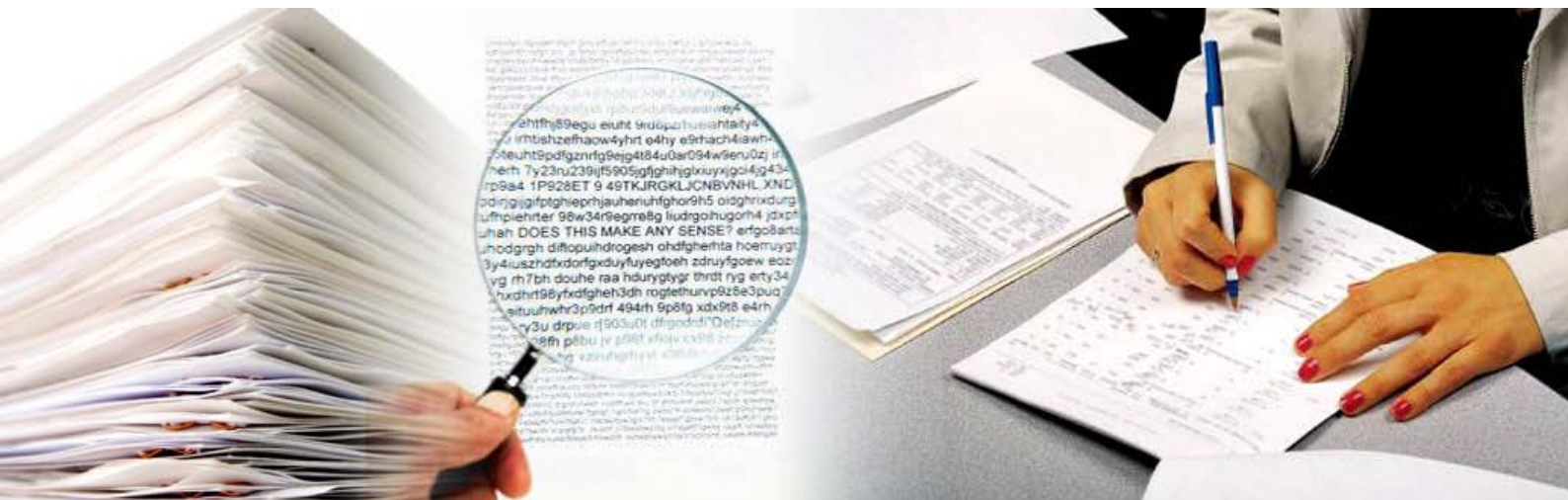


Status Report On Delivery of Citizen Services



Punjab Governance Reforms Commission
Government of Punjab
May 2009

CONSTITUTION OF THE COMMISSION

Chairman

- (i) Dr. Pramod Kumar, Director, Institute for Development and Communication, Chandigarh

Members

- (ii) Prof. Dipankar Gupta, Professor Sociology, Centre for Social Studies, Jawaharlal Nehru University, New Delhi.
- (iii) Prof. Atul Sood, Associate Professor, Centre for Studies in Regional Development, Jawaharlal Nehru University, New Delhi.
- (iv) Sh. Ram Naresh Gupta, IAS (Retd.), H.No. 10, Sector 8, Panchkula
- (v) Smt. Satwant Reddy, IAS (Retd.), Former Secretary to Government of India, New Delhi.

Ex-Officio Members (Chairpersons of Task Groups)

- (vi) Shri J.R. Kundal, IAS (Retd.)
- (vii) Shri M.P.S. Aulakh, IPS (Retd.)
- (viii) Prof. B.S. Ghumman
- (ix) Prof. H.S. Mehta
- (x) Mr. Suresh Kumar, IAS

Member Secretary

- (xi) Shri Satish Chandra, IAS, Secretary, Planning

Secretary

- (xii) Shri Rakesh Verma, IAS, Managing Director, Punjab Infotech

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1. INTRODUCTION

1.1 Governance reforms have become the central focus of various governments in view of paradigm shift in the path of development. Different meanings have been attributed to this process. To some it implies a shift from hierarchies and market to networks; from formal authority of the state power to steering and coordinating; from actions of the state to interplay of actors.¹ Simply put, it means change in the formal rules and procedures of the game between the govern, the governed and the margins. These rules and procedures defined the conduct of the actors involved in governance.

1.1.2 Why there is a need to change? Because some of these rules and procedures have become redundant or inappropriate or violative of rights of the governed due to interests of the powerful actors. Or there may be asymmetry of information, perverse incentives and high transaction costs.

1.1.3 As the governance crisis is holistic, the need is to suggest measures to resolve the tension between the govern, the governed and the margins. And also to reduce tension between 'governmentality', conduct of administration and political interference. In other words, the governance has become more an affair of administrative policy and discretionary political interference. There is also a need to mitigate tension between homogeneous standards and heterogeneous needs.

An attempt shall be made to take positive initiatives to resolve some of these tensions.

1.1.4 The main concerns which shall guide governance reforms are equity, access, accountability and civil society engagement.

The concept of equity is core construct for this Commission. It implies creating conditions and environment for equal access to services and programmes for people in equal needs. The focus of the Commission shall be purely on supply side, in the sense that equal services are made available to people in equal needs.

1.1.5 There may be variations in access. This may be due to policy bias, mismatch in priority between felt needs versus supposed needs, perverse incentives, non-statutory and discretionary powers and inappropriate and cumbersome institutional arrangements. To overcome some of these bottlenecks, a citizen-centric, accountable and responsive governance is essential. Accountable governance in democratic set up presupposes the functionality of citizen-centric transparent and personnel accountability mechanisms.

¹ Newman, Janet. 2001. *Modernising Governance: New Labour, Policy and Society*. London: Sage Publications.

1.2. TERMS OF REFERENCE OF THE COMMISSION

1.2.1 The terms of reference broadly cover the concerns of the Commission (See Annexure 1). The terms of reference broadly cover the following areas:

- (i) To improve access to various civic and regulatory services
- (ii) To improve access to law and order services by strengthening citizenship rights in provisioning and use of police services
- (iii) To improve impact of social security schemes and welfare programmes
- (iv) To address the issues of access and equality in social and economic development
- (v) To address the challenges of drug addiction, female deselection, caste based social assertions
- (vi) To strengthen the institutional arrangements to eliminate harassment and ensure corruption free delivery of services.

1.3. APPROACH

1.3.1 The approach of the Commission is to function through various task groups (Terms of Reference of Task Groups see Annexure 2). The task groups shall formulate recommendations for the consideration of the Commission. The Commission after deliberations will send these to the Empowered Committee of the Chief Secretary for approval and implementation. Thereafter, the implementation shall be monitored by the concerned task group. The task groups shall co-ordinate with each other to capture the policy, capacity building and delivery of services domain.

Policy Domain: Task Group on Social Development
<ol style="list-style-type: none"> 1. How capacity of public actors be enhanced to achieve better outcomes from existing policies? 2. What modifications do we need in existing policies of social development? Issues of Design 3. Support of the central government in the social sector – how it can be used to achieve better outcomes in the social sector? 4. Need for new programmes at the State level and if so what kind? 5. Improve interconnection between institutions, suppliers and policy to achieve objectives of social development.

Capacity Building Domain: Task Group on Institutional Framework
<ol style="list-style-type: none"> 1. An assessment of institutional and personnel capacities to deliver according to people’s needs. 2. Reengineering of intra-organisational processes, Improvement of monitoring system, inter-

department co-ordination and developing systems for civil society engagement.

3. Review of formal rules and procedures associated with specific policies
4. Documentation of non-statutory and discriminatory powers
5. Redefining and re-allocation of roles
6. Incentives (perverse and otherwise) (Transfers and postings)
7. Stability of tenure
8. Managerial autonomy

Service Delivery Domain: Task Group on Civic, Police, Social Security and Business Process Re-engineering

The need is to enlist high volume citizens services to guarantee rights of the marginalised and facilitate their full citizenship

The need based, sector specific and public welfare oriented services have to be enlisted, steps should be suggested to build a concise models for specific services – practice, change required in rules, processes and procedures.

