



AUDIT REPORT OF THE  
INDIAN SPACE RESEARCH ORGANISATION  
GOVERNMENT OF INDIA  
ON PROACTIVE DISCLOSURE UNDER RTI ACT, 2005  
MAY 2017



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## FOREWORD

Hon'ble Prime Minister of India Sh. Narendra Modi addressing the 10<sup>th</sup> Annual convention of Central Information Commission on 16<sup>th</sup> October, 2015 has said that secrecy in the functioning of Government organization has no place in this time and age. Prime Minister emphasized that RTI process should follow '3-T' mantra of timely, transparent and trouble free access to information to people. He noted that the Right to Information Act has given the common man the right to question those in power and stressed on bringing transparency 'proactively', saying the 'faster we move towards transparency the stronger will be the faith of people in democracy.'

2. Department of Personnel and Training, Ministry of Personnel, Public Grievances & Pensions, Government of India, has been laying down great emphasis on effective proactive / suo motu disclosure as prescribed under Section 4 of the RTI Act. If the public authorities fulfil the requirements as per Section 4 of RTI Act 2005, then the requests for seeking information from these authorities under RTI Act are likely to be considerably less. In general, the proactive / suo motu disclosure made by the public authorities is below the expected level of disclosures. Therefore, to strengthen the proactive / suo motu disclosure, DOPT has come out with detailed instructions vide DOPT OM No. 1/6/2011-IR dated 15<sup>th</sup> April 2013. This stipulates that each ministry / public authority shall ensure that these guidelines are fully operationalised within a period of six months from the date of their issue. The guidelines further say that the Action Taken Report (ATR) of the compliance should be sent to the DOPT and Central Information Commission (CIC) soon after the expiry of the initial period of six months. The guidelines lay down one of the most important mechanisms in terms of getting its proactive disclosure package audited by the third party every year to ensure effective compliance of the guidelines.

3. The ISTM has been involved in capacity building of civil servants of various public authorities for effective implementation of the RTI Act, 2005 by conducting a large number of training programmes on various facets of RTI Act for different levels of

officers. ISTM has also developed training material and shared it with various public authorities to facilitate the implementation of the RTI Act. ISTM has rich experience of conducting the third party audit of pro-active suo motu disclosure on the websites made by the public authorities especially Central Ministries / Departments.

4. Consequent to the issue of DOPT guidelines on suo motu disclosure vide DOPT OM No. 1/6/2011-IR dated 15<sup>th</sup> April 2013, ISTM has received requests from various public authorities for conducting third party audit. Based on the requests, ISTM has taken up the third party audit of suo motu disclosure made by **Indian Space Research Organisation, Government of India.**

5. I am happy to state that the team constituted for the study has come out with a report clearly indicating the information that has already been disclosed. It also includes suggestions for improvement in various areas. I am sure the report submitted by the study team will go a long way in strengthening the suo motu disclosures of the **ISRO** to further meet the information needs of the citizen.



**(SUNITA H KHURANA)  
DIRECTOR**

## PREFACE

1. Information is the currency that every citizen requires to participate in the life and governance of the society. In any democratic society, greater the access of public to information, greater will be the responsiveness, and greater the restrictions to information, greater will be the feeling of powerlessness and alienation. Information is the basis for knowledge, which provokes thought, and without thinking process, there will be no progress. "Knowledge", said James Madison, "will forever govern ignorance and a people who mean to be their own governors must arm themselves with the power that the knowledge gives them. A popular government, without providing access to information or the means of obtaining it, is a prologue to farce or tragedy or perhaps both". The citizens' right to know the facts, the true facts, about the administration of the country is thus one of the pillars of a democratic State. And that is why the demand for openness in the government is increasingly growing in different parts of the world.

2. The Right to Information Act 2005 is a small Act having only 31 sections. It has empowered every citizen of the country to seek and receive any information from any public authority in the country without assigning any reason for seeking the information. It is an attempt to move from opaqueness to transparency, ultimately leading to good governance. Broadly, there are following two ways by which information needs of the citizen can be met:-

- (i) One is to file an RTI application seeking information within the time frame specified in the RTI Act through the Public Information Officer of the organization concerned. This mode put an onus for incurring cost on the citizen for seeking information and on public authorities for receiving, processing and responding to the request for the information. This is a costly and time consuming mode of seeking and furnishing information.
- (ii) The alternative mode which is prescribed in the RTI Act deals with proactive and suo motu disclosure. Section 4(i) (b), 4(i) (c) and 4(i) (d) of the RTI Act-2005 lists categories of information which public authorities are required to disclose suo motu without any request from the citizen.

This is called duty to publish on the part of the public authority. Looking into relevance and importance of suo motu disclosure, DOPT has issued detailed guidelines on implementation of suo motu disclosure under section 4 of RTI Act 2005 vide Office Memorandum No.1/6/2011-IR dated 15<sup>th</sup> April, 2013. The said guidelines issued by Department of Personnel & Training (DOPT) have four chapters viz:-

- (a) Suo motu disclosure of more items under section 4
- (b) Guidelines for digital publication of proactive disclosure under section 4
- (c) Guidelines for certain clauses of Section 4(1) (b) such as Section 4(i) (b) (iii), 4(i)(b)(xi) 4(1)(b) xiv etc. to make suo motu disclosures more effective
- (d) Compliance with provisions of suo motu disclosure

3. Regarding compliance mechanism, DOPT OM dated 15 April 2013 stipulates as under:-

- (i) Each public authority shall ensure that these guidelines are fully operationalized within the specified time limit.
- (ii) The Action Taken Report (ATR) on the compliance of these guidelines should be sent to the Department of Personnel & Training (DOPT) and Central Information Commission (CIC).
- (iii) Each public authority should get its proactive disclosure package audited through third party every year.
- (iv) Third party audit of the suo motu disclosure should cover compliance with the proactive disclosures prescribed in the guidelines Section 4 of the RTI Act including adequacy of the items included in the package. The audit should examine whether there are any other types of information which could be proactively disclosed.

4. Such audit should be done annually and should be communicated to the Central Information Commission (CIC) and published on the website of the public authority concerned. All public authorities are required to proactively disclose the names of the

third party auditors on their websites. The Central Information Commission (CIC) is required to examine the third party audit reports and offer advice/recommendations to the concerned public authority. DOPT has issued reminders for compliance with the requirement for conducting third party audit vide its reminders dated 10<sup>th</sup> Dec, 2013 and 22<sup>nd</sup> Sept, 2015.

5. In view of the instructions stated above, **Indian Space Research Organisation (ISRO), Government of India** has approached ISTM for conducting the third party audit. ISTM accepted the request of ISRO and constituted a committee comprising one Faculty Member and one External Consultant for deciding the methodology, carrying out the third party audit and submitting reports to ISRO, CIC, DOPT and ISTM.

6. In this background ISTM has conducted the third party audit of ISRO and the data collected, analysed and recommendations are given in subsequent Chapters.

## **COMPOSITION OF AUDIT TEAM**

### **MENTOR / GUIDE**

**Dr. Sunita H Khurana, Director, ISTM**

### **TEAM**

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# **CHAPTER-1**

## **INTRODUCTION**

1.1. Though we live in the age of information, where knowledge can be accessed and shared at the click of a button and span across the globe in an instant, lack of information continues to be an impediment. This hinders the peoples' ability to get access to required information that makes it difficult to participate in the process of governance. As a result, people were unable to hold the elected governments accountable for their actions. This unfortunate fact is particularly true for the poor and marginalised sections of the society. The promulgation of the Right to Information Act 2005 brought in a paradigm shift in the scenario. The implementation of the path breaking legislation during the past more than 11 years has resulted in innumerable success stories. Albeit one can vouch with a degree of pride that public authorities are much more accountable now than they were 10 years ago, the reality is that even now it is a herculean task for a common man to obtain information from a public authority. It is in this context that RTI Act 2005 stipulates that every public authority should suo motu publish as much information about its functioning as possible in the public domain. In other words the implementation of the legislation should facilitate availability of information to the citizen without him / her having to take recourse to filing an application under the provisions of the Act. The legislative mandate of proactive disclosure of information by each public authority relating to its functions as prescribed under the Right to Information Act has been emphasized as the primary duty of the public authorities without waiting for the citizens to file RTI application for seeking information. In accordance with this, a large category of information has been prescribed in section 4(1)(b)(c) and (d) to be disclosed suo motu. There are sixteen specific categories of information which are mentioned in section 4(i)(b) and each of those categories contains various items making it elaborate and exhaustive. The seventeenth item under section 4(i) (b) states that such other information as may be prescribed also needs to be disclosed suo motu. The seventeen categories of information mentioned in section 4(1) (b) are as under:-

- (i) the particulars of its organization, 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
- (vi) a statement of the categories of documents that are held by it or under its control;
- (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;
- (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 authorizations granted by it;
- (xiv) details in respect of the information, available to or held by it, reduced in an electronic form;
- (xv) 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;

- (xvi) the names, designations and other particulars of the Public Information Officers;
- (xvii) such other information as may be prescribed; and thereafter update these publications every year;

1.2 Sections 4(1) (c) and 4 (1) (d) of the RTI Act mandate as under:

- (i) Publish all relevant facts while formulating important policies or announcing the decisions which affect public;
- (ii) Provide reasons for its administrative or quasi-judicial decisions to affected persons.

