

GOVERNMENT OF NATIONAL CAPITAL TERRITORY OF DELHI  
ADMINISTRATIVE REFORMS DEPARTMENT  
7<sup>TH</sup> LEVEL, C-WING, DELHI SECRETARIAT, NEW DELHI - 2.

<http://ar.delhigovt.nic.in>

No.F.13/6/10-AR/

13116-13275/c

Dated: 16.12.2010

To

All Principal Secretaries / Secretaries / HODs of GNCTD

All Heads of Local Bodies / Autonomous Bodies / Undertakings / Institutions under Govt. of Delhi.

- Sub: 1. Implementation of Section 4 of RTI Act – Directions to Public Authorities u/s 19(8)(a) of RTI Act, 2005.**  
**2. Roles of Public Information Officer and Transparency Officer, Level and Job Chart of Transparency Officer.**

Sir / Madam,

Please find enclosed a copy of the instructions issued by the Central Information Commission vide No. CIC/AT/D/10/000111, dated 15.11.2010 and 9.12.2010, downloaded from the official website of Central Information Commission at [www.cic.gov.in](http://www.cic.gov.in) on the subject mentioned above.

2. By virtue of the powers vested in the Central Information Commission vide Section 19(8)(a) of RTI Act, 2005, it has been directed that the obligations set out in Section 4 of RTI Act, 2005 be discharged by all public authorities as per the time limits set out against each activity-

(a) **Record Management**- As per provisions of Section 4(1)(a) of RTI Act, 2005 all the records should be catalogued and indexed. The Commission has directed that this should be completed within six months, i.e. latest by 15<sup>th</sup> May, 2011. In this regard, your attention is also invited to the provisions of "Public Records Act, 1993", which stipulates designating a Record Officer in each Department, who should undertake all such activity. It is suggested that a "Record Officer" may also be nominated as per provisions of this Act, so that he / she can attend to Record Management.

(b) **Publish 17 manuals**- As per provisions of Section 4(1)(b) of RTI Act, 2005 all Public Authorities should have implemented these obligations within 120 days of the coming into force of the RTI Act, 2005 on 15<sup>th</sup> June, 2005. The Commission has observed that since the action in this regard has been rather tardy, it has been directed that these actions shall be completed by all public authorities within a period of 120 days from the date of issue of this order, i.e. **latest by 15<sup>th</sup> March, 2011 and shall be uploaded on a portal to be set up exclusively for this purpose by the CIC.**

(c) **Designation of Transparency Officer**: The CIC has further directed that each public authority shall designate one of their senior officers as "**TRANSPARENCY OFFICER**", whose task it will be to oversee the implementation of Section 4 obligations by public authorities, to be the interface for the CIC regarding its progress, help promote congenial conditions for positive and timely response to RTI requests by PIOs, deemed PIOs and to be a contact point for the public in all RTI related matters. The Transparency Officers will have to be designated by each Public Authority within 30 days of the issue of the order and communicated to the Commission by all public authorities latest by 9<sup>th</sup> January, 2011.

3. **All the Head of Departments are requested to ensure strict compliance of these orders to avoid penal action and inconvenience to the citizens.**

Yours faithfully,

Encl: As above.

*Arvind Ray*

( ARVIND RAY )

PRINCIPAL SECRETARY (AR)

Tel: 23392240

Dated: 16.12.2010

No.F.13/6/10-AR/

13116-13275/c

Copy for information and necessary action to:-

1. Principal Secretary to Lt. Governor, Raj Niwas, Delhi - 110054.
2. Principal Secretary to Chief Minister, 3<sup>rd</sup> Level, Delhi Secretariat, New Delhi - 110002.
3. OSD to Chief Secretary, 5<sup>th</sup> Level, A Wing, Delhi Secretariat, New Delhi - 110002.
4. The Joint Secretary (Law) and Additional Registrar, Central Information Commission, August Kranti Bhawan, New Delhi - 110066.