The aim of this model is to formulate integrative system for accessible and composite single window delivery – multi-service window and reduce multiplicity in points of contacts by the citizens; automate and delivery online, empower the front end staff, eliminate the overlap and cross agency references.

1.4 CONSULTATIONS

The Commission has initiated wide ranging consultations with stakeholders comprising public representatives, non-government organisations, administrative department, field functionaries and other institutions and groups. The functions, methodology and timelines for the task groups have been laid down by the Commission and Task Groups have started working on their assigned areas.

1.5 STATUS REPORT

The Commission has decided to forward to the Government a status report delineating some areas of concern which require immediate intervention from the Government. It would also enable the Commission to fine tune its working relationship with the Government and other modalities for its working and subsequent deliverables. The recommendations particularly on Delivery of Citizen Services are being made based on the previous work carried out by various commissions, committees, task groups and consultants for various departments of the State government and Central government.

Recommendations on process re-engineering has been drawn from the working group on Business Process Re-engineering, on Transport Department from task group on Basic Civic Services and Civic Regulatory Services, on police services from task group on Police Reforms and Access to Police Services, on citizen charter and Suwidha project from task group on Institutional Framework for Delivery of Services.

2 REVIEW OF EXISTING PROGRAMS AND INITIATIVES

There are a number of initiatives currently underway in different departments of the Government to improve the delivery of services. It is important to critically examine these initiatives to revamp them and make them more effective.

2.1 Need for Suwidha Project

- 2.1.1 In the existing system, there was no structured seating plan and there was no place for the citizen to come and submit his applications. There were no places for people to queue up and wait. A number of employees often sit in one room along with volumes of old record.
- 2.1.2 For an ordinary citizen, there are no explicit formal ground rules, whether it is for obtaining new arms licence or renewal thereof, issuance of driving licence or renewal thereof or getting copies of documents or counter signatures on documents or getting an affidavit attested.
- 2.1.3 There are no accountable institutional mechanisms in place. There is no provision of giving a receipt, any firm date or time for the completion of job. In most of the cases a number of departments involved for completion of the formalities to deliver services to the citizens. For example, to obtain the driving licence, a citizen has to go to treasury to deposit the fees, visit registered medical practitioner to obtain medical certificate, visit motor vehicle inspector for driving test etc. Therefore, it is very difficult to make these functionaries accountable for delays.
- 2.1.4 The system has been made so cumbersome by adding various layers to suit the convenience of the functionaries. A large number of private facilitators have multiplied. These private facilitators function in close collaboration with the officers and through this nexus they get the work done and charge facilitating fees from the citizen. For instance, during the review of transport office in one of the districts, it was found that private hands were working in the offices and even maintaining record. More than 80 applications were found incomplete but

driving licenses were already issued. Similarly, cases of arms licenses, where cancellation of the licence was recommended by the police, were pending for decision for more than six months or a year on one flimsy ground or the other. There was no manual in the branch regarding the process and the officials act as per their discretion. More than 50 cases pertaining to the licenses issued by other districts were pending for past one year for their renewal and were never put up to the competent authority.

2.1.5 In order to remove the barriers and bottlenecks described above in the delivery of services, SUWIDHA project was conceptualised to bring about perceptible, measurable and qualitative improvement in the delivery of various citizen services.

- (i) **Service Counters to Provide Interface** – Under SUWIDHA, a centrally located facility with a large hall with counters for citizen interface has been created. There is ample space for people to wait. The glass windows allow a person to see what is there inside and the staff has to be available at the counter. The counters are numbered and the functions described on the counter so that there is no confusion. A Reception and Token Counter has also been provided and a person cannot overtake others and has to wait for his turn/ token number to come.
- (ii) **Receipt for Documents and Delivery Date** – The name of the applicant, type of service and fees paid at the counter is immediately entered into the computer and a receipt giving these details is generated, which is given to the applicant. It has twin purpose. First, it ensures that the applicant gets a receipt for the application and documents submitted by him and secondly, it is incumbent upon the person manning the counter to ensure that preliminary check regarding the documents and mandatory formalities is carried out immediately so that the applicant is not harassed later on the ground that he did not fulfill certain formalities. The date of delivery is also indicated on the receipt and so the applicant is not required to make indefinite rounds to the office.
- (iii) **Delivery through a Separate Counter and also through Courier** – Delivery of documents through a centralized delivery mechanism is a key feature of SUWIDHA. The objective being that various counters shall not be bogged down to deal with the enquiries and delivery of documents and instead, shall concentrate on receiving the applications and processing them. A separate centralized counter handles all the

enquiries and delivery of documents. It eliminates, to some extent, pick and choose policy for delivery of documents as the documents are received at the delivery counter only at a specified time. It also introduces a greater degree of accountability on the concerned branch/ counter to process the case in an orderly manner. Further, all the documents, which are not collected by the applicant for more than a week, are dispatched to the concerned applicant through department of Post/ Courier.

- (iv) **Data Capture at the Counter and automated processing** – Apart from generating the receipt to be given to the applicant, the data regarding applications is also immediately fed into the computer and thereafter, every noting, endorsement and printing of final document is done by the software. Since most of the processing is mechanical, it is easy to computerize the same and with particulars of the applicant fed into computer, noting etc. are generated by the Software itself. Even in the existing system, they used standard noting to process a case. The data is captured online and on the counter so that the pitfalls associated with offline processing are minimized.
- (v) **Empowering the officials** – The officials on the counter are empowered to endorse the cases to concerned department. The earlier practice of marking of applications by an officer or Superintendent of the office has been done away with and the person can submit his application across the counter without any marking. Similarly, the replies from other offices in as much as being marked to the respective branches are concerned, that too has been delegated to the Receipt Incharge itself. Inspections of the weapon have also been entrusted to the official sitting on the counter.
- (vi) **Reduce the levels or hierarchies for dealing with a case** – The levels have been removed so far as dealing with the cases where citizen services are involved. Normally, the hierarchy is clerk/ assistant/ Supdt/ Branch Officer/ ADC/DC. In case of any lapse, no one but the lowest level is held responsible and therefore not many layers are required. In a large majority of cases dealing with citizen services, the levels have been reduced to two, i.e., one clerical level and one officer level thereby expediting the processing of the case.

- (vii) **Improve the working conditions of the Staff** – The staff was otherwise sitting in rooms, which were poorly lit and were not well ventilated. The new rooms are air-conditioned and have the facility of generator as well. New furniture and bright surroundings add lot of value to the working environment.
- (viii) **Photograph, Challan, Medical Certificate, A Magistrate, and Motor Vehicle Inspector** – Earlier, a citizen had to go to different places to complete various formalities but he has now been provided with all these services at the SUWIDHA centre without having to go to different places.
- (ix) **Monitoring** - The biggest advantage of the System is that each and every application now gets registered in the computer with relevant dates also being captured. This enables day to day monitoring of disposal of cases by the Deputy Commissioner or other officers. In fact, the pending cases and other reports can be accessed by simply hooking on to the network and relevant software application. Close Circuit TV Cameras also enable the DC sitting in the room to monitor the presence of the officials as well as other activities of the Centre.
- (x) **Complete Solution** – SUWIDHA has been implemented through a separate society under the chairmanship of the Deputy Commissioner namely SUKHMANI Society for citizen services. The society has hired/ recruited technical, administrative and operational staff to run the project.