1.3 Section 4(2), 4(3) and 4(4) prescribes the method of dissemination of information.

1.4 After promulgation of RTI Act, large volumes of information has been put in public domain by public authorities. However, the quality and quantity of the information disclosed has been criticized by the civil society and other stake holders as it leaves a lot more to desire. It is also a fact that many public authorities have been found wanting as far as proactive disclosure is concerned. One of the most important reasons for the poor implementation of the provision of the Act relating to proactive disclosure appears to be the lack of clarity in the interpretation of the kinds of information that needs to be uploaded in the public domain. In order, therefore, to augment the quality and quantity of information to be put in public domain, DOPT came out with the guidelines for implementation of suo motu disclosure under section 4 of the RTI Act vide its OM No.16/2011-IR dated 15<sup>th</sup> April 2013. Salient features of these guidelines are reproduced below:-

## **1.5 Guidelines on suo motu disclosure under Section 4 of the RTI Act**

### **1.5.1 Suo motu disclosure of more items under Section (4)**

Sub Section 4(2) of the RTI Act, 2005 requires every public authority to take steps in accordance with the requirements of clause (b) of sub section 4(1) to provide as much information suo motu to the public at regular intervals through various means of communication, including internet, so that the public take minimum recourse to the use of the Act to obtain information. Accordingly, the public authorities may proactively disclose the following items also under the suo motu disclosure provisions of Section 4:-

#### **1.5.1.1 Information related to Procurement**

Information relating to procurement made by public authorities including publication of notice / tender enquiries, corrigenda thereon, and details of bid awards detailing with the name of the supplier of goods / services being procured or the works contracts entered or any such combination of these and the rate and total amount at which such procurement or works contract is to be done should be disclosed. All information disclosable as per Ministry of Finance, Department of Expenditure's OM No.10/1/2011-PPC dated 30<sup>th</sup> November, 2011 on Mandatory Publication of Tender Enquiries on the Central Public Procurement Portal and OM No.10/3/2012-PPC dated 30<sup>th</sup> March, 2012 on implementation of comprehensive end-to-end e-procurement should be disclosed under Section 4. At present the limit is fixed at Rs.10.00 Lakhs. In case of procurements made through DGS&D Rate Contracts or through Kendriya Bhandar / NCCF, only award details need to be published. However, information about procurement which fall within the purview of Section 8 of the RTI Act would be exempt.

#### **1.5.1.2 Public Private Partnership**

If public services are proposed to be provided through a Public Private Partnership (PPP), all information relating to the PPPs must be disclosed in the public domain by the public authority entering into the PPP contract / concession agreement. This may include details of the Special Purpose Vehicle (SPV), if any set up, detailed

project reports, concession agreements, operation, maintenance manuals and other documents generated as part of the implementation of the PPP project. The documents under the ambit of the exemption from disclosure of information under Section 8(1)(d) and 8(1) (j) of the RTI Act would not be disclosed suo motu. Further, information about fees, tolls, or other kinds of revenue that may be collected under authorization from the Government, information in respect of outputs and outcomes, process of selection of the private sector party may also be proactively disclosed. All payments made under PPP project may also be disclosed in a periodic manner along with the purpose of making such payment

#### **1.5.1.3 Transfer Policy and Transfer Orders**

Transfer policy for different grades / cadres of employees serving in public authority should be proactively disclosed. All transfer orders should be publicized through the website or in any other manner listed in Section 4(4) of the Act. These guidelines would not be applicable in cases of transfers made keeping in view sovereignty, integrity, security, strategic, scientific or economic interests of the State and the exemptions covered under Section 8 of the Act. These instructions would not apply to security and intelligence organizations under the second schedule of the RTI Act.

#### **1.5.1.4 RTI Applications**

All public authorities shall proactively disclose RTI applications and appeals received and their responses, on the websites maintained by public authorities with search facility based on key words. RTI applications and appeals received and their responses relating to the personal information of an individual may not be disclosed as they do not serve any public interest.

#### **1.5.1.5 CAG & PAC paras**

Public authorities may proactively disclose the CAG&PAC paras and the Action Taken Reports (ATRs) only after these have been laid on the table of both the Houses of the Parliament. However, CAG paras dealing with information about the issue of

sovereignty, integrity, security, strategic, scientific or economic interests of the State and information covered under Section 8 of the RTI Act would be exempt.

#### **1.5.1.6 Citizen Charter**

Citizens Charter prepared by the Ministry / Department, as part of the Result Framework documents of the department / organization should be proactively disclosed and bi-annually report on the performance against the benchmarks set in Citizens Charter should also be displayed on the website of public authorities.

#### **1.5.1.7 Discretionary and Non-discretionary grants**

All discretionary / non-discretionary grants / allocation to State government / NGOs / other institutions by Ministry / Department should be placed on the website of the Ministry / Department concerned. Annual accounts of all legal entities who are provided grants by public authorities should be made available through publication, directly or indirectly on the public authority's website. Disclosures would be subject to provisions of Section 8 to 11 of the RTI Act.

#### **1.5.1.8 Foreign Tours of PM / Ministers**

A large number of RTI queries are being filed on official tours undertaken by Ministers or officials of various Government Ministries / Departments. As per DOPT's OM No.1/8/2012-IR dated 11.9.2012, public authorities may proactively disclose the details of foreign and domestic official tours undertaken by the Minister(s) and officials of the rank of Joint Secretary and above to the Government of India and Heads of Departments, since 1<sup>st</sup> January, 2012. The disclosure may be updated once every quarter.

Information to be disclosed proactively may contain nature of the official tour, places visited, the period, number of people included in the official delegation and total cost of such travel undertaken. Exemptions under Section 8 of the RTI Act, 2005 may be kept in view while disclosing the information. These instructions would not apply to

security and intelligence organizations under the second schedule of the RTI Act, 2005 and CVOs of public authorities.

## 1.6 Guidelines for digital publication of proactive disclosure under Section 4

1.6.1 Section 4 lays down that information should be provided through various modes like internet, notice board, media broadcast, writing on the wall etc depending upon the level of the public authority and the recipient of information (for example, in case of Panchayat, wall painting may be more effective means of dissemination of information), and that more and more proactive disclosure would gradually be made through internet. There is need for clear guidelines for web-based publication of information of disclosure.

1.6.2 Department of Administrative Reforms & Public Grievances has published guidelines for websites of Government Departments. These guidelines prescribe the manner in which websites need to be designed and how information should be disclosed, adhering to the standards of government guidelines as laid down by Department of Information Technology and Department of Administrative Reforms & Public Grievances, in its guidelines available on [www.egovstandards.gov.in/sites/default/files/GOI\\_Web\\_Guidelines.pdf](http://www.egovstandards.gov.in/sites/default/files/GOI_Web_Guidelines.pdf). The following principles additionally should also be kept in view to ensure that disclosures through websites are complete, easily accessible, technology and platform neutral and in a form which conveys the desired information in an effective and user-friendly manner:-

- (a) It should be the endeavour of all public authorities that all entitlements to citizens and all transactions between the citizen and government are gradually made available through computer based interface. The 'Electronic Delivery of Services Bill, 2012' under formulation in Government of India would provide the necessary impetus.
- (b) Websites should contain detailed information from the point of origin to the point of delivery of entitlements / services provided by the public authorities to citizens.