*Arvind Ray*

( ARVIND RAY )

PRINCIPAL SECRETARY (AR)

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**CENTRAL INFORMATION COMMISSION**  
**New Delhi**

CIC/AT/D/10/000111  
Dated 15.11.2010

Implementation of Section 4 of the RTI Act  
Direction to Public Authorities u/s 19(8)(a) of RTI Act

Commission has been noting in its decisions that although the RTI Act has now been in place for five years, a key element of the law – voluntary disclosure by public authorities, enshrined in Section 4 of the Act – has not been fully implemented in letter and spirit. There are, no-doubt, departments and public authorities, which are more transparent and open than the others, but most do not conform to the matrix of disclosure set-out in Section 4.

2. Transparency has not become such a good idea because of the presence of the RTI Act, but it is good because transparency promotes good governance. Of the records, documents and files held by public authorities, a very large part can be made available for inspection, or be disclosed on request to the citizens, without any detriment to the interest of the public authority. This has not been done, or has still not been systematically addressed, largely because of an intuitive acceptance of secrecy as the general norm of the functioning of public authorities. This mental barrier needs to be crossed, not so much through talks and proclamation of adherence to openness in governance, but through tangible action – small things, which cumulatively promote an atmosphere of openness.

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3. Section 4 of the RTI Act randomly lists out some of these steps / actions.

4. The following aspects need to be noted:-

- (i) Secrecy in the functioning of the public authority should be the exception and not the norm, since as stated in the Preamble to the RTI Act, transparency of information is vital to a functioning democracy.
- (ii) Oftentimes public authorities are unable to decide on what records and documents to be made public, or what parts of its action to be made open, mostly because of poor record-management-practices, which make it difficult to take focused decisions about what records to be made routinely available to the public.

Therefore, the first step towards promotion of transparency in the functioning of the public authority should be an improvement in the record-management practices. Section 4 lists-out the ingredients of record management in some detail.

- (iii) When the record management practices are fully established in the public authority, the next step is to categorize the documents in terms of what can be disclosed voluntarily and what cannot be voluntarily disclosed.

The second category could be some sort of a negative list – a list of documents which a public authority is not in a position to bring into the open-category straightaway, but would examine its disclosure under RTI Act.

- (iv) The record-management practice, as much as possible, should be technologically driven. Technology should be used for efficient and wide dissemination of information subject to availability of resources and know-how.

This is an additional requirement to the proper record-management practice commended by Section 4.

- (v) While Section 4 enjoins public authorities to perform certain tasks for voluntary disclosure of information within 120 days of the commencement of the Act, i.e. on 12<sup>th</sup> October, 2005, it allows them “reasonable time” for putting in place a good record management practice supported by technology.
- (vi) Section 4 also enjoins Public Authorities to update the proactive disclosures every year.

5. The time has come now when the public authorities must start a sustained drive to inform their governance practices with transparency and to take the series of small steps required to put in place a system which promotes it. Section 4 provides only a window to possible actions and, much more will need to be done in order to achieve the type of goals which are envisaged.

6. Therefore, by powers vested in the Commission by Section 19(8)(a) of the RTI Act, we direct that the obligations set out in Section 4 of the

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Act be discharged by the public authorities as per the time-limits set out against each activity.

I. Record Management Obligation:

Section 4(1) states that every public authority shall –

*a) maintain all its records duly catalogued and indexed in a manner and the form which facilitates the right to information under this Act and ensure that all records that are appropriate to be computerised are, within a reasonable time and subject to availability of resources, computerised and connected through a network all over the country on different systems so that access to such records is facilitated;*

This translates into the following action points:-

1. Catalogue records and index them for easy dissemination and disclosure.
2. Computerize records in a phased manner subject to availability of resources.

Similar obligation is also cast on public authority by Section 4(1)(b)(vi) and Section 4(1)(b)(xiv), which enjoin publishing within one hundred and twenty days from the enactment of this Act, –

*(vi) a statement of the categories of documents that are held by it or under its control;*

*(xiv) details in respect of the information, available to or held by it, reduced in an electronic form;”*

It is directed that all public authorities implement the above obligations within 6 months (except for no.2 above).