2.1.6 The scheme is currently operational in all the districts and sub-divisions of the State. As per the approved scheme, 24 services have been identified at the district level for delivery through SUWIDHA Centres, which have been enumerated in table below:

Table 1: List of Services at the District SUWIDHA Centres

Sr. No.	Service Name
1	Arm Licenses related Services
2	Services to Pensioners
3	Counter Signing of Documents
4	Character Verification
5	Issuances of Bus Passes
6	Issuance of Dependent Certificate

7	Issuance of Unmarried Certificate
8	Issuance of Licenses
9	Endorsement of SPA/GPA
10	Issuance of Nationality Certificate
11	Issuance of Copy of a Document/Inspection of Record & Misc. Services
12	Issuance of Marriage Certificate
13	Issuance of ID-Card
14	Appointment of Nambardar
15	Driving License related Services
16	Registration of Vehicle related Services
17	Issuance of Birth Certificate
18	Issuance of Death Certificate
19	Issuance of Affidavits
20	Issuance of Permissions
21	Issuance of Indemnity Bonds
22	Issuance of Surety Bonds
23	Submission of Passport Applications
24	Issuances of No Objection Certificates

Similarly, 12 services have been identified for delivery at the Sub-Divisional SUWIDHA Centres, which have been enumerated in the table below:

Table 2 : List of services at the Sub-Divisional SUWIDHA Centre

Sr. No.	Service Name
1	Endorsement of SPA/GPA
2	Issuance of Copy of a Document/Inspection of Record & Misc. Services
3	Issuance of Marriage Certificate
4	Driving License related Services
5	Registration of Vehicle related Services
6	Issuance of Birth Certificate
7	Issuance of Death Certificate
8	Issuance of Affidavits
9	Issuance of Permissions
10	Issuance of Indemnity Bonds

11	Issuance of Surety Bonds
12	Issuance of No Objection Certificate

2.2 Assessment of the Current Status of SUWIDHA Project

2.2.1 The Implementation of the Scheme, however, varies considerably from district to district and similarly from one sub-division to another. As per the data available on the services currently being delivered at various centres, infrastructure and other related aspects, a detailed assessment of the current status of the scheme has been presented in the Annexure 3 (Part A and B).

2.2.2 The highlights of the assessment are as follows:

- (i). Most of the district headquarters are delivering less than half the services against twenty four services identified
- (ii). Most of the sub-divisions have just two to three services against twelve services identified
- (iii). No uniform operational guidelines being followed by the districts
- (iv). No uniform checklists and application forms for the citizen
- (v). No monitoring of the timelines for delivery of services
- (vi). No dedicated 24x7 helpline
- (vii). Usage of Back-end software is not uniform
- (viii). Citizens are unable to track the status of their applications
- (ix). SUWIDHA Centres are not networked across the State and Sub-Division despite completion of Wide Area Network
- (x). Lack of effective home delivery of the services

2.3 Overview of Community Policing Resource Centres

2.3.1 In an endeavour to improve the responsiveness of the police to the needs and expectations of the people, the Punjab Government opened Community Policing Resource Centres, as a single point of public interface, under the aegis of which a host of people-friendly schemes would be initiated.

2.3.2 Community Policing Resource Centres (CPRCs) are an important step taken by Punjab police as an attempt in the direction of much-needed Police Reforms. These CPRCs embody the true spirit of Community Policing, that is, to involve the community in the functioning of the Police System in order to improve its service delivery and to contain crime. The purpose of the CPRCs is to enhance the quality of police-public relations by way of direct involvement of the people in the prevention and detection of crime and in the maintenance of order. These Community Policing Resource Centres are a single point of the police-public interface for non-crime criminal related work at district level.

2.4 Assessment of Current Status of CPRCs

2.4.1 A brief overview and assessment of the current status of the scheme has been presented in the annexure 4. The highlights of the assessment of the functioning of the Community Policing Resource Centres are as follows:

- (i) The objective behind setting up CPRCs was to provide continuity and sustainability to ad-hoc initiatives, to ensure greater community participation in police work, to implement community oriented schemes in partnership with NGOs, grassroot organisations and other government departments. However, at present CPRCs only objective is Single Window Delivery of services.
- (ii) Most of the CPRCs have been set up within the existing set up of the police building and failed to establish their independent identity and recognition in the public.
- (iii) A consistent publicity campaign was required in the initial years of the project, whereas, each district has publicised these centres as per their intention, interest, and resources.
- (iv) Factors like space, ambience, location, orderliness, cleanliness, and facilities for public varied remarkably from one district to another in terms of quality.
- (v) District level steering committees are the uniqueness of this project, which ensure community participation in police and make this project a community-policing project. Many of these committees have become ceremonial and ineffective.

- (vi) As per Standing Order, each CPRC shall be registered under the Societies Act to function as an autonomous organisation. Most of these CPRCs have been registered as societies, but have not
 - (a) acquired financial autonomy and corresponding accountability;
 - (b) built up partnership with other government departments and civil society organisations
- (vii) At present, CPRCs are just performing the usual work of police department, which is the work of security branch with an exception that now it is through single window. Partially only one unit of CPRC is working that is Community Service Cum Information Centre. Even this is not performing as per the recommendation in the Standing Order and even the tag is not the same and this is only a single window for service delivery. Otherwise, CPRCs are supposed to have different units like Grievance Redressal Unit, Community Service Cum Information Centre, Victim Relief Centre, Children's Protection Unit.
- (viii) Many Community Policing Resource Centres were facing shortage of resources in terms of space, computers, and its peripherals. Some centres were having air conditioner and generator set and some were not having even water coolers. In many centres, there was no communication facility or only extensions from other offices like SSP office; Women cell phone number was also not available. Their staff was managing from their own cell phones. Centres which professed to have helpline numbers like 1098 and 1097, but the numbers were not in use specifically for the purpose these were intended. Moreover, helpline numbers were not publicised properly.
- (ix) Standard banner, letterhead, and logo on stationery were supposed to be used by all the district community policing resource centre. However, many CPRCs were not adhering to these standardised parameters.
- (x) Staff working in the CPRCs had not been imparted training regarding its motive, units, and their functions. Only some old personnel who are fewer in number now, were trained initially.
- (xi) Standing Order suggests formation of Community Liaison Groups (CLG) under the aegis of CPRC. By the time of the visit, there was not even a single CPRC, which was

having community liaison group. Cooperation of non-government organisations has been ensured by taking representative of such organisation as member of the district level committee. Other than this, these centres have no networking with any other government departments like social welfare etc.

2.5 Overview of Citizen Charters – Citizen Centric Governance

2.5.1 Public administration has been undergoing fast changes. The traditional model of public administration philosophically grounded in the Weberian theory of bureaucracy has resulted in burgeoning bureaucracies and alienation of the citizenry from administration. The resource crunch faced on sustained basis by most governments has further sharpened the inadequacies of traditional model of public administration to deliver goods. The fast growing bureaucracy followed by increasing degree of dissatisfaction among citizens and fiscal crises have led to a search for models of governance which not only promote efficiency and economy in administration but also treat service delivery to the satisfaction of its users as the central concern. During the last four decades, the social science literature, especially public administration and management literature, has provided alternative models of governance. Literature on New Rights School of Thought including Public Choice Theory and Chicago School, a competitive public administration and reinventing governance has documented both theory and practices of emerging models of public administration. These alternative models comprise New Public Management and Entrepreneurial Government. One of the major thrusts of the alternative models is to make governance transparent, responsive, accountable, and citizen-friendly. In this context, a host of administrative innovations have been introduced. These innovations include, The Right to Information Act; Citizens' Charter; setting up of institutions like Ombudsman for combating corruption; introduction of speedier mechanisms for redressal of citizens' grievances; e-governance; simplification of procedures to reduce time and cost in the delivery of services; decentralization; establishing regulatory authorities/commissions, etc.

2.5.2 Out of these initiatives, Citizens' Charter promotes citizen-friendly governance more explicitly. The aim of the Charter Programme is to make the standards of public service measurable and more visible in tune with expectations of the citizens. The concept and

philosophy of Citizens' Charter for the first time were articulated in white paper titled, "The Citizens' Charter", published by the U.K. Government in 1991.