- (c) Orders of the public authority should be uploaded on the website immediately after they have been issued.
- (d) Website should contain all the relevant Acts, Rules, forms and other documents which are normally accessed by citizens.
- (e) Websites should have detailed directory of key contacts, details of officials of the public authority.
- (f) It is obligatory under Section 4(1)(b)(xiv) of the RTI Act for every public authority to proactively disclose 'details in respect of the information, available to or held by it, reduced in an electronic form'. The website should therefore indicate which digitally held information is made available publicly over the internet and which is not.
- (g) As departments reorganize their systems and processes to enable themselves for electronic service delivery, it is recommended that the requirement of bringing due transparency as provided in the RTI Act is given adequate consideration at the design stage itself.
- (h) To maintain reliability of information and its real time updation, information generation in a digital form should be automatically updated on the basis of key work outputs, like a muster roll and salary slip (NREGA in Andhra Pradesh) or formalization of government order (Andhra Pradesh). Such an approach will lead to automation of proactive disclosure.
- (i) Information must be presented from a user's perspective, which may require rearranging it, simplifying it etc. However, documents in original formats should continue to be made available because these are needed for community monitoring of government's functioning.
- (j) The 'National Data Sharing and Accessibility Policy' by the Department of Science and Technology is based on the principle that all publicly funded information should be readily available. The policy has been notified in March, 2012 and the schedule should be strictly adhered to.
- (k) Information and data should be presented in open data formats whereby it can be pulled by different Application Protocol Interfaces to be used in different fashions more appropriate to specific contexts and needs.



Information / data can, for instance, be presented in powerful visual ways using visualization techniques. Such, visual representation of information / data can give insights that may remain largely hidden in a textual or tabular presentation of data. In some contexts, pictures and audio / video recordings etc. may be useful. There have been moves in some parts of the country to video record Gram Sabha meetings. A picture of NREGA worksite, for instance, may tell much more than words can. All such different media and forms should be used for proactive disclosure.

- (l) Every webpage displaying information or data proactively disclosed under the RTI Act should, on the top right corner, display the last updated date / month / year (DD/MM/YY).

## **1.7 Guidelines for certain clauses of Section 4(1)(b) to make disclosure more effective**

**1.7.1** The elements of information listed in the various sub-clauses of Section 4(1)(b) must be disclosed in an integrated manner. For example, the functions and responsibilities of a public authority cannot be understood in isolation from the powers and functions of its employees, the norms that inform its decision making processes and the rules, instructions and manuals that are used in the discharge of its functions. Description of one element presupposes the existence of another. So every public authority must endeavour to integrate the information mentioned in these sub-clauses while preparing voluntary disclosure materials.

**1.7.2** Considering that disclosure in regard to certain sub-clauses has been relatively weak, detailed guidelines for four sub-clauses are given below:-

**1.8 Guidelines for section 4(1)(b)(iii)- the procedure followed in the decision-making processes, including channels of supervision and accountability.**

**1.8.1** All departments have specific duties and responsibilities under the respective Allocation of Business Rules (AOB) issued by the appropriate Government. The constitutional provisions and statutes, each department is required to implement are clearly laid down in the AOB. The manner of disposal of matters assigned to each Ministry / Department is described in the Transaction of Business Rules (TOB). Additionally, every department would have a specific set of schemes and development programmes which they are required to implement directly or through their subordinate offices or other designated agencies. These documents contain the specific operations that every public authority is required to undertake in the course of implementing the programme or scheme. Every operation mandated under the AOB read with TOB would be linked to a specific decision-making chain. All government officers have to follow laid down office procedure manual or other rules which give details of how representations, petitions and applications from citizens must be dealt with. Templates, formats, and basic steps of decision-making are briefly explained in these manuals. These descriptions constitute the elements of decision making processes in general.

**1.8.2** Additionally, in the routine work of governance, government functionaries are required to make decision in a discretionary manner but broad guiding principles are laid down in some rule or the other. For example, the General Financial Rules lay down procedure for a variety of operations relating to government finances. How sanction must be accorded for incurring expenditure; how losses to government must be reported; how responsibility for losses may be fixed on any government servant; how budgets, demand for grants are prepared and submitted; how public works must be sanctioned and executed; how commodities and services may be procured by a public authority, are all explained in these manuals which are updated from time to time. The challenge is to present a simplified version of the decision-making procedure that is of interest to a common citizen.

In view of the above, the DOPT guidelines vide OM No. 1/6/2011/-IR dated 16<sup>th</sup> April, 2013 provide the following details for decision making processes:

- (a) Every public authority should specifically identify the major outputs / tangible results / services / goods, applicable, that it is responsible for providing to the public or to whosoever is the client of the public authority
- (b) In respect of (a) above, the decision-making chain should be identified in the form of a flow chart explaining the rank / grade of the public functionaries involved in the decision-making process and the specific stages in the decision-making hierarchy.
- (c) The powers of each officer including powers of supervision over subordinates involved in the chain of decision making must also be spelt out next to the flow chart or in a simple bullet-pointed format in a text-box. The exceptional circumstances when such standard decision-making processes may be overridden and by whom, should also be explained clearly. Where decentralization of decision making has occurred in order to grant greater autonomy to public authorities, such procedures must also be clearly explained.
- (d) This design of presentation should then be extended to cover all statutory and discretionary operations that are part of the public authority's mandate under the AOB read with the TOB.
- (e) In the event of a public authority altering an existing decision-making process or adopting an entirely new process, such changes must be explained in simple language in order to enable people to easily understand the changes made.

## **1.9 Guidelines for Section 4(1q) (b)(iv)- “the norms set by it for the discharge of its functions”**

**1.9.1** Primarily, the intention of this clause is that every public authority should proactively disclose the standards by which its performance should be judged. Norms may be qualitative or quantitative in nature, or temporal or statutory norms. In order to

ensure compliance with this clause, public authorities would need to disclose norms for major functions that are being performed.

1.9.2 Citizen charters, which are mandatory, for each central Ministry / Department / Authority, are good examples of vehicles created for laying down norms of performance for major functions and for monitoring achievements against those standards.

1.9.3 Wherever norms have been specified for the discharge of its functions by any statute or government orders, they should be proactively disclosed, particularly linking them with the decision making processes as detailed earlier. All public authorities should proactively disclose the following:-

- (a) Services and goods that the particular public authority / office provide directly (or indirectly through any other agency / contractor).
- (b) Processes by which the public can access and / or receive the goods and services that they are entitled to, from the public authority / office along with the forms, if any prescribed, for use by both the applicant and the service providing agency. Links to such forms (on line), wherever available, should be given.
- (c) Conditions, criteria and priorities under which a person becomes eligible for the goods and services, and consequently the categories of people who are entitled to receive the goods and services.
- (d) Quantitative and tangible parameters, (weight, size, frequency etc.) and timelines that are applicable to the goods and services that are accessible to the public.
- (e) Qualitative and quantitative outcomes that each public authority / office plans to achieve through the goods and services that it was obligated to provide.
- (f) Individual responsibility for providing the goods and services (who is responsible for delivery / implementation and who is responsible for supervision).

**1.9.4 Guidelines for Section 4(1)(b)(xi)-the budget allocated to each of its agency, indicating the particulars of all plans, proposed expenditures and reports on disbursements made**

1.9.4.1 The public authorities while disclosing their budgets shall undertake the following:

- (a) Keeping in view of the technical nature of the government budgets, it is essential that Ministries / Departments prepare simplified versions of their budgets which can be understood easily by general public and place them in public domain. Budgets and their periodic monitoring reports may also be presented in a more user-friendly manner through graphs, tables etc.
- (b) Outcome budget being prepared by Ministries / Departments of Government of India should be prominently displayed and be used as basis to identify physical targets planned during the budgetary period and the actual achievement vis-à-vis those targets. A monthly programme implementation calendar method of reporting, being followed in Karnataka is a useful model.
- (c) Fund released to various autonomous organizations / statutory organizations / attached offices / Public Sector Enterprises / Societies / NGOs / Corporations etc. should be put on the website on a quarterly basis and budgets of such authorities may be made accessible through links from the websites of the department. If a subsidiary does not have a website then the budgets and expenditure reports of such subsidiary authority may be uploaded on the website of the principal public authority.
- (d) Wherever required by law or executive instruction, sector specific allocations and achievements of every department or public authority (where feasible) must be highlighted. For example, budget allocation and target focusing on gender, children, Scheduled Castes and Scheduled Tribes and religious minorities should be specially highlighted. The sector-wise breakup of these targets and actual outcomes must be given in simplified form to enable the vulnerable segments of society to better understand the budgets of public authorities.

## 1.9.5 Guidelines for Section 4(1)(b)(xiv)-details in respect of information, available to or held by it, reduced in an electronic form

1.9.5.1 On the one hand, this clause serves as a means of proactively disclosing the progress made in computerizing information under Section 4(1) (a) of the RTI Act in a periodic manner, on the other, it provides people with clarity about the kinds of electronic information that, although not held by the public authority, is available to them. For example the stocks of ration available with individual fair price shops may not be held by the District Civil Supplies office, but may be available at a subordinate formation.

