules should be AI-GIS based facilitating input and update various data and view the same through dashboards and GIS maps. The tools in-built within the system should be based on modern asset management principles while considering future demand and sound engineering principles.

This initiative will usher a systematic approach for maintenance planning by envisaging quick data dissemination and informed decision making, thereby better utilising the public fund.

#### 5 Annual Maintenance Plan

Based on the output from Asset Management System (AMS), maintenance required for the year should be worked out and revenue subdivision-wise plan should be developed. The cost for each following classification of maintenance should also be worked out as follows:

- a Routine maintenance
- b Periodic maintenance
- c Emergency/ Special maintenance
- d Up-gradation

#### 6 Capacity Building

Infrastructure development is important for achieving sustainable economic growth and provides for a steady rise in social wellbeing in the long run. Capacity building encompasses four main activities:

- a Skill upgrading, both general and specific,
- b Procedural improvements, and
- c Organizational strengthening.
- d Monitor Compliance to Quality standards

There is a need to strengthen the field staff through technical capacity building which includes innovative solutions and mechanisms. Capacity building course work

must be prepared with the collaboration of technical institutions inculcating a benchmarking approach. There is the need for timely access to the present capacity of the staff and the gap required to be filled through capacity building. Suitable institutional arrangements need to be made for this purpose.

Governments equipped with technical capacity will be able to exert strategic and operational control over mission-critical national assets that are key to a state's functioning.

## **5 Benchmarking Governance**

Artificial Intelligence based Road quality Inspection, an initiative by Mr. Karthikeyan S., (IAS- 2020) has paved a new way of road quality monitoring and inspection. Benchmarking of such initiatives must be considered and upscaled.

## ANNEXURE XIV

### Names of representatives of Voluntary Organisations, Officers, Experts and other individuals consulted

(In alphabetical order)

NAME	DESIGNATION
Shri. Anand Limaye	Additional Chief Secretary, Home Department
Smt. Abha Shukla	Principal Secretary , Accounts & Treasury , Finance Department
Shri. Abhay Mahajan	Joint Secretary, Water Supply and Sanitation Department
Shri. Abhay Pethe	Professor, Mumbai University
Shri. Abhay Yawalkar	Commissioner RTS, Nagpur Division
Shri. Abhishek Krishna	Member Secretary Maharashtra Jeevan Pradhikaran
Shri. Abhishek Singh	CEO, Mission Karmayogi
Shri. Ajit kawade	Deputy Secretary, Housing Department
Shri. Amit Saini	CEO , Maharashtra Maritime Board
Shri. Amol S B Madame	Secretary/Chief Organiser, Nashabandi Mandal Maharashtra State
Shri. Anoop Kumar	Additional Chief Secretary, Co-operation Department
Shri. Aseemkumar Gupta	Principal Secretary, Relief & Rehabilitation Department & fmr PS IT Department
Shri. Ashish Kumar Singh	Additional Chief Secretary, Transport & Ports Department
Shri. Ayush Prasad	CEO, ZP Pune
Shri. Bajirao Shinde	Div. Joint Registrar Co-Op Mumbai Division
Shri. Bala Saheb Raskar	Joint Secretary, Agriculture Department
Shri. Bhaskar Prabhu	Convenor, National Mahiti Adhikar Manch
Shri. Bhushan Gagrani	Additional Chief Secretary, Urban Development Dept
Shri. C D Joshi	Director, GSDA
Shri. Chandrasen Jadhavrao	Consultant, Tata Trust
Smt. Chitra Kulkarni	Commissioner RTS, Nasik Division
Shri. D R Dingale	Joint Secretary Social Justice Department
Shri. D. Deshpande	Deputy Secretary, General Administration Department
Shri. D. G. Keskar	Sr. Technical Director, NIC, Mumbai
Shri. Dattatrey Mohole	Tahsildar (Revenue), Solapur
Shri. Deepak Kapoor	Additional Chief Secretary, Water Resource Department & fmr DG IPR
Shri. Dhananjay Parkale Dr	Add Commissioner, Animal Husbandry