2.5.3 The Charter in the U.K. introduces six principles of public services:

- (1) Standards;
- (2) Information and Openness;
- (3) Choice and Consultation;
- (4) Courtesy and Helpfulness
- (5) Putting Things Right; and
- (6) Value for Money

2.5.4 The Citizen Charter in the U.K. has further been improved and strengthened under the campaign 'Service First'.

2.5.5 The impressive performance experienced in the U.K. in the field of the Citizens' Charter has generated interest in this administrative device the world over and several countries including India have implemented similar programmes.

2.6 Overview of Citizens' Charter in India

2.6.1 In India, the first policy initiative in the field of Citizens' Charter was taken in November 1996 during the Chief Secretaries' Conference, which focussed upon the administrative reform measures in which the citizen has been placed at the centre. It was followed by the Chief Ministers' Conference on Action Plan for Effective and Responsive Administration held under the Chairmanship of the Prime Minister on 24th May 1997. The Home Minister, Finance Minister, Law Minister, Minister of State for Personnel, Public Grievances and Pensions, Cabinet Secretary, Secretaries of the States/UTs and senior officials in Government of India also attended the conference. The Conference "..... strongly endorsed the need for ensuring responsive, accountable, transparent and people friendly administration at all levels and agreed that necessary corrective steps must be taken to arrest the present drift in the management of public services. The Conference urged that measures should be taken to restore the faith of people, particularly the weaker sections of the society, in fairness and capacity of the administration... Further, the increasing establishment expenditure and large size of government staff is adversely affecting the development process by reducing the

investible funds. The ambit of Government interaction needs to be redefined, so that the superfluous functions can be dispensed with”.

2.6.2 In response to the Chief Minister’s Conference and resolution adopted therein, various initiatives have been taken by the Ministries/Departments of Government of India and by State and Union Territory Governments. The Department of Administrative Reforms and Public Grievances (DAR&PG) has compiled information about these initiatives in two reports titled – Initiatives and Best Practices of Government of India for Effective and Responsive Administration (November 1997) and Policies, Initiatives and Best Practices in the States/UTs (August 1997).

2.6.3 The reform measures mentioned in the first report are classified into three subjects:

- (1) Accountable and Citizen-friendly Government;
- (2) Transparency and Right to Information; and
- (3) Improving the Performance and Integrity of Public Services

2.6.4 It is relevant to mention here that the accountable and citizen-friendly government has been promised through the mechanisms of (a) Citizens’ Charter; (b) Decentralisation of Power; (c) Redressal of Public Grievances; and (d) Review of Laws, Acts and Regulations.

2.6.5 In India, Citizens’ Charter programme aims to make administration more accountable through:

- (1) the provision of the citizens’ entitlement to public services;
- (2) wide publicity of standards of performance;
- (3) quality of services;
- (4) access to information;
- (5) simplifying procedures for complaints;
- (6) time-bound redressal of grievances; and
- (7) a provision for scrutiny of performance by an outside agency.

2.6.6 In India, about 118 federal government organizations and 711 state government organisations have announced their citizens’ charters. Prominent federal organizations are Indian Railways, Department of Posts, Department of Telecom (DOT), Life Insurance

Corporation of India (LIC), General Insurance Corporation (GIC), Reserve Bank of India (RBI), Nationalised Banks, Passport Division of Ministry of External Affairs, Central Board of Excise and Customs (CBEC), Central Board of Direct Taxes (CBDT) and Department of Industrial Policy and Promotion.

- 2.6.7 The Department of Administrative Reforms and Public Grievances (DAR & PG), Ministry of Personnel, Public Grievances and Pensions coordinates the preparation, the publicity and evaluation of citizens' charter under the direction of the Cabinet Secretariat. The Department of Consumer Affairs (the Ministry of Food and Consumer Affairs), the Consumer Coordination Council (CCC), an apex body of 50 consumer organizations (NGOs) have played an active role by providing sufficient policy inputs and creating a conducive environment for the adoption of the programme.

2.7 Assessment of Citizens' Charter in Punjab

- 2.7.1 Like other states, Punjab has also taken initiatives to adopt Citizens' Charter. In Punjab, 15 Departments and 2 Directorates have announced their Citizens' Charter. These institutions are: Department of Food & Supplies; Department of Health and Family Welfare; Department of Social Security and Women & Child Development; Department of Animal Husbandry; Department of Education (State Council of Educational Research & Training); Department of Language, Punjab; Department of Sports and Youth Services, Punjab (C-PYTE); Department of Technical Education and Industrial Training, Punjab; Department of Horticulture; Department of Finance (State Lotteries), Punjab; Department of Home (Commandant Home Guards); Department of Vigilance, Punjab; Department of Sports & Youth Services (Youth Services), Punjab; Department of Urban Planning & Development Authority, Punjab; Department of Dairy Development, Punjab; Director, Land Records, Jalandhar; and Director, Homoeopathy, Punjab.
- 2.7.2 However, a close look at the rhetoric and reality suggests that the Charters are a set of statements of good intentions not accompanied by necessary in-built mechanism to achieve them.
- 2.7.3 First, most of the citizens' charters contain information with regard to the functions and various activities being performed by the Departments. Instead of focusing and articulating the philosophy of Citizens' Charter, they are merely a compilation of information about

earlier programmes of the Departments relating to public services. They are prepared in haste to meet the deadline set by Government, and thus lack internal consistency.

- 2.7.4 Second, the Citizens' Charters are not widely made available to the users of the service. Government has made no significant efforts to publicize the Charter Programme through various channels such as newspapers, radio, televisions, internet, etc. Out of the 17 Departments/Directorates of the Government, which have formulated Citizens' Charter, only one Department and One Directorate have displayed their Citizens' Charter on the websites.
- 2.7.5 Thirdly, the standards of service have not been explicitly defined. They are mere statements specifying the functions and activities without mentioning the targets with time frame.
- 2.7.6 Fourthly, in none of the charters, the quality of services is clearly defined; leave aside the identification of parameters of quality of service.
- 2.7.7 Fifthly, the lack of effective complaints redressal machinery which receives and disposes of the complaints about quality standards is a major stumbling block in the acceptability of these Charters by the citizens. The rhetoric of redressal of public grievances does not serve the intended purpose. Display of information about the grievance redressal machinery, name of the functionary/contact person and timings and place of his availability, courteous behaviour of officials, and time bound redressal of the grievances are some of the important factors which determine effectiveness of the machinery set up for the purpose. In the public organizations of Punjab, most of these factors have been missing.
- 2.7.8 Sixthly, the monopoly character of public service provider exerts no pressure on public organizations to improve quality of service. Seventhly, and more importantly the Citizens Charters are not legally enforceable.
- 2.7.9 Lastly, effective execution of Citizens' Charter needs changes in the attitudes, ethos and work culture of public organizations. Unfortunately, no visible changes particularly in the mindset and attitudes of employees have been noticed in public organizations during post Citizens' Charter period.

3. RECOMMENDATIONS OF THE COMMISSION

3.1 Implementation of recommendations of the task group on BPR.

3.1.1 In pursuance of the recommendations of the National Knowledge Commission, the Government of Punjab constituted a working group to make recommendations regarding Government Process Reengineering in respect of select citizen services (For Generic recommendations of the working group on BPR see Annexure 5).

3.1.2 The Group prioritized a set of citizen services across the departments of Housing & Urban Development, Punjab State Electricity Board, Deputy Commissioner Office, Local Government, Transport, Food and Civil Supplies & Excise and Taxation. A detailed Proforma was evolved and circulated to the select departments and DC’s to elicit structured responses from them. The information was then compiled and the recommendations were analyzed by the group.

3.1.3 The Group has made a set of general recommendations, which may be relevant for all the organizations. Some of the key recommendations include reorganization of disposal hierarchies, empowerment, process codification/ documentation, confirmed process time, improvement in physical infrastructure, capacity building of government employees, improved record keeping etc. The process map of the select services recommended are available in annexure 6.