1.9.5.2 Keeping in view the varied levels of computerization of records and documents in public authorities, data about records that have been digitized may be proactively disclosed on the respective websites, excluding those records / files / information that are exempted under Section 8. The data about digitized record may include the name of the record and any categorization or indexing used; the subject matter and any other information that is required to be compiled in relation to a file as prescribed by Manual of Office Procedure (and to be prescribed by MOP for electronic records that is under finalization by DARPG), the division / section / unit office where the record is normally held; name of the person, with designation, responsible for maintaining the record; and the life span of the record, as prescribed in the relevant record retention schedule.

## **CHAPTER-2**

### **PROCEDURE ADOPTED**

2.1 To begin with the Committee / Team critically examined the existing and available literature on the subject including following documents:-

- (a) Section 4(1) of the RTI Act
- (b) DOPT OM No.1/6/2011-IR dated 15 April, 2013
- (c) Previous studies conducted by ISTM for audit of suo motu disclosure of the following Ministries during the year 2009-10 are as under:-
  - i. Third party audit of Department of Higher Education, conducted by Institute of Secretariat Training and Management, Govt. of India
  - ii. Third party audit of Ministry of Corporate Affairs, conducted by Institute of Secretariat Training and Management, Govt. of India
  - iii. Third party audit of Ministry of Tourism, conducted by Institute of Secretariat Training and Management, Govt. of India
  - iv. Third party audit of Ministry of Tribal Affairs, conducted by Institute of Secretariat Training and Management, Govt. of India
  - v. Third party audit of Ministry of Health & Family Welfare(NRHM), conducted by Institute of Secretariat Training and Management, Govt. of India
  - vi. Third party audit of Ministry of Civil Aviation, conducted by Institute of Secretariat Training and Management, Govt. of India
  - vii. Third party audit of Ministry of Power, conducted by Institute of Secretariat Training and Management, Govt. of India
  - viii. Third party audit of Ministry of Panchayati Raj, conducted by Institute of Secretariat Training and Management, Govt. of India
  - ix. Third party audit of Ministry of Agriculture and Cooperation, conducted by Institute of Secretariat Training and Management, Govt. of India
  - x. Third party audit of Ministry of Earth Sciences, conducted by Institute of Secretariat Training and Management, Govt. of India

- xi. Third party audit of Ministry of Telecom, conducted by Institute of Secretariat Training and Management, Govt. of India
- xii. Third party audit of Ministry of New & Renewable Energy, conducted by Institute of Secretariat Training and Management, Govt. of India
- xiii. Third party audit of Ministry of Urban Development, conducted by Institute of Secretariat Training and Management, Govt. of India
- xiv. Third party audit of Ministry of Textiles, conducted by Institute of Secretariat Training and Management, Govt. of India
- xv. Third party audit of Ministry of Culture, conducted by Institute of Secretariat Training and Management, Govt. of India

(d) Study conducted by Basic Management Services (BMS) training participants in the year 2007 for generating parameters for suo motu disclosure under Section 4(1)(b)(c) and (d) of the RTI Act.

(e) Third party audit of Department of Personnel and Training, Govt. of India, conducted by Indian Institute of Public Management in 2014

(f) Third party audit of National Institute of Wind Energy, Ministry of New and Renewable Energy, Govt. of India, conducted by Institute of Secretariat Training and Management, Govt. of India in August, 2015

(g) Third party audit of Department of Industry Policy & Promotion, Ministry of Commerce & Industry, Govt. of India, conducted by Institute of Secretariat Training and Management, Govt. of India in May, 2016

(h) Third party audit of National Bureau of Plant Genetic Resources, Ministry of Commerce & Industry, Govt. of India, conducted by Institute of Secretariat Training and Management, Govt. of India in May, 2016



- (i) Third party audit of Ministry of Home Affairs, Govt. of India, conducted by Institute of Secretariat Training and Management, Govt. of India in May, 2016
- (j) Third party audit of Ministry of Road Transport & Highways, Govt. of India, conducted by Institute of Secretariat Training and Management, Govt. of India in July, 2016
- (k) Third party audit of Department of Administrative Reforms and Public Grievances, Ministry of Personnel, Public Grievances and Pensions, Govt. of India, conducted by Institute of Secretariat Training and Management, Govt. of India in September, 2016
- (l) Third party audit of Bharatiya Nabhikiya Vidyut Nigam Limited (BHAVINI), Department of Atomic Energy, Govt. of India, conducted by Institute of Secretariat Training and Management, Govt. of India in December, 2016
- (m) Third party audit of Indian Institute of Technology-Delhi (IIT-Delhi), conducted by Institute of Secretariat Training and Management, Govt. of India in January, 2017

2.2. After examining the available literature listed above, the study team developed an exhaustive checklist of laying down parameters on the requirement of proactive / suo motu disclosure by the public authorities. Copy of the format / checklists developed by the audit team is placed at **Annexure-1**. As may be seen, the parameters run from Sl.No. 1 to 32 and the requirement worked out under each of these 32 parameters runs into 82 sub items.

2.3 The committee applied parameters and the requirements generated to the proactive disclosure done by the **ISRO** on its web sites (<http://isro.gov.in/>) and identified the area which requires further disclosure.

2.4 After the initial application of the checklist on the website of **ISRO**, it was considered necessary to visit the organization and discuss with the officials there about their current disclosure and the areas requiring improvement. Accordingly, **Shri K.S. Kumar, External Consultant, ISTM** visited **ISRO** on **9<sup>th</sup> – 10<sup>th</sup>December,2016** and discussed in detail the suo motu disclosure currently being done by the **ISRO** and the areas for further improvement. Copy of the checklist was handed over to the officers of the **ISRO** to enable them to do self-audit of their suo motu disclosure. The following officials participated in the discussion:

- i. Mr. Prakash Karanth, Deputy Secretary
- ii Mr. Krishna Kumar, SAO, RTI Cell
- iii. Ms. Vani Venugopal, Section Officer
- iv. Mr. Joshi, Sr. Project Assistant, RTI Cell

2.5 Subsequently the data collected were analysed and appropriate conclusions by drawn and areas for improvement were identified. It has been observed by the audit team that Indian Space Research Organisation (ISRO) has uploaded substantial information in the public domain. ISRO being a scientific organisation is constrained by the fact that information relating to scientific research whose outcomes may have a bearing on the national security. This fact notwithstanding the organisation has endeavoured to upload as much information as possible in the public domain. Certain areas where more information can be put in the public domain have been pointed out during the audit. Chapters 4 & 5 of the report provide the analysis of data and conclusion / recommendations of the committee.

**CHAPTER-3**  
**DATA COLLECTED**

<b>Name of public authority being Audited:</b>	<b>Indian Space Research Organisation (ISRO)</b> ISRO Hqs Antariksh Bhavan, New BEL Road Bangalore-560 231
<b>Website:</b>	<a href="http://www.isro.gov.in">www.isro.gov.in</a>

S. No	Parameter	Requirement	Qualitative Observations Remarks
<b>Information to be disclosed under Section 4 (1) (b) of RTI Act</b>			
1	<b>Particulars of its organization, functions and duties [Section 4(1)(b)(i)]</b>	<ul style="list-style-type: none"> <li>○ Name and addresses of the organization</li> <li>○ Head of the organization</li> <li>○ Vision, Mission and objectives</li> <li>○ Functions and duties</li> <li>○ Organization Chart</li> <li>○ Functional chart</li> <li>○ Other details like genesis, inception formation of the department and the HoDs from time to time as well as the Committees/commissions constituted from time to time</li> </ul>	<ul style="list-style-type: none"> <li>* Available on the website-main page</li> <li>* Available on the website-under RTI link</li> <li>* Available on the website-under RTI link</li> <li>* Available on the website-under RTI link</li> <li>* Available on the website-under RTI link</li> <li>* Available only on intranet and not on the website.</li> <li>* Available on the website-under RTI link.</li> </ul>

2	<b>Powers &amp; Duties of its officers &amp; employees [Section 4 (1) (b) (ii)]</b>	○ Powers and duties of officers	* Available on the website-under RTI link.
		○ Powers and duties of other employees	* Available on the website-under RTI link.
		○ Work allocation, job description and / or duty lists	* Available on the website-under RTI link.
3	<b>Procedure followed in decision making process [Section 4(1) (b) (iii)]</b>	○ Process and channel for decision making-decision making charts / flow chart	* Information available on the website under RTI link
		○ Final decision making authority.	
		○ Related provisions, acts, rules etc.	
		○ Time limit for taking a decision, wherever applicable	
		○ Delegation of Power-Rules/ procedures	
		○ Major output / tangible results / services / goods	
4	<b>Norms for discharge of functions [Section 4(1) (b) (iv)]</b>	○ Nature of functions / services offered	* Details are available under RTI link.
		○ Norms / standards for functions / service delivery	
		○ Process by which these services can be accessed	
		○ Redressal of grievance-Mechanism and Process	
		○ Reference document prescribing the norms	