II. Personnel related details and functions of public authorities:

The relevant portions of Section 4 calls upon public authorities to carry out the following:-

*"b) publish within one hundred and twenty days from the enactment of this Act,—*

*(i) the particulars of its organisation, functions and duties;*

*(ii) the powers and duties of its officers and employees;*

*(iii) the procedure followed in the decision making process, including channels of supervision and accountability;*

*(iv) the norms set by it for the discharge of its functions;*

*(v) the rules, regulations, instructions, manuals and records, held by it or under its control or used by its employees for discharging its functions;*

*(vii) 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;*

*(viii) 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;*

*(ix) a directory of its officers and employees;*

*(x) the monthly remuneration received by each of its officers and employees, including the system of compensation as provided in its regulations;*

*(xi) the budget allocated to each of its agency, indicating the particulars of all plans, proposed expenditures and reports on disbursements made;*

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(xii) the manner of execution of subsidy programmes, including the amounts allocated and the details of beneficiaries of such programmes;

(xiii) particulars of recipients of concessions, permits or authorisations granted by it;

(xiv) 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;

(xv) the names, designations and other particulars of the Public Information Officers;

(xvi) such other information as may be prescribed; and thereafter update these publications every year;"

7. Public authorities were to have implemented these obligations within 120 days of the coming into force of the RTI Act on 15<sup>th</sup> June, 2005. In our experience, the action in this regard has been rather tardy. It is time that these directives of the law are fully implemented in a systematic manner through time-bound action. Commission, therefore, directs that these actions as ordained above shall be completed by all public authorities within a period of 120 days from the date of this order.

8. Commission further directs that,

- (i) The information in compliance with Section 4 obligation by public authorities shall be uploaded on a portal to be set up exclusively for this purpose by the CIC.
- (ii) Within 30 days of this order, each public authority shall designate one of their senior officers as "TRANSPARENCY OFFICER" (with all necessary supporting personnel), whose task it will be

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- (a) to oversee the implementation of the Section 4 obligation by public authorities, and to apprise the top management of its progress.
  - (b) to be the interface for the CIC regarding the progress of (a).
  - (c) help promote congenial conditions for positive and timely response to RTI-requests by CPIOs, deemed-CPIOs.
  - (d) to be a contact point for the public in all RTI-related matters.
- (iii) Names of the Transparency Officers shall be communicated to the Commission by public authorities.

9. Commission wishes to emphasise, that as laid-down in Section 4(2) of the RTI Act, it should be the constant endeavour of every public authority to take steps in accordance with the requirements of clause (b) of sub-section (1) to provide as much information suo-motu to the public at regular intervals through various means of communications, including internet, so that the public have minimum resort to the use of this Act to obtain information.

10. Unless the key requirements of Section 4 are fully met by the public authorities 'suo-motu', the objectives of this Act as enshrined in



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its Preamble and Section 4 itself cannot be realized. Hence this directive.

11. Each Ministry or Department shall forward the directives to Public Authorities under their jurisdiction exercisable under Section 25(2) of RTI Act, 2005.

( A.N. Tiwari )  
Chief Information Commissioner

(Annapurna Dixit) (Satyananda Mishra) (M.L. Shjarma)  
Central Information Commissioner Central Information Commissioner Central Information Commissioner

(Shailesh Gandhi) (Sushma Singh) (Deepak Sandhu)  
Central Information Commissioner Central Information Commissioner Central Information Commissioner

Authenticated By :-

( Aakash Deep Chakravarti )  
Joint Secretary(Law) & Additional Registrar

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**Central Information Commission**  
August Kranti Bhawan  
Bhikaji Cama Place  
New Delhi-110 066

Date: 09-12-2010

**Subject :**

1. Roles of CPIO and Transparency Officer (TO)
2. Level of Transparency Officer (TO)
3. Job Chart of Transparency Officer (TO)

**Reference:** D.O.No.CIC/AT/D/10/000111 dated 15.11.2010

Apropos the subject and reference cited, certain public authorities have requested clarification regarding the roles of the Transparency Officer (T.O.) vis-à-vis the CPIO, and the level of the Transparency Officer.