3.1.4 The Group has given specific recommendations about a number of services namely:

Housing & Urban Development	Local Government	Punjab State Electricity Board
Grant of NOC by PUDA,	Sanction of Building Plans of various categories	Release of electric connection
Transfer of Plot,	Water and Sewerage Connection	Change in name
Issuance of Conveyance Deed,	Transfer of Property related services	Shifting of connection
No Dues Certificate,	Office of the Deputy Commissioner	Re-connection order
Change of ownership,		Meter change order/ meter challenge
Permission to mortgage,		Challenged bill
Sanction of building plan,		

Sanction of sewerage connection,	Arms Licenses
Notice of completion and permission to occupy,	Caste Certificates
Issue of re-allotment letter	Other Certificates
	Registration of Property Document

3.1.5 Specific Recommendations of the Working Group on BPR

The group has submitted these recommendations to the government and the Commission is of the view that some of the select recommendations listed below should be implemented at the earliest.

3.1.6 Department of Housing & Urban Development – The group has analysed various business processes as per the recommendations of Greater Mohali Area Development Authority. A brief summary of the proposed changes is given below:

Sr. No 1 Permission to sale after issuing conveyance deed i.e. grant of NOC

At present, there are 16 steps through which a case for grant of NOC is processed in the office of the Estate Officer. It has been recommended to reduce them to 5.

Sr. No 2 Transfer of plot/house/commercial site (before Conveyance Deed)

As in Sr No 1

Sr. No 3 Issuance of Conveyance Deed (CD)

In the Proposed Processes the number of steps has been reduced from 16 at present to 5 in case a NDC has been submitted by the applicant at the time of seeking Conveyance Deed. However, in case the No Due Certificate (NDC) has not been attached by the applicant, a report of the Accounts Wing needs to be obtained on the case. In the later situation, the number of steps will be 6.

Sr. No 4 No Due Certificate (NDC)

The only suggestion/amendment in the existing system is that the case may

not be sent to the S.O. (R) or as the information can be given by the Senior Assistant in the Accounts Branch.

Sr. No 5 Change of Ownership

5 (i) In the proposed process the number of steps have been reduced from 16 to 4 as there does not appear to be any need to process the case in the Accounts and the Building branch as an applicant has already got a Sale Deed executed as per provisions of the Registration Act after an NOC has been issued by the Estate Office. Further, the level of disposal has also been reduced from the Estate Officer to the Superintendent (Allotment).

5(ii) Change of ownership as consequence of death of owner of plot/site/house

In the Proposed Processes, the number of steps have been reduced from 16 to 4. There does not appear to be any need to send the case to the Accounts and the Building Branch as the property is automatically inherited by the legal heirs of a deceased allottee. It is further suggested that Estate Officer while deciding the case in his quasi-judicial capacity may take an affidavit from a Village Nambardaar, Municipal Councillor or Sarpanch as the case may be, who can identify all the legal heirs as normally done by a revenue officer. In cases of registered wills or un-registered wills, an affidavit from all legal heirs who have been ignored by the deceased may be collected by the Estates Officer and dispose of the case on merits at his level rather than getting it processed in the branch.

Sr. No 6 Issuance of Permission to Mortgage

In the Proposed Processes, the number of steps have been reduced from existing 16 to 4. Further, level of disposal of such cases is proposed to be reduced from Estate Officer to the Superintendent (Allotment). It is felt that there is no need to get the cases processed in the Accounts Branch and in the Building Branch as it is for the financial institute to verify at its own level whether the property is free from all encumbrances or not before extending the loan against such a property.

Sr. No 7 Sanction of Building Plan

In the Proposed Processes, the number of steps have been reduced from 10 to 6. Once an application supported by three copies of plan prepared by an Architect engaged by an allottee is received, the same can be circulated simultaneously to the Architect, Town Planner and Divisional Town Planner, Public Health and take the report on the spot itself i.e. in the office room. A day can be fixed by the Estate Office to receive all such applications once in a week and all such cases are disposed of within 24 hours.

Sr. No 8 Sanction of Sewerage Connection

In the proposed processes, the number of steps have been reduced from 5 to 2. Further, fee for road cut is presently being deposited in the Municipal Council for Urban areas falling within the limits of Municipal Council whereas fees for areas falling within the jurisdiction of GMADA are being deposited with D.E. (C-I). It is proposed that the fees may be collected only at single window in all cases. However, fees collected for areas falling within Municipal Council may be transferred to Executive Officer, Municipal Council on weekly basis. The sanction shall be issued by D.E. (PH) on receipt of the application made by an applicant supported by affidavit and an attested copy of GPA in case the applicant is not coming himself. The representative of GMADA shall be present at the spot on the fixed date and time as indicated by D.E. (PH) in his sanction and release the connection. In case illegal connection had already been made, J.E. (PH) shall immediately report after getting signatures of two neighbours of the areas. The penalty so calculated shall be recovered in 15 days, failing which connection shall be disconnected.

Sr. No 9 Notice of Completion and Permission to Occupy

The number of processes have been reduced from 7 to 4. It is further suggested that 100% checking shall be done by the JE concerned for all properties and keep this record readily available. Once occupation certificate is issued by SDO (B), SDO himself shall do random checking and verify as to whether the reports made by the private architect and JE are

correct or not. In case there is some discrepancy, action shall immediately be taken against the private architect as well as JE.

Sr. No 10 Issue of re-allotment letter

In the Proposed Processes, the number of steps have been reduced from 6 to 4. There does not appear to be any need to send the case to the Superintendent or Assistant Estate Officer and the same can be disposed of by the Estate Officer after the Senior Assistant examines the case.

3.1.7 Punjab State Electricity Board – The suggestion of the PSEB regarding the proposed “To Be” processes were analysed by the group and a brief summary of the same is as follows:

Sr. No 1 Release of electric connection under domestic/ non residential supply category for load upto 50 kw

In order to ensure fast service, the existing composite A&A Form (Application and Agreement Form) needs to be slightly modified. The existing steps have been reduced from 11 to 6 by removing redundant steps whereas the applicant / consumer is to approach only two officials.

Sr. No 2 Release of electric connection under domestic/ non residential/ bulk supply category for load above 50kw

Electricity Supply Code effective from 1-1-08 allows 45 days to 120 days for release of connection from the date of compliance of demand notice depending upon voltage of supply and connected load.

In the re-engineering proposal, the applicant/ consumer is to contact SDO/ RA for submission of composite A&A form and deposit of charges.

Sr. No 3 Change of name

In the re-engineering, the redundant steps have been reduced and unnecessary visits of JEs have been omitted so that the service becomes faster to comply with time lines (7 days for LT, 14 days for HT/EHT) of the supply code.

Sr. No 4 Shifting of connection

In the re-engineering, though the estimate is to be sanctioned by the existing competent authorities, but after sanction the case is to be sent direct to SDO(II) Incharge of the Sub Division, where the connection is to be shifted. This will ensure faster service.

Sr. No 5 Re-connection order

In the revised procedure, redundant steps have been omitted so as to comply with the time lines of the Supply Code, which allows only 24 hours for re-connection once the consumer deposits the defaulting amount, reconnection fees as MMC for the period of disconnection.

Sr. No 6 Meter change order / meter challenge

No change in the exiting procedure except that the work of RA/CC have been clubbed to make the service faster and to meet the time line prescribed in the Supply Code, which requires that defective meter is to be changed within five days (21.4 (e)) and meter test is to be done in seven days (21.4 (b)(i)).

Sr. No 7 Challenged bill

Consumer is to contact SDO/RA instead of the existing four officials for bill challenge These two officials have to decide in a time bound manner as per the time period allowed by the Supply Code.

3.1.8 **Offices of the Deputy Commissioners** – Suggestions were invited from a select Deputy Commissioners namely DC's of Hoshiarpur, Muktsar, Jalandhar, Amritsar, Gurdaspur and the Group has consolidated the suggestions on some of the key services being delivered by DC offices particularly those related to Arms Licenses and certificates etc.