5	<b>Rules, regulations, instructions, manuals and records for discharging functions [Section 4 (1) (b) (v)]</b>	<ul style="list-style-type: none"> <li>○ Title and nature of the record / manual / instruction</li> <li>○ The Acts / Rules / manuals, Office memorandum etc.</li> <li>○ Summary of contents of above for easy understanding of public</li> </ul>	* Title and nature of the record / manual are available on internet under RTI link. Summary and contents are available on intranet only. The contents may also be made available under RTI link.
6	<b>Categories of documents held by the authority under its control [Section 4 (1) (b) (vi)]</b>	<ul style="list-style-type: none"> <li>○ Title of the documents</li> <li>○ Category of documents</li> <li>○ Custodian of the documents</li> </ul>	* Available on the website under RTI link. Contents of financial powers, CCA rules, Study leave rules and allotment of residence are only available on intranet. * All the contents may be uploaded on the website and brought under RTI link.
7	<b>Particulars for any arrangement for consultation with or representation by the members of the Public in relation to the formulation of policy or implementation thereof [section 4 (1) (b)(vii)]</b>	<ul style="list-style-type: none"> <li>○ Relevant rule, circular etc. for consultation.</li> <li>○ Arrangement adopted for consultation with or representation by the members of the public in the functional areas of the organisation.</li> <li>○ Days or time specified for visitors.</li> </ul>	* Not Applicable

8	<b>Boards, councils, Committees and other bodies constituted as part of the public authority functioning [Section 4 (1) (b) (viii)]</b>	<ul style="list-style-type: none"> <li>○ Names of the Boards, Councils, Committees etc.</li> <li>○ Composition &amp; Powers and functions</li> <li>○ Whether their meetings are open to the public?</li> <li>○ Whether the minutes of the meeting are open to the public.</li> <li>○ Link Place where the minutes if open to the public are available and the process of areas by the common citizen.</li> </ul>	* List of committees are available on website under RTI link. The details of Space Commission is on the main page. However, the constitution, meetings and minutes of other boards are not open to public.
9	<b>Directory of Officers and employees Section 4(1) (b) (ix)]</b>	<ul style="list-style-type: none"> <li>○ Name, designation and Division</li> <li>○ Location, Telephone (both office &amp; Residence), and email.</li> </ul>	* Names of a few higher level officials are available. The names of all officers and employees need to be under in the public domain.
10	<b>Monthly Remuneration received by officers &amp; employees including system of compensation [section 4(1)(b) (x)]</b>	<ul style="list-style-type: none"> <li>○ Name &amp; Designation of the employee &amp; Monthly remuneration</li> <li>○ System of compensation as provided by in its regulations</li> </ul>	* Category wise pay scales are available. However details of monthly remuneration and compensation received by all officers and employees should be uploaded in the public domain.
11	<b>Budget allocated to each agency including all plans, proposed</b>	<ul style="list-style-type: none"> <li>○ Details of budget in simple form which can be easily understood by the non-professional and layman</li> </ul>	* Budget at a glance is available under RTI link. Detailed allocation of

	<b>expenditures and reports on disbursements made etc. [Section 4(1) (b) (xi)]</b>	<ul style="list-style-type: none"> <li>○ Details of budget providing clear picture regarding the actual achievement vis-a-vis the targets.</li> <li>○ Periodic monitoring Reports, Revised budget, if any &amp; Report on expenditure made and place where the related reports available</li> </ul>	Budget is available in main page. This may also be linked to RTI page.
12	<b>Manner of execution of subsidy programmers [Section 4(1) (b) (xii)]</b>	<ul style="list-style-type: none"> <li>○ Name of the programmes or activities, objective of the programmes, procedure to avail benefits, duration of the programme/ scheme, physical and financial targets of the programme, Nature / scale of subsidy / amount allotted, eligibility criteria for grant of subsidy and details of beneficiaries of subsidy programme (Number profile etc.)</li> </ul>	* Not applicable
13	<b>Particulars of recipients of concessions, permits or authorizations granted by the</b>	<ul style="list-style-type: none"> <li>○ Concessions permits or authorizations granted by public authority</li> </ul>	* Not applicable

	<p><b>public authority</b>  <b>[section 4(1) (b)</b>  <b>(xiii)]</b></p>	<ul style="list-style-type: none"> <li>○ For each concessions, permit or authorization granted <ul style="list-style-type: none"> <li>✓ Eligibility criteria</li> <li>✓ Procedure for getting the concession / grant and / or permits or authorizations</li> <li>✓ Name and address of the recipients given concessions / permits or authorization</li> <li>✓ Date of award of concessions / permits or authorizations</li> </ul> </li> </ul>	
14	<p><b>Information available in electronic form</b>  <b>[Section 4(1) (b)</b>  <b>(xiv)]</b></p>	<ul style="list-style-type: none"> <li>○ List of document available in electronic form and the data about digitalized records / files / reports / information which shall include the name of the record; any categorization or index used; subject matter and other information;  Division / section / unit office where the record in normally held; the person with designation responsible for maintaining the record; and life span of the record.</li> </ul>	<p>* Most of the information is available in electronic form. However a separate list of documents / information available in electronic form is not available on the website. Such a list may be prepared and uploaded.</p>



15	<b>Particulars of facilities available to citizens for obtaining information [section 4 (1) (b) (xv)]</b>	<ul style="list-style-type: none"> <li>○ Name, location of the Information and Facilitation Counter (IFC) and the contact details</li> <li>○ Working hours of the facility and the details of information made available</li> <li>○ Fee / charges to get the copies of the document</li> <li>○ Facility for inspecting the documents which are not available electronically should also be provided</li> </ul>	* There is no Information and Facilitation Counter (IFC) as the department does not deal with public activities. However, the details of facilities available like annual reports, exhibition, video capsules etc., are given under RTI link
16	<b>The Names, designation and other particulars of the PIOs Section 4 (1) (b) (xvi)</b>	<ul style="list-style-type: none"> <li>○ Name &amp; Designation of PIOs and Appellate Authority, their contact details—Phone number &amp; email, with subject matter within their jurisdiction and details of Nodal Officer.</li> <li>○ Details about link PIOs / AAs</li> </ul>	* Details are available under RTI link
17	<b>Such other information as may be prescribed under section 4(1) (b) (xvii)</b>	<ul style="list-style-type: none"> <li>○ Annual Report</li> <li>○ Annual and other periodic returns</li> <li>○ FAQs</li> <li>○ List of completed schemes/ Projects / programmes</li> </ul>	<ul style="list-style-type: none"> <li>* Annual Reports are available</li> <li>* All annual periodical returns are available.</li> <li>* Not available</li> <li>* Available in the form of milestones</li> </ul>

		o List of schemes / projects / programmes underway	* Available as part of annual report
<b>Miscellaneous</b>			
18	<b>Are important policies or decisions which affect public informed to them? [Section 4 (1) (c)]</b>	o Publish all relevant facts while formulating important policies or announcing decisions which affect public.	* Not applicable
19	<b>Are reasons for administrative or quasi-judicial decisions taken, communicated to affected persons [Section 4 (1) (d)]</b>	o Provide reasons for its administrative or quasi-judicial decisions to affected persons.	* All orders, OM regarding employees are available on the intranet.
20	<b>Dissemination of information widely and in such form and manner which is easily accessible to the Public [section 4 (3)]</b>	o Website, Notice boards, Newspapers, Public Announcements, Media Broadcasts, Internet or, any other means including inspection.	* Available
21	<b>Whether information Manual Handbook available free of cost or not [Section 4 (4)]</b>	o Free or at a reasonable cost of the medium,	* No separate RTI handbook is available. But details in general are available under the RTI link.