<b>Shri. Dharmendra Jain</b>	Sr. Technical Director, NIC, Mumbai
<b>Shri. Dilip Shinde</b>	Chief Commissioner RTS
<b>Shri. Dinesh Waghmare</b>	Principal Secretary, Department of Energy
<b>Dr. Caroline Valter</b>	Hope for the Children
<b>Dr. Harshdeep Kamble</b>	Principal Secretary , Industries Department
<b>Dr. Mittali Sethi</b>	Vanamati Nagpur
<b>Dr. Nitin Kareer</b>	Additional Chief Secretary, Revenue Department
<b>Dr. Pradeep Vyas</b>	Additional Chief Secretary, Tribal Development Department
<b>Dr. Shrikar Pardeshi</b>	Secretary to Hon' Dy Chief Minister
<b>Shri. Drashok Ubale</b>	Joint Director, Higher and Technical Education, Solapur
<b>Shri. Eknath Dawale</b>	Principal Secretary, Agriculture Department & fmr Principal Secretary Soil & Water Conservation
<b>Shri. Ganesh Patil</b>	Joint Secretary, Agriculture Dept & IT Department
<b>Shri. Gokul Deore</b>	Deputy Commissioner ICDS Women and Child Development Department
<b>Shri. I K Kundan</b>	Principal Secretary, Women and Child Development Dept
<b>Shri. J.J. Valvi</b>	Deputy Secretary, GAD
<b>Smt. Jayashree Bhoj</b>	MD Maha IT & DG IPR@`
<b>Shri. Joy Thakur</b>	Scientist -I i/c Department of Environment & Climate Change
<b>Shri. K. P. Pariselvan</b>	DDG & SIO, NIC, Mumbai
<b>Smt. Kail Dicuza</b>	IGM NGO
<b>Shri. Kanti Lal Umap</b>	Commissioner State Excise
<b>Shri. Kiran Garg</b>	HOD Projects, Maha IT
<b>Shri. Kiran Jadhav</b>	Commissioner RTS, Aurangabad Division
<b>Shri. Kunal Khemnkar</b>	Additional Municipal Commissioner, Pune
<b>Shri. Lakshmi Prasanna</b>	Sr. Technical Director, NIC, Mumbai
<b>Shri. Late Prashant Navghare</b>	Secretary (Works), Public Work Department
<b>Shri. Laxminath Garje</b>	Technical Director NIC Mumbai
<b>Smt. Leena Jadhav</b>	Rescue Foundation
<b>Shri. Lokesh Chandra</b>	General Manager, BEST
<b>Shri. Madan Nagargoje</b>	MD, Lokshahir Annabhau Sathe Vikas Mahamandal, Mumbai
<b>Shri. Mahendra Kalyankar</b>	Commissioner Konkan Division
<b>Shri. Manik Dive</b>	Joint Secretary RTS Commission, Konkan Division