3.1.9 **Department of Local Government****(I) Building Plans****Sr. No.1 Residential Building Plans**

It is proposed that Municipal Corporation should approve standard design for residential plots measuring 100, 125, 150, 200, 250 and 500 sq. yards. If the applicant submits the standard design for the building through empanelled architect, then JDM/DM shall grant approval of the building plan on deposit of building fees, Malba fee and development charges.

Sr. No.2 Residential Building Plans (other than standard size & design)

Residential building plans other than the standard design should be submitted by the empanelled architect to the JDM/DM of the concerned zone. After scrutiny and spot verification he will submit the plan to ATP for approval and the sanctioning authority should be ATP. The plan should be decided within stipulated period of 15 days.

Sr. No. 3 Building plans other than residential up to 500 sq. yds. (Industrial/institutional/commercial/public buildings)

It is proposed that empanelled architect should submit the plan to the JDM/DM of the concerned zone. After scrutiny and spot verification, he may submit the plan to ATP for approval and the sanctioning authority should be MTP. The plan should be decided within stipulated period of 30 days.

Sr. No. 4 Building plans other than residential more than 500 sq. yds. (Industrial/institutional/commercial/public buildings)

It is recommended that empanelled architect should submit the plan to the JDM/DM of the concerned zone. After scrutiny and spot verification he may submit the plan to ATP and then to MTP. Thereafter the plan may be submitted to building sub committee comprising of Zonal Commissioner, Branch In charge and MTP as convener. The plan should be decided within stipulated period of 30 days.

(II) Water and Sewer Connection

Sr. No. 1 Residential Connection

It is proposed that application should be submitted by applicant alongwith ownership documents, residential proof and Municipal property number to Junior Engineer who, after spot verification, may sanction the connection and issue receipt.

Sr. No. 2 Other than Residential connections (Commercial/industrial/institutional/public buildings)

At present for water supply and sewerage connection, the file consisting of application, site plan, affidavit and undertaking is submitted by Registered Plumber to Water Supply clerk. After verification of ownership from House Tax Branch, file is submitted to Junior engineer for spot verification and checking. After the file is put up to AME, the same is then forwarded to sanctioning authority i.e. Executive Engineer for approval.

It is recommended that after following the above noted procedure, Junior engineer will submit the file for sanctioning to Assistant Engineer who will sanction the connection and issue receipt.

(III) Transfer of Property in House Tax Record**Sr. No.1 To obtain copy of assessment register of property (T.S- 1)**

At present, an application for obtaining T.S-.1 is presented to dealing clerk who forwards it to the concerned House Tax clerk and water rate clerk. After getting no due report, the dealing clerk sends it to House Tax record keeper who prepares T.S-1 copy and gets it checked and signed from House Tax Supdt. T.S.-1 copy is supplied by Record Keeper to the applicant on deposit of copying fee.

It is proposed to introduce single window system. Applicant should submit an application to window clerk, who would check from computer regarding House Tax, Water supply and Sewerage arrear, if any. On clearance of the arrears, window clerk should forward the application to the dealing House Tax clerk, who would prepare the copy and get it

checked and signed from House Tax Supdt. and window clerk should hand over the copy to the applicant on deposit of copying fee.

Sr. No. 2 Change of ownership of total property unit on the basis of registered sale deed

At present, for change of ownership, a cumbersome procedure is prevalent. It is proposed to introduce single window system. Application should be submitted to window clerk, who after verification of no dues of House Tax, Water supply and Sewerage arrears should forward it to dealing House Tax clerk, who should put up to House Tax Supdt. for final approval. Applicant should collect transfer of ownership document from window clerk.

Sr. No. 3 Change of ownership on the basis of partial registered sale deed of property unit

In case of partial registered sale deed of the unit, in addition to above noted procedure, spot verification report from area inspector should also be obtained.

Sr. No. 4 Change of ownership on the basis of Inheritance

It is proposed to follow the above mentioned procedure, if the property is to be transferred to all the legal heirs of the deceased and also in the case of registered will by the deceased.

In case of unregistered will, after adopting the above mentioned procedure, a public notice should be issued in the news paper and if no objection is received in 15 days from the date of public notice, change of ownership should be effected on the basis of the will.

Sr. No. 5 Change of ownership on the basis of court decree

It is proposed that in addition to the above mentioned procedure, opinion of the law officer may be obtained and then transfer of ownership should be affected.

3.2 Recommendations of the task group on Basic Civic Services and Civic Regulatory Services

3.2.1 Transport

- (i) Shifting of driving licenses and registration of vehicles to single window system under SUWIDHA Centres
- (ii) All fees and taxes in connection with these services to be paid at the SUWIDHA Centres without any upper limit
- (iii) Since Learner License is based on oral examination of the applicant, the powers to issue learner license could be given to the Principals of the Colleges (for Transport Department proposal see Annexure 7)
- (iv) To make up for the shortage in the MVI's, qualified instructors at ITI's Incharge of motor vehicle training may be authorized for inspection of vehicles and taking of driving test
- (v) Citizen should be able to fix up appointment with MVI/ADTO/DTO for driving test through website, telephone, email
- (vi) The latest electoral roll to be used for proof of residence and age
- (vii) Registration of vehicles could be given to the authorized dealers as well (for Transport Department proposal see Annexure 8)

3.2.2 Health and Social Security

The recommendations of the consultant with regard to simplification of existing process (8 steps) to re-engineered process (3 steps) for birth certificate and old age pension scheme from existing process (8 steps) to re-engineered process (4 steps) are submitted for implementation (see Annexure 6).

3.3 Recommendations of the task group on Police Reforms and Access to Police Services

Recommendations regarding CPRC

- 3.3.1 Presently, service delivery mechanism of the police snub the human dignity. Delayed, unsociable, incomprehensive and scattered service delivery mechanisms refrain the service seeker from approaching or compel to adopt unfair means which ultimately hurts the police

image. Moreover, non-criminal matters or non-enforcement situations dominate police work today. As of now service-related demands have out-proportioned the crime related demands. Therefore, to improve the police-public relations, emphasis will be on improving the quality of police-public contact. User friendly (comprehensive to the people from all socio-economic strata), time bound and single window service delivery will definitely help in improving the overall image of police.

3.3.2 Commission recommends fixing some standards for time and quality of services (An indicative model is given below). Citizen charter should be implemented through the Community Policing Resource Centres, established at district level. Based on existing capacity and infrastructure of their CPRCs, police districts have been divided into three categories for the time bound adoption of this proposed citizen charter.

Category I: CPRCs at Nawan Shehar, Patiala, Sangrur, Bathinda, Ferozpur, Kapurthala, Mansa, Ropar, Ludhiana, and Hoshiarpur should straight away adopt this citizen charter after the initial sensitisation of their staff.

Category II: CPRCs at Batala, Barnala, Faridkot, Jalandhar, Khanna, Gurdaspur districts need to create more space and improve infrastructure and facilities to implement proposed charter after staff sensitisation which is prerequisite for effective implementation. These centres should adopt this charter within one month.

Category III: CPRCs at Amritsar, Tarn Taran, Moga, Majitha, Jagraon, Mukatsar, Fatehgarh Sahib, Mohali either need to relocate or create more space to run these centres properly. Proper office facilities and specialised staff need to be arranged, so these centres should be given two months for the adoption of the charter.