**Additional Category of Information to be disclosed under guidelines –  
SuoMotu disclosure of more items under Section 4**

22	<b>Information related to procurement</b>	<ul style="list-style-type: none"> <li>○ Tender-Notices enquiries</li> <li>○ Corrigenda thereon.</li> <li>○ Details of bid awards, detailing the name of the supplier of goods / services being procured or work contract.</li> <li>○ Rate and total amount at which such procurement or work contracts were awarded.</li> </ul>	<ul style="list-style-type: none"> <li>* Details of Tender Notices available.</li> <li>* However, details of bids awarded, names of suppliers, rate and total amounts are not available. This needs to be uploaded and updated from time to time.</li> </ul>
23	<b>Public Private Partnership</b>	<ul style="list-style-type: none"> <li>○ Details of the Special Purpose Vehicle (SPV), if any,</li> <li>○ Detailed project reports,</li> <li>○ Concession agreement,</li> <li>○ Operation and maintenance manual, and</li> <li>○ Other documents generated as part of the implementation of the Public Private Partnership</li> </ul>	<ul style="list-style-type: none"> <li>* No PPPs under the Department. Hence, no information available</li> </ul>
24	<b>Transfer Policy and Transfer Orders.</b>	<ul style="list-style-type: none"> <li>(i) Transfer policy for different grades / cadres</li> <li>(ii) Transfer orders</li> </ul>	<ul style="list-style-type: none"> <li>* Transfer policy of officers, available under the RTI link. Transfer orders / promotion orders available on the intranet.</li> </ul>

25	<b>RTI Applications</b>	<ul style="list-style-type: none"> <li>○ RTI application and appeals received and their responses (except relating to personal information) uploaded on the websites, with search facility based on keywords</li> </ul>	* Information available on the Department of Space (DoS) website. However, this needs to be made available on the ISRO website and updated from time to time.
26	<b>CAG &amp; PAC paras</b>	<ul style="list-style-type: none"> <li>○ CAG and PAC-ATR of those have been laid on the table of both the houses of Parliament</li> </ul>	* Not available. Needs to be uploaded under RTI link.
27	<b>Citizen's Charter</b>	<ul style="list-style-type: none"> <li>○ Citizen's Charter</li> </ul>	○ Available on the website-under RTI link.
		<ul style="list-style-type: none"> <li>○ RFD (Result Framework document)</li> </ul>	* Not available
		<ul style="list-style-type: none"> <li>○ Bi-annual reports on the performance against the bench marks set in citizen chart</li> </ul>	* Not available
28	<b>Discretionary &amp; Non-discretionary Grants</b>	<ul style="list-style-type: none"> <li>○ Details of discretionary grants / allocation and</li> <li>○ Annual accounts of other entities that are provided grants by public authorities.</li> </ul>	* Details of grants / programs given to Universities and Institutions are available under the link Sponsored Research in the main page. This can be linked to RTI to make it accessible to the public.

29	<b>Foreign / Domestic Tour of Ministries / officials</b>	<ul style="list-style-type: none"> <li>○ The details of foreign &amp; domestic visits undertaken by the officials of the rank of JS to the Government of India and HODs</li> <li>details to be included therein</li> <li>✓ Purpose of visit</li> <li>✓ Place of visited</li> <li>✓ Period</li> <li>✓ No. of People included with officials delegation</li> <li>✓ Expenditure incurred on such tours.</li> </ul>	<p>No information available on the main website. However, some centres have uploaded information under RTI link.</p> <p>All centres need to upload the information and update it periodically. ISRO HQrs may also have links to this information and upload information relating to HQrs.</p>
<b>Form of Disclosure</b>			
30	<b>Form of accessibility of Information Manual/ Handbook [Section 4(4)]</b>	<ul style="list-style-type: none"> <li>○ Electronic or printed or both.</li> </ul>	<p>* No separate information manual / handbook is available. Some information is available under RTI link. However, consolidated information Manual needs to be prepared and uploaded.</p>
31	<b>Language in which Information Manual /Handbook available</b>	<ul style="list-style-type: none"> <li>○ English / Hindi</li> <li>○ Vernacular / Local Language / regional language</li> </ul>	<p>* Information Manual needs to be prepared and uploaded in bilingual format and hard copies may be made available in the local language.</p>
32	<b>When was the information Manual/Handbook last updated?</b>	<ul style="list-style-type: none"> <li>○ Annual updating in required and the date of last updated needs to be displayed.</li> </ul>	<p>* Not applicable as no Information Manual has been prepared.</p>

## **CHAPTER-4**

### **ANALYSIS OF DATA COLLECTED**

Data collected was analysed and following areas for improving contents and the quality of the disclosure have been identified:-

**(1) Particulars of organization, functions and duties [Section 4(1)(b)(i)]**

Most of the information under this section is available under RTI link. However, functional chart is not available and is required to be uploaded.

**(2) Norms for discharge of functions [Section 4(1)(b)(iv)]**

Some information is available under RTI link. However, the department may consider uploading detailed information in this regard.

**(3) Rules, regulations, instructions, manuals and records (for discharging function [Section 4(1)(b)(v)]**

A list of Acts/ Rules etc is available under this heading. However, information regarding the contents are available only on the intranet. The information may be uploaded under RTI link for public access.

**(4) Categories of documents held by the authority under its control [Section 4(1)(b)(vi)]**

Information is available under RTI link. Contents of financial powers, CCS (CC&A) rules, study leave rules and allotment of residence rules are available only on the intranet. However, the contents of all rules need to be uploaded under RTI link.

**(5) Particulars for any arrangement for consultation with or representation by the members of the public in relation to the formulation of policy or implementation therefore [Section 4(1)(b)(vii)]**

Not applicable as the organisation does not deal with public utility functions.

**(6) Boards, Councils, Committees and other Bodies constituted as part of the public authority functioning [Section 4 (1)(b)(viii)]**

Some information is available under RTI link. However, the rest of the information including composition of committees, boards etc. and their meetings / minutes of the meeting are not open to public.

**(7) Directory of Officers and employees [Section 4(1)(b)(ix)]**

Information available in respect of some top officials only. Complete information of all officers and employees needs to be uploaded in the public domain.

**(8) Monthly remuneration received by officers & employees including system of compensation n [Section 4(1)(b)(x)]**

Category wise pay scales only are available. Details of monthly remuneration and compensation received by each employee needs to be uploaded.

**(9) Budget allocated to each agency including all plans, proposed expenditures and reports on disbursement made etc. [Section 4(1)(b)(xiii)]**

Information is available under RTI link. However, details of allocation of budget is available only on the main page. This may also be linked to RTI.

**(10) Manner of execution of subsidy programmers [Section 4(1)(b)(xii)]**

No subsidy programmes are available in ISRO.

**(11) Particulars of recipients of concessions, permits or authorizations granted by the public authority [Section 4(1)(b)(xiii)]**

Not applicable as no public dealing in the organization.

**(12) Information available in electronic form[Section 4(1)(b)(xiv)]**

Though most of the information is available in electronic form, there is no separate list of documents available in electronic form. A list of such documents needs to be prepared and uploaded under the RTI act.

**(13) Particulars of facilities available to citizens for obtaining information[Section 4(1)(b)(xv)]**

There is no information and facilitation counter (IFC) as the department does not deal with public activities. However, the details of facilities available like annual reports, exhibition, video capsules etc., are given under RTI link

**(14) Such other information as may be prescribed under [Section 4(1)(b)(xvii)]**

Annual reports and Annual Returns are available. List of schemes / projects / programmes which are underway or completed are available in the form of milestones.

**(15) Are important policies or decisions which affect public informed to them? Under [Section 4(1)(c)]**

No information available as there is no public dealing.

**(16) Are reasons for administrative or quasi-judicial decision taken communicated to affected persons [Section 4(1)(d)]**

No information available in the public domain. But information available under intranet for the benefit of employees.



**(17) Whether information Manual / Hand book available free of cost or not [Section 4(4)]**

No separate information manual / handbook is available. This has to be prepared and uploaded.

**(18) Information related to procurement**

Information regarding tender / notices is available. However, details of bids awarded, names of suppliers, rate and total amount are not available. This needs to be uploaded under RTI link.

**(19) Public Private Partnership**

No information available as there is no PPPs in the organization.

**(20) Transfer Policy and Transfer Orders**

Transfer policy is available under the RTI link. Transfer / Promotion orders are available on the intranet.

**(21) RTI applications**

Information available on the Department of Space (DoS) website. However, this needs to be made available on the ISRO website and updated from time to time.

**(22) CAG & PAC paras**

Not available. Information needs to be uploaded in the website under RTI link.

**(23) Citizen's Chart**

Information about Citizen's Charter available under RTI link. Information regarding RFD and Bi- annual reports are not available.

**(24) Discretionary & Non-discretionary Grants**

Details of grants / programs given to Universities and Institutions are available under the link Sponsored Research in the main page. This can be linked to RTI to make it accessible to the public.

**(25) Foreign / Domestic tour of Ministers / officials**

No consolidated information is available. However, a few centres have uploaded some information. Consolidated information for all centres and ISRO headquarter should be available in the public domain under RTI link.

**(26) Form of accessibility of information Manual / Handbook [Section 4(4)]**

No departmental Handbook is available. This needs to be prepared and uploaded.

**(27) Language in which information Manual / Handbook available**

No departmental Handbook is available.

**(28) When was the information Manual / Handbook last updated**

No departmental Handbook is available.