<b>Shri. Manoj Kulkarni</b>	Invitee
<b>Shri. Manoj Saunik</b>	Additional Chief Secretary, Finance Department
<b>Smt. Meghna Indulkar</b>	Manager, Praja Foundation
<b>Smt. Melisa Walavarkar</b>	IGM NGO
<b>Shri. Milind Maske</b>	CEO, Praja Foundation
<b>Shri. Milind Shambharkar</b>	Collector, Solapur
<b>Smt. Netra Mankame</b>	Deputy Secretary, Food & Civil Supplies Department
<b>Shri. N Ramaswamy</b>	Commissioner Skill Development Mission
<b>Shri. Nand Kumar</b>	Additional Chief Secretary EGS & Additional Chief Secretary Soil and Water Conservation Department
<b>Shri. Narendra Kavde</b>	Retired IAS, Project Consultant
<b>Shri. Neeraj Dhote</b>	Principal Secretary & RLA, Law & Judiciary Department
<b>Shri. Neeraj Kumar Gupta</b>	Central Information Commissioner
<b>Shri. Niranjan Sudhanshu</b>	Settlement Commissioner and Director of Land Records, Pune
<b>Smt. Nitai Mehta</b>	Founder Trustee, Praja Foundation
<b>Shri. Nitin Gadre</b>	Additional Chief Secretary (Services), General Administration Department
<b>Shri. Nitin Jeevane</b>	Joint Secretary, Law & Judiciary Department
<b>Shri. O P Gupta</b>	Principal Secretary, Expenditure, Finance Department
<b>Shri. P. Siva Sankar</b>	Commissioner, Solapur Municipal Corporation
<b>Shri. Pankaj Kumar</b>	MD, Maharashtra Fisheries Development Corporation.
<b>Shri. Parimal Singh</b>	Project Director PoCRA
<b>Shri. Parrag Jain- Nainutia</b>	Principal Secretary, Transport Department & IT Department
<b>Shri. Pradeep Kumar</b>	Principal Chief Conservator of Forest
<b>Shri. Pralhad Kachre</b>	Invitee
<b>Smt. Pramila Sharma</b>	Shamta Foundation
<b>Shri. Prasad Narvekar</b>	Deputy Secretary, Water Resource Department
<b>Shri. Prasad Sankpal</b>	District Disaster Management Officer Kolhapur
<b>Shri. Prashant Narnaware</b>	Commissioner Social Justice
<b>Shri. Prashant Sajnikar</b>	Joint Secretary, General Administrative Department
<b>Shri. Pravin Darade</b>	Principal Secretary, Department of Environment
<b>Shri. Pravin Patkar</b>	Prerna NGO
<b>Smt. Priti Patkar</b>	Prerna NGO

<b>Shri. R. R. Shukla</b>	Joint Secretary, Water Resource Department
<b>Smt. Rachana Patil</b>	Special Secretary Bihar
<b>Shri. Rahul Rekhawar</b>	Collector Kolhapur
<b>Shri. Rahul Surve</b>	Program Manager Maha IT
<b>Shri. Rajankumar Shah</b>	Secretary CAD, Water Resource Department
<b>Shri. Rajendra Bharud</b>	DG, Tribal Research & Training Institute
<b>Shri. Rajendra kshirsagar</b>	Joint Secretary to Chief Secretary
<b>Shri. Rajendra Kumar Mohite</b>	Secretary, Projects Water Resource Department
<b>Shri. Rajesh Deshmukh</b>	Collector, Pune
<b>Shri. Rajesh Kumar</b>	Additional Chief Secretary, Rural Development Department
<b>Smt. Rajeshri Hirlekar</b>	General Administration Department (A.R.,O. & M.)
<b>Shri. Rajnish Shukla</b>	Joint Secretary (Water Resource), Water Resource Department
<b>Shri. Rambabu</b>	Commissioner RTS, Amravati Division
<b>Shri. Ravi Patil</b>	Joint Commissioner Women and Child Development Department
<b>Shri. S. Chokalingam</b>	DG, YASHADA, Pune.
<b>Shri. Sadashiv Salunkhe</b>	Secretary (Roads), Public Work Department
<b>Shri. Sanjay Chahande</b>	Former Additional Chief Secretary (A.R.,O. & M.), General Administrative Department
<b>Shri. Sanjay Dharurkar</b>	Deputy Secretary, Relief and Rehabilitation Department
<b>Shri. Sanjay Saxena</b>	Principal Secretary (Special) Home Department
<b>Shri. Sanjeev Jaiswal</b>	Principal Secretary, Water Supply and Sanitation Department
<b>Shri. Sanjeev Tatu</b>	Joint Secretary (Irrigation), Water Resource Department
<b>Shri. Santosh Khorgade</b>	Joint Secretary Cooperation Department
<b>Smt. Sarita Bandekar Deshmukh</b>	Joint Secretary Agriculture Department
<b>Shri. Satish Waghole</b>	Secretary (Legislation), Law & Judiciary Department
<b>Shri. Saurabh Vijay</b>	Principal Secretary, Department of Culture
<b>Smt. Shaila A</b>	Principal Secretary , Financial Reforms , Finance Dept
<b>Shri. Shailesh Gandhi</b>	Former Central Information Commissioner
<b>Shri. Shakil Sheikh</b>	Hope for the Children
<b>Smt. Shama Pawar</b>	Resident Deputy Collector, Solapur
<b>Shri. Sharad Ahire</b>	Joint Secretary Women & Child Development Department
<b>Shri. Shekhar Gaikwad</b>	Sugar Commissioner
<b>Shri. Shravan Hardikar</b>	Inspector General of Registration and Controller of Stamps