3.3.3 **Citizen Charter**

Crime Related Services

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

Sr,	Name of Service	Nature/Description of Service	Time Lines
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No.			(Days)
1.	Passport Services	Passport verifications Emergency/urgent passport verification	20
2.	Arms License Verification	<ul style="list-style-type: none"> • Verification for new Arms license • Verifications for renewal of Arms license and other services 	20 07
3.	Registration of vehicles	<ul style="list-style-type: none"> • Verification for registration of vehicles • NOC for stolen/recovered vehicles 	On line/ immediate 05
4.	Permission for fairs	Permission for fairs/melas/exhibitions/sponsored events etc.	02
5.	Permission of loudspeakers etc.	Permission for use of loudspeakers/orchestras at social functions etc.	02
6.	Issuance of NOCs on setting up of petrol pumps, cinema hall etc	NOC with regards to public nuisance, safety	07
7.	Issuance and renewal of licenses (Arms Dealers etc)	NOC with regard to public nuisance, safety concerns etc.	15
8.	Police Clearance Certificate	<ul style="list-style-type: none"> • Service verification, • Character verification, • Stranger Verification, • Tenants and servants verifications, • Other related services. 	10 10 30 30 30
9.	Issuance of copy of Miscellaneous documents	Issuance of copy of documents	07

3.3.4 Grievance Redressal Units (GRU)

- (i) Democratisation of policing involves institutionalisation of grievance redressal mechanism so that the public perceives policing as responsive and just. Unavailability of ombudsperson, delay, and reluctance to acknowledge and redress public grievance is one of the major complaints of the public from police department.
- (ii) Commission recommends evolving such GRUs within the CPRCs to listen grievance of the public either against police or otherwise in any matter related with police department. In-charge CPRC should take action in such public complaints within one week. All these complaints should be properly recorded (computerised) and action taken reports are to be submitted to District Level Steering Committees of CPRCs. As

categorised earlier, each district shall start GRUs in their respective centres as per the timeline mentioned corresponding their respective category.

3.3.5 Online police service delivery

It is proposed that on-line police service delivery systems may be introduced in all the CPRC’s. The main services include; FIR Registration, Copies of FIR, Crime details, proclaimed offenders, List of Banks/Petrol Pumps/Money Exchanger, List of Hospital/Schools/Hotels, List of Cyber Café/Marriage Palaces, List of NGOs/Press Reporter, E-Complaint, Complaint Status, Foreigner’s Registration, PCC Status, Passport Verification Status and Download Forms. The pilot projects functioning in districts of SBS Nagar and Kapurthala districts can be replicated in other CPRC’s.

3.3.6 To promote community participation the system of incentive should be organically built into police administration. It is proposed that a state level community policing medal/disc should be instituted. This should be based on the performance of the CPRC’s. The performance measure must have built-in mechanism of improvement in the working of the CPRC’s rather than merely ranking the units.

CPRC Performance Indicators
▪ Police Public Committees at each level (number of meetings conducted)
▪ Spatial factors (demarcation of space, public utilities, etc.)
▪ Services provided by CPRCs (number of beneficiaries)
▪ Physical resource management (infrastructure like computers, communication facilities)
▪ Grievance redressal unit (number of complaints against police personnel dispensed)
▪ Community service cum information unit (number of verification and permission granted).
▪ Victim assistance unit (Number of people provided with medical systems)
▪ Child unit (number of calls on the helpline)
▪ Professional capacities (number of trainings conducted for the staff)
▪ Community mobilization (number of community awareness camps organized)

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

3.3.8 Police Stations up-gradation

(i) Police stations are most important and frequent contact point between police and public but notwithstanding this, these are most neglected. Police stations in the

state need immediate up-gradation as most of the police station buildings are in dilapidated condition with unwelcome appearance. Police stations lack in community orientation, space, have poor office infrastructure and transportation facilities with unsatisfactory working and staying facility for staff and inhuman detention conditions.

3.3.9 Commission recommends improvement in police stations in the following five areas within six months.

- ✓ Building and infrastructure
- ✓ Sanitation
- ✓ Lock-ups
- ✓ Restroom and residential accommodation of staff
- ✓ Public utilities

3.3.10 **Opening up Community Policing Suwidha Centres at Sub-Division Level**

To enhance police services outreach to the lowest administrative units, whereas Commission recommends up-gradation of CPRCs at the district level, it also recommends establishing CPSCs at the subdivision level. The scheme should be included in the plan and funds may be allocated for its implementation.

3.3.11 **Formation of a Community Service Division (CSD)**

Commission recommends CSD to be set up at the Punjab Police Headquarters to design, develop, implement and monitor programmes of community policing. This division will take decisions on reports and periodical returns filed by the field units. A Nodal Officer of the CSD should be of the rank of ADGP (Administration) to be responsible for policy formulation, implementation, review, and evaluation of the service delivery, grievance redressal, and disposal of complaints against the police. The IG Provisioning-cum-Community Policing and DIG (Community Policing) may be posted to facilitate the functions of Community Service Division. The CSD should function in consultation and conjunction with a state level CSD steering committee, district level CPRC committees, and sub-divisional CPSC committees.

Recommendations of the task group on Institutional Framework for Delivery of Services

3.4 Recommendations regarding SUWIDHA project

The SUWIDHA project has tremendous potential to drastically improve the delivery of citizen services. There is a well laid out institutional structure to give sustenance to the project and over a period of time, the project has got well entrenched across the State both at the district level as well as sub-division level. The performance today however varies from district to district and the challenge is to ensure uniformity and excellence across the SUWIDHA Centres in the State in the delivery of citizen services. Based on the assessment of current status of the SUWIDHA Centres, the Commission makes the following recommendations.

3.4.1 Revamp existing SUWIDHA Centres

3.4.2 There is an urgent need to revamp the existing SUWIDHA centres as the quality of services being provided is not up to the mark. It is recommended that

- (i). All the twenty four services currently identified for district headquarters should be immediately operationalized
- (ii). All the twelve services currently identified for sub-divisional headquarters should be immediately operationalized
- (iii). All the back-end software available should be immediately used at all the district/ sub-divisional headquarters
- (iv). All the Centres should be networked with Wide Area Network
- (v). Best practices/ operational guidelines evolved in some districts need to be circulated to all the districts for uniformity
- (vi). Status must be made available on the web site as well as through SMS and telephonically
- (vii). Set up a helpline for SUWIDHA centre
- (viii). Adequate number of service counters to provide services and well furnished centralized hall for the citizens.
- (ix). Counters must be numbered and equipped with Token Display System

- (x). Preliminary Check of Document must be mandatory and operator to be held accountable for accepting incomplete application
- (xi). Receipt for Documents and Delivery Date for the same must be respected
- (xii). Delivery through a Separate Counter and also through Courier is very important
- (xiii). Data Capture at the Counter and automated processing
- (xiv). Empowering the officials - no prior marking of papers whether for arms license or driving license shall be required
- (xv). Improve the working conditions as well – all the SUWIDHA centres must conform to the norms for providing well furnished spaces
- (xvi). Photograph, Challan, Medical Certificate, A Magistrate, and Motor Vehicle Inspector must be available at SUWIDHA Centres
- (xvii). Monitoring by CCTV and daily pending lists must be ensured

3.4.3 Additional administrative reforms in SUWIDHA Procedures

- (i). **Eliminate the affidavits** – Obtaining affidavit is a cumbersome process and it has been observed that the local officials seek affidavit from the citizens for most of the services on one pretext or the other. Such affidavits are often not prescribed by any law or instructions and it has merely evolved as a local practice. In view of the difficulties and formalities required for getting an affidavit attested, it is recommended that the affidavits must be substituted by plain undertaking in all such cases except where the rules or the laws prescribe. Positive instructions must be issued in this regard. Wherever rules or laws prescribe the same, steps must be initiated to get the same amended at the earliest.
- (ii). **Use of pre-printed verification leaves** – In order to ensure that the papers are not required to be sent to the lower officials (field functionaries) just to get the verification (signatures essentially) from the local representative, pre-printed verification leaves must be given to the local representatives. These pre-printed verification leaves would be duly numbered and bound in the bundles of 50 or 100 and duly initialled by the officials before being given to the local representatives. These would be verified for their genuineness at the time of their submission by the number on the leaf and also the initials of the official issuing the same.