## **CHAPTER-5**

### **CONCLUSION AND RECOMMENDATION**

5.1 A perusal of the website of the **Indian Space Research Organisation (ISRO)** indicates that substantial amount of information is available. However, there is scope for improvement in a number of areas. Therefore to make the website more user friendly and citizen centric, the following conclusion / observations may be considered for implementation:-

- a) A Functional chart indicating division wise functions should be uploaded in the public domain.
- b) Details of work allocation and job description of each functionary / post should be uploaded.
- c) Norms laid down for discharge of functions of various functionaries should be uploaded wherever feasible.
- d) Complete details of the relevant Acts, rules, instruments, Manuals, OM etc. should be available at one place under one link including the contents. In this connection, it is recommended the contents of rules like financial powers, CCS (CC&A) rules, study leave rules and allotment of residence rules should also be uploaded in the public domain.
- e) The details about the custodians of various categories of documents held by the organisation should be made available in the website.
- f) List of documents in electronic form and other details like relevant Acts, Rules, forms and other such documents which are normally accessible by the citizen regarding their entitlement / services provided should be available under the RTI link.
- g) A complete list of officers / employees of the organisation with names and other contact details should be uploaded in the public domain under RTI link.
- h) Details of monthly remuneration and compensation received by each employee of the organisation should be prepared and uploaded on the

public domain. This information should also be updated periodically at least once in six months.

- i) Detailed information regarding budget allocation which presently available on the main page of the website should be linked to RTI heading.
- j) Information regarding CAG and PAC paras as well as action taken reports (ATR) on those paras which have been laid on the table of both houses of parliament should be uploaded in the public domain. However, any information relating to national security / integrity are not to be placed in the public domain.
- k) Information related to details of tender bids awarded, names of suppliers, rates and total amount should be available in the public domain under RTI link. Once the contract is awarded the details of all bidders should also be placed in the public domain.
- l) Some information regarding RTI applications and appeals received and their responses are presently available in the Department of Space (DoS) website. However, complete information in this regard including applications / appeals and the responses / replies (excluding personal information) should be available in a consolidated form on the ISRO website. This information should also be updated on a regular basis.
- m) The details about the various visits (domestic / foreign) undertaken by the officers need to be uploaded under RTI link on the ISRO website with sub links to the various centres under ISRO.
- n) Information Manual and Hand Book on RTI etc. to meet the information needs of the citizens may also be prepared in Hindi, English and regional language and displayed under RTI link. Such Manual / Handbooks may also be updated periodically.
- o) Though the core functions of ISRO have no direct public dealing, the citizens may have a lot of queries with regard to functions of the organization. ISRO may, therefore, put in the public domain a list of possible issues directly concerning the public in the form of Frequently Asked Questions (FAQs) and responses to them.

- p) Every information displayed in the website should indicate the last date of updation prominently in a DD/MM/YY format.

5.2 In order to facilitate citizens' requirement, all information which are to be disclosed suo motu should be either available under RTI heading or should be accessible through a link under RTI heading. The information available in the public domain should be periodically updated. It is also suggested that the website should have an effective search engine to facilitate the common citizen to access information with ease. The ultimate objective should be to make the website user friendly.

## ANNEXURE-1

<b>Name of public authority being Audited:</b>	
<b>Website:</b>	

S. No	Parameter	Requirement	Qualitative Observations Remarks
<b>Information to be disclosed under Section 4 (1) (b) of RTI Act</b>			
1	<b>Particulars of its organization, functions and duties [Section 4(1)(b)(i)]</b>	○ Name and addresses of the organization	
		○ Head of the organization	
		○ Vision, Mission and objectives	
		○ Functions and duties	
		○ Organization Chart	
		○ Functional chart	
		○ Other details like genesis, inception formation of the department and the HoDs from time to time as well as the Committees/ commissions constituted from time to time	
2	<b>Powers &amp; Duties of its officers &amp; employees [Section 4 (1) (b) (ii)]</b>	○ Powers and duties of officers	
		○ Powers and duties of other employees	

		<ul style="list-style-type: none"> <li>○ Work allocation, job description and / or duty lists</li> </ul>	
3	<b>Procedure followed in decision making process [Section 4(1) (b) (iii)]</b>	<ul style="list-style-type: none"> <li>○ Process and channel for decision making-decision making charts / flow chart</li> </ul>	
		<ul style="list-style-type: none"> <li>○ Final decision making authority.</li> </ul>	
		<ul style="list-style-type: none"> <li>○ Related provisions, acts, rules etc.</li> </ul>	
		<ul style="list-style-type: none"> <li>○ Time limit for taking a decision, wherever applicable</li> </ul>	
		<ul style="list-style-type: none"> <li>○ Delegation of Power-Rules/ procedures</li> </ul>	
		<ul style="list-style-type: none"> <li>○ Major output / tangible results/ services / goods</li> </ul>	
4	<b>Norms for discharge of functions [Section 4(1) (b) (iv)]</b>	<ul style="list-style-type: none"> <li>○ Nature of functions / services offered</li> </ul>	
		<ul style="list-style-type: none"> <li>○ Norms / standards for functions / service delivery</li> </ul>	
		<ul style="list-style-type: none"> <li>○ Process by which these services can be accessed</li> </ul>	
		<ul style="list-style-type: none"> <li>○ Redressal of grievance-Mechanism and Process</li> </ul>	
		<ul style="list-style-type: none"> <li>○ Reference document prescribing the norms</li> </ul>	
5	<b>Rules, regulations, instructions, manuals and</b>	<ul style="list-style-type: none"> <li>○ Title and nature of the record / manual / instruction</li> </ul>	

	<b>records for discharging functions [Section 4 (1) (b) (v)]</b>	<ul style="list-style-type: none"> <li>○ The Acts / Rules / manuals, Office memorandum etc.</li> <li>○ Summary of contents of above for easy understanding of public</li> </ul>	
6	<b>Categories of documents held by the authority under its control [Section 4 (1) (b) (vi)]</b>	<ul style="list-style-type: none"> <li>○ Title of the documents</li> <li>○ Category of documents</li> <li>○ Custodian of the documents</li> </ul>	
7	<b>Particulars for any arrangement for consultation with or representation by the members of the Public in relation to the formulation of policy or implementation thereof [section 4 (1) (b)(vii)]</b>	<ul style="list-style-type: none"> <li>○ Relevant rule, circular etc. for consultation.</li> <li>○ Arrangement adopted for consultation with or representation by the members of the public in the functional areas of the organisation.</li> <li>○ Days or time specified for visitors.</li> </ul>	
8	<b>Boards, councils, Committees and other bodies constituted as part of the public authority functioning</b>	<ul style="list-style-type: none"> <li>○ Names of the Boards, Councils, Committees etc.</li> <li>○ Composition &amp; Powers and functions</li> <li>○ Whether their meetings are open to the public?</li> </ul>	



	<b>[Section 4 (1) (b) (viii)]</b>	<ul style="list-style-type: none"> <li>○ Whether the minutes of the meeting are open to the public.</li> </ul>	
		<ul style="list-style-type: none"> <li>○ Link Place where the minutes if open to the public are available and the process of areas by the common citizen.</li> </ul>	
9	<b>Directory of Officers and employees [Section 4(1) (b) (ix)]</b>	<ul style="list-style-type: none"> <li>○ Name, designation and Division</li> <li>○ Location, Telephone (both office &amp; Residence), and email.</li> </ul>	
10	<b>Monthly Remuneration received by officers &amp; employees including system of compensation [Section 4(1)(b) (x)]</b>	<ul style="list-style-type: none"> <li>○ Name &amp; Designation of the employee &amp; Monthly remuneration</li> <li>○ System of compensation as provided in its regulations</li> </ul>	
11	<b>Budget allocated to each agency including all plans, proposed expenditures and reports on disbursements made etc. [Section 4(1) (b) (xi)]</b>	<ul style="list-style-type: none"> <li>○ Details of budget in simple form which can be easily understood by the non-professional and layman</li> <li>○ Details of budget providing clear picture regarding the actual achievement vis-a-vis the targets.</li> </ul>	

		<ul style="list-style-type: none"> <li>○ Periodic monitoring Reports,</li> <li>Revised budget, if any &amp;</li> <li>Report on expenditure made and place where the related reports available</li> </ul>	
12	<b>Manner of execution of subsidy programmers [Section 4(1)(b)(xii)]</b>	<ul style="list-style-type: none"> <li>○ Name of the programmes or activities, objective of the programmes, procedure to avail benefits, duration of the programme/ scheme, physical and financial targets of the programme, Nature / scale of subsidy / amount allotted, eligibility criteria for grant of subsidy and details of beneficiaries of subsidy programme (Number profile etc.)</li> </ul>	
13	<b>Particulars of recipients of concessions, permits or authorizations granted by the public authority</b>	<ul style="list-style-type: none"> <li>○ Concessions permits or authorizations granted by public authority</li> </ul>	