2. It is clarified that the institution of Transparency Officer is in fact an administrative arrangement for promotion of institutional transparency within the public authority through proactive and effective implementation of the provisions of Section 4 of the RTI Act, 2005. These include effective record management, digitization of records, networking and incremental proactive disclosures.

3. The CPIO and the Appellate Authority, on the other hand, are parts of the RTI-regime and, in that sense, are statutory officers under the RTI Act. Their functions shall be as defined in Sections 7 and 19(1) of the Act respectively.

4. Within the public authority, a CPIO will be free to seek guidance from the Transparency Officer about disclosure-norms — both in its general and specific aspects.

5. The level of Transparency Officer, in any public authority, may vary depending on the availability of personnel of a requisite level. However, to be effective, a Transparency Officer should be of sufficiently high seniority in the organization, having uninterrupted and free access to the head of the public authority. He should also be able to effectively communicate and liaise with Divisional Heads of the public authority.

It is, therefore, desirable that T.O. is either No.2 or No.3 behind the head of the organization, in the official hierarchy.

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## 6. Job Chart of Transparency Officer

Transparency Officer (TO) shall be the main centre of all actions connected with promotion of institutional transparency commensurate with the letter and spirit of the RTI Act. In performing this role, the TO shall:

- i. Act as the interface for the Commission vis-à-vis the public authority on the one hand, and on the other vis-à-vis the public authority and the general public/information seeker.
- ii. Engage continuously, in implementing the Commission's directive dated 15.11.2010 regarding pro-active disclosures under section -4 of RTI Act, vis-à-vis the public authority concerned.
- iii. Regularly monitor decisions of the Central Information Commission (<http://cic.gov.in>) with a view to identify areas of openness both generic and specific as a result of such decisions.

Ensure that all levels of employees of the public authority are sensitized about these decisions and their implications.

Be responsible for issuing advisories, to officers/staff about need for sensitivity to institutional transparency and act as a change agent.

Be responsible for sensitizing the officers/staff that the time limit stipulated in the RTI Act are outer limit for matters raised under RTI Act and officers/staff are required to be mentally tuned to disclose all informations, predetermined as open, within the shortest possible time on receiving request.

- iv. Be the contact point for the CPIO/FAA/Divisional Heads in respect of all RTI related matters of the Organisation. He will be the clearing house in all matters about making transparency the central point of organizational behaviour.
- v. Constantly remain in touch with the top management in the public authority about the strategy and the action to promote transparency within the organisation.

Promote good management practices with the organisation centered on transparency.

- vi. Devise transparency indices for various wings of the public authority in order to introduce healthy competition in promoting transparency.

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- vii. Help set up facilitation centres within the premises of the public authority, where members of the public can file their requests for disclosure of specific information and can inspect the records and documents etc.
  - viii. Work out, in consultation with the departmental officers, the parameters of record management- its classification and indexing, plan of action for digitization of documents and records, networking etc and oversee and help implement the functions laid down in section 4 (1) (a) and 4 (1) (b) of the RTI Act.
  - ix. Prepare information matrix based on analysis of RTI applications filed before the public authority and response thereof and, suggest to the top management the need for process reengineering, wherever necessary, as well as work out modalities of suo motu disclosure of such information.
  - x. Be responsible for creating condition(s) in the organisation to establish an information regime, where transparency/disclosure norms are so robust that the public is required to have only the minimum resort to the use RTI Act to access information.
  - xi. Be responsible for operating a user-friendly website for various information relating to the public authority concerned, including inter alia search option.
  - xii. With the help of the appropriate wing of the public authority, set-up arrangements for training of the personnel to promote among them higher transparency orientation away from intuitive reflex towards secrecy, now common.
  - xiii. Establish dialogue with the top management and key officials of the public authority regarding prevention of unnecessary confidentiality classification of documents and records under the Official Secrets Act and to check over classification.

( B.B. SRIVASTAVA )  
Secretary