- (iii). **Use of Electoral database for verification** – Wherever the identity and residential details of a citizen are required to be verified, the latest electoral database with the photograph of the elector should be used rather than sending the same for verification to field functionaries. The latest database shall be made available to all the relevant offices for the same.
- (iv). **Use of BPL database for verification of income** – Wherever the income status of a citizen is to be ascertained, the BPL (GoI) and BPL (State for Atta Dal scheme) database should be used rather than sending the case to the field functionaries. The existing database therefore must be shared with all the relevant offices.

3.4.4 Roll out SUWIDHA Centres at Municipal, Block and Sub-Tehsil level

The existing SUWIDHA Centres are only located at district headquarters/ sub-division and a citizen has to visit the same to avail the services. It is recommended that the SUWIDHA centres need to be set up at Municipal, Block and Sub-Tehsil level as well so as to really benefit the common man by providing various services under one roof.

3.4.5 Recommendations for Citizen Charter

Guiding principles for Citizen Charter

In the light of the above-mentioned inadequacies in the formulation and implementation of Citizen Charter in Punjab, the following recommendations are made to improve their relevance:

- (i) First, Citizens' Charter needs to be made a participatory process. In the formulation of Citizens' Charter, all the stakeholders, such as citizens, policy makers, government employees; specifically cutting-edge bureaucracy and civil society should be actively involved. The voice of the citizens plays pivotal role in the entire exercise of Citizens' Charter. The citizens' voice can be heard through mechanisms such as citizens' surveys, people's panels, citizen feedback cards, consultations, focused group discussions, walking in citizens' shoes, etc. For effective charter programme, it is not only important to consult citizens; equally important is the participation of the staff particularly at the cutting-edge.
- (ii) Secondly, the Citizens' Charter should be clear and specific. In other words, the language used should be simple and easy to comprehend by the stakeholders.

- (iii) Thirdly, Citizens' Charter should be prepared in three languages, namely Punjabi, Hindi and English so that it can be easily understood by the common man.
- (iv) Fourthly, standards of service of an organization should be made specific, measurable, achievable, realistic and time-bound while formulating Citizens' Charter.
- (v) Fifthly, the grievance redressal mechanism should not only be simple and accessible but should also be time bound. The complete information about the officials in the grievance redressal mechanism should be prominently displayed including the name of the officials, toll free contact numbers, availability hours, etc.
- (vi) Sixthly, awareness campaigns regarding Citizens' Charter through print and electronic media should be launched on sustained basis. All the Citizens' Charters should be placed on the website of respective departments. Dissemination exercises should also be carried out through workshops, seminars and conferences.
- (vii) Seventhly, regular monitoring of the charter programme against announced standards and giving wide publicity to the performance results should be introduced. The performance results should have rewards and penalty provisions depending upon good and bad results respectively.
- (viii) Eighthly, good quality charters are normally backed by well-developed systems and procedures, including capacity building of the staff, complaints handling and feedback as well as for reporting and reviewing standards in consultation with users of services, potential users, staff and other stakeholders.
- (ix) Ninthly, the success of charter programme depends upon effective political support and commitment of the bureaucracy.
- (x) Tenthly, with a view to monitoring the implementation of Citizens' Charter, a special Citizens' Charter Unit should be established in the office of Chief Minister/Deputy Chief Minister. In addition to monitoring the progress of Citizens' Charter in the State, this Unit should also provide necessary advice relating to Citizens' Charter. Periodic review exercise of the Charters should also be undertaken by this Unit. Setting up of Citizens' Charter Unit in the above mentioned office would also provide necessary political backing to the Citizens' Charter programme.

- (xi) Lastly, active and regular oversight of the programme by vigilant citizens, NGOs, researchers and media is equally important for making Citizens' Charters a reality.

3.4.6 Integrating Citizens' Charters with *Sevottam* Model

- (i) In the case of Punjab, it is not only that Citizens' Charter needs considerable improvement on account of their contents, methodology, involvement of stakeholders specially citizens and street bureaucracy in their formulation and evaluation; the Citizens' Charter programme can take a leap forward by integrating it with *Sevottam* Model and Indian Standard for Quality Management Systems 'Indian Standard IS: 15700:2005' for public service providers, which is developed by Bureau of Indian Standards. The salient features of these models are shown in the boxes below:

Box No. 1

Salient Features of *Sevottam* Model

The Department of Administrative Reforms and Public Grievances has developed a model for Benchmarking Excellence in Public Service Delivery known briefly as ***Sevottam*** (*Sevottam* is a concept comprising of two Hindi words, namely, *Seva* and *Uttam*, meaning Service and Excellence respectively). The model provides a framework to organizations to assess and improve the quality of service delivery for the citizens. It guides government departments to identify the services to be delivered, to set service norms, to align delivery capability with expectations of citizens, to gauge the quality of service delivery through an objective assessment and to improve quality using interventions like business process redesign and information technology.

Sevottam Model has three ingredients. The first ingredient involves formulating Charters and their effective implementation. It is through these steps citizens are informed about their entitlements and empower them to demand better services. The second ingredient of the Model establishes the effective public grievance redressal system, which helps in receiving feedback from the citizens and meeting their genuine problems. The third ingredient focuses on building institutional capacities for effective management of resources to provide excellence in the delivery of services.

Sevottam is currently under implementation in eleven Government of India Ministries and Departments identified on the basis of large public interface. These institutions include Department of Post; Ministry of Food Processing Industries; Kendriya Vidyalaya Sanghathan in Ministry of Human Resource Development; Central Board of Taxes in Ministry of Finance; Department of Pensions in Ministry of Personnel, Public Grievances and Pensions; Central Board of Custom and Excise in Ministry of Finance; Department of Freight & Ticketing in

Ministry of Railways; Employees Provident Fund Organization in Ministry of Labour; Department of Company Affairs in Ministry of Commerce; Passport Division in Ministry of External Affairs; and Ministry of Personnel, Public Grievances and Pensions.

The *Sevottam* model is of Indian origin blended with international best practices like the UK Charter Mark, the US Business Excellence Model and the Malcolm Baldrige National Quality Award, European Foundation for Quality Management Framework, as well as ISO 9000 series of standards.

Source: <http://darpg.nic.in/arpg-website/sevottamN.htm>

Box No. 2

Salient Features of 'IS 15700:2005 Quality Management Systems – Requirements for Service Quality by Public Service Organizations'

The Bureau of Indian Standards (BIS) has published IS 15700-2005 Quality Management Systems – requirements for service quality by public service organisations. Adoption of this Standard aims to substantially improve the operational transparency and service quality of public organizations at all the levels of government.

The IS 15700-2005 places citizen at the centre of governance. The Standard includes following three key elements:

- ✓ Formulation of a realistic Citizen's Charter through a consultative process;
- ✓ Identification of services rendered, service delivery processes, their control and delivery requirements; and
- ✓ An effective process for complaints handling.

Further, the Standard calls for measurement of customer satisfaction through suitably designed methodology. Regular internal quality audits, analysis of data and improvement through appropriate corrective and preventive actions are the other revealing features of the Standard.

The organisations adopting the Standard are required to establish an effective complaint handling mechanism which is widely publicised and also requires nomination of an Ombudsman who could be approached if normal service delivery mechanism does not respond. As a part of implementation of this Standard, public service delivery organisations will establish a single window system at points of public contacts to facilitate disposal of applications.

Source: <http://www.bis.org.in/cert/15700.htm>

Annexure (separately attached)

- Annexure 1 – Terms of Reference of the Commission
- Annexure 2 – Terms of Reference of the Task Groups
- Annexure 3 (Part A) – Assessment of Current Status of SUWIDHA Centres (District Level)
- Annexure 3 (Part B) - Assessment of Current Status of SUWIDHA Centres (Sub Division Level)
- Annexure 4 – Assessment of Current Status of CPRCs
- Annexure 5 – Generic Recommendations of the Working Group on BPR
- Annexure 6 – Process Maps of the select services recommended for BPR
- Annexure 7 (Part A) – Suggestions from Transport Department (Issuing of Registration Certificates)
- Annexure 7 (Part B) - Suggestions from Transport Department (Issuing of Learner’s Driving License)