<b>Smt. Nayana Gunde</b>	Collector Gondia
<b>Smt. Pavneet Kaur</b>	Collector Amravati
<b>Smt. R Vimla</b>	Commissioner Women and Child Development Department
<b>Smt. Sujata Saunik</b>	Additional Chief Secretary (A.R.,O.& M.) General Administration Department
<b>Shri. Sujit Kkumar Ugale</b>	Director Archives
<b>Shri. Sumant Bhangre</b>	Secretary Social justice Department
<b>Shri. Sumit Mullick</b>	State Chief Information Commissioner
<b>Shri. Sunil Chavan</b>	Director Enforcement State Excise
<b>Shri. Suraj Mandhare</b>	Education Commissioner of Maharashtra
<b>Shri. Surendra Ambilpure</b>	Deputy Secretary, Cooperation Department
<b>Shri. Udhav Dhahifade</b>	Deputy Secretary, Water Resource Department
<b>Shri. V. Srinivas</b>	Secretary, DAPRG, Government of India
<b>Shri. Valsa Nair Singh</b>	Additional Chief Secretary Housing Department and fmr Principal Secretary (Excise), Home Department
<b>Smt. Vandana Jain</b>	General Administrative Department (A.R.,O.& M.)
<b>Smt. Vandana Meher</b>	General Administrative Department (A.R.,O.& M.)
<b>Smt. Varsha Vidya Vilas</b>	General Secretary, Nashabandi Mandal, Maharashtra State
<b>Shri. Venu Gopal Reddy</b>	Principal Secretary, Forest Department
<b>Shri. Vijay Ahir</b>	Director of Economics & Statistics
<b>Shri. Vijay Kolekar</b>	Agronomist PoCRA
<b>Shri, Vijay Singh Deshmukh</b>	Additional Collector Pune
<b>Shri. Vijay Waghmare</b>	Principal Secretary, Food and Civil Supplies Department
<b>Smt. Vijaylaxmi Bidari</b>	Divisional Commissioner Nagpur
<b>Shri. Vikas Kharage</b>	Principal Secretary to Hon' Chief Minister
<b>Shri. Vikas Naik</b>	Resident Deputy Collector Mumbai Suburban Dist
<b>Shri. Vikas Patil</b>	Director of Agriculture (Ext)
<b>Shri. Vinayak Chavan</b>	Deputy Secretary, (Prison) Home Department
<b>Shri. Vinayak Kokare</b>	i/c Director Marketing Cooperation Department
<b>Smt. Vinita Vaid Singal</b>	Principal Chief Secretary, Labour Department
<b>Shri. Vivek Bhimanwar</b>	Transport Commissioner
<b>Shri. Vivek Sawant</b>	MKCL
<b>Shri. Vivekanand Ghare</b>	Add CTO MahaIT
<b>Shri. Yuvraj Ajetroa</b>	Joint Secretary, Home Department