	<p><b>[Section 4(1) (b) (xiii)]</b></p>	<ul style="list-style-type: none"> <li>○ For each concessions, permit or authorization granted <ul style="list-style-type: none"> <li>✓ Eligibility criteria</li> <li>✓ Procedure for getting the concession / grant and / or permits or authorizations</li> <li>✓ Name and address of the recipients given concessions / permits or authorization</li> <li>✓ Date of award of concessions / permits or authorizations</li> </ul> </li> </ul>	
14	<p><b>Information available in electronic form [Section 4(1) (b) (xiv)]</b></p>	<ul style="list-style-type: none"> <li>○ List of document available in electronic form and the data about digitalized records / files / reports / information which shall include the name of the record; any categorization or index used; subject matter and other information; Division / section / unit office where the record is normally held; the person with designation responsible for maintaining the record; and life span of the record.</li> </ul>	

15	Particulars of facilities available to citizens for obtaining information [Section 4 (1) (b) (xv)]	o Name, location of the Information And Facilitation Counter (IFC) and the contact details	
		o Working hours of the facility and the details of information made available	
		o Fee / charges to get the copies of the document	
		o Facility for inspecting the documents which is not available electronically should also be provided	
16	The Names, designation and other particulars of the PIOs Section 4 (1) (b) (xvi)	o Name & Designation of PIOs and Appellate Authority, their contact details– Phone number & email, with subject matter within their jurisdiction and details of Nodal Officer. o Details about link PIOs / AAs	
17	Such other information as may be prescribed under [Section 4(1) (b) (xvii)]	o Annual Report	
		o Annual and other periodic returns	
		o FAQs	
		o List of completed schemes/ Projects / programmes	
		o List of schemes / projects / programmes underway	

<b>Miscellaneous</b>			
18	<p><b>Are important policies or decisions which affect public informed to them?</b> [Section 4 (1) (c)]</p>	<p>○ Publish all relevant facts while formulating important policies or announcing decisions which affect public.</p>	
19	<p><b>Are reasons for administrative or quasi-judicial decisions taken, communicated to affected persons</b> [Section 4 (1) (d)]</p>	<p>○ Provide reasons for its administrative or quasi-judicial decisions to affected persons.</p>	
20	<p><b>Dissemination of information widely and in such form and manner which is easily accessible to the Public [section 4 (3)]</b></p>	<p>○ Website, Notice boards, Newspapers, Public Announcements, Media Broadcasts, Internet or, any other means including inspection.</p>	
21	<p><b>Whether information Manual Handbook available free of cost or not</b> [Section 4 (4)]</p>	<p>○ Free or at a reasonable cost of the medium,</p>	

**Additional Category of Information to be disclosed under guidelines –  
Suo motu disclosure of more items under Section 4**

22	<b>Information related to procurement</b>	<ul style="list-style-type: none"> <li>○ Tender-Notices enquiries Corrigenda thereon.</li> <li>○ Details of bid awards, detailing the name of the supplier of goods / services being procured or work contract.</li> <li>○ Rate and total amount at which such procurement or work contracts were awarded.</li> </ul>	
23	<b>Public Private Partnership</b>	<ul style="list-style-type: none"> <li>○ Details of the Special Purpose Vehicle (SPV), if any,</li> <li>○ Detailed project reports,</li> <li>○ Concession agreement,</li> <li>○ Operation and maintenance manual, and</li> <li>○ Other documents generated as part of the implementation of the Public Private Partnership</li> </ul>	
24	<b>Transfer Policy and Transfer Orders.</b>	<ul style="list-style-type: none"> <li>(iii) Transfer policy for different grades / cadres</li> <li>(iv) Transfer orders</li> </ul>	
25	<b>RTI Applications</b>	<ul style="list-style-type: none"> <li>○ RTI application and appeals received and their responses (except relating to personal information)</li> </ul>	

		uploaded on the websites, with search facility based on keywords	
26	<b>CAG &amp; PAC paras</b>	o CAG and PAC-ATR of those have been laid on the table of both the Houses of Parliament	
27	<b>Citizen's Charter</b>	o Citizen's Charter	
		o RFD (Result Framework document)	
		o Bi-annual reports on the performance against the benchmarks set in citizen charter	
28	<b>Discretionary &amp; Non-discretionary Grants</b>	o Details of discretionary grants / allocation and o Annual accounts of other entities that are provided grants by public authorities.	
29	<b>Foreign / Domestic Tour of Ministries / officials</b>	o The details of foreign & domestic visits undertaken by the officials of the rank of JS to the Government of India and HODs details to be included therein ✓ Purpose of visit ✓ Place of visited ✓ Period ✓ No. of People included	

		with officials delegation ✓ Expenditure incurred on such tours.	
<b>Form of Disclosure</b>			
30	<b>Form of accessibility of Information Manual/ Handbook [Section 4(4)]</b>	○ Electronic or printed or both.	
31	<b>Language in which Information Manual/ Handbook available</b>	○ English / Hindi	
		○ Vernacular / Local Language/ regional language	
32	<b>When was the information Manual/ Handbook last updated?</b>	○ Annual updating is required and the date of last updation needs to be displayed.	



**EXTRACTS OF SECTION 4(1)(B)(C) AND (D) OF RTI ACT, 2005**

**4. (1) Every public authority shall**

- (b) Publish within one hundred and twenty days from the enactment of this Act,-
- (i) the particulars of its organization, 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
  - (vi) a statement of the categories of documents that are held by it or under its control;
  - (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;
  - (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 authorizations granted by it;
  - (xiv) details in respect of the information, available to or held by it, reduced in an electronic form;
  - (xv) the particulars of facilities available to citizens for obtaining information, including the working hours of a library or reading room, if maintained or public use;
  - (xvi) the names, designations and other particulars of the Public Information Officers
  - (xvii) such other information as may be prescribed; and thereafter update these publications every year;
- c) publish all relevant facts while formulating important policies or announcing the decisions which affect public;
- d) provide reasons for its administrative or quasi-judicial decisions to affected persons.

## **ANNEXURE-3**

**DOPT OM No.1/6/2011-IR dated 15<sup>th</sup> April, 2013 regarding implementation of suo motu disclosure under Section 4 of RTI Act, 2005-Issue of guidelines regarding**

Section 4(1)(b) of the RTI Act lays down the information which should be disclosed by public authorities on a suo motu or proactive basis. Section 4(2) and Section 4(3) prescribe the method of dissemination of this information. The purpose of suo motu disclosures under Section 4 is to place large amount of information in public domain on a proactive basis to make the functioning of the public authorities more transparent and also to reduce the need for filing individual RTI application.

2. Since the promulgation of the Act in 2005, large amount of information relating to functioning of the government is being put in public domain. However, the quality and quantity of proactive disclosure is not up to the desired level. It was felt that the weak implementation of the Section 4 of the RTI Act is partly due to the fact that certain provisions of this Section have not been fully detailed and, in case of certain other provisions there is need for laying down detailed guidelines. Further there is need to set up a compliance mechanism to ensure that requirements under Section 4 of the RTI Act are met.

3. In order to address the above, Government of India constituted a Task Force on suo motu disclosure under the RTI Act, 2005 in May 2011 which included representative of civil society organizations active in the field of Right to Information, for strengthening compliance with provisions for suo motu or proactive disclosure as given in Section 4 of the RTI Act, 2005. Based on the report of the Task Force, the Government have decided to issue guidelines for suo motu disclosure under Section 4 of the RTI Act.

4. Guidelines for Central Government Ministries / Departments are on:-

- i. Suo motu disclosure of more items under Section 4.
- ii. Guidelines for digital publication of proactive disclosure under Section

- iii. Detailing of Section 4(1)(b)(iii), 4(1)(b)(iv), 4(1)(b)(xi) and 4(1)(b)(xiv)
- iv. Compliance mechanism for suo motu disclosure (proactive disclosure) under the RTI Act, 2005.

5. The above guidelines are enclosed. However, it may be kept in mind that proactive disclosure should be done in the local language so that it remains accessible to public. It should be presented in a form that is easily understood and if technical words are used they should be carefully explained. As provided in section 4, disclosure should be made in as many mediums as feasible and disclosures should be kept up to date. The disclosure of information may be made keeping in mind the provisions of Section 8 to 11 of the RTI Act.

6. Central Government Ministries' / Departments should undertake suo motu disclosure and ensure compliance based on these guidelines.

7. The enclosed guidelines may be brought to the notice of all for compliance.

Sd/-

(Manoj Joshi)

Joint Secretary

Tele: 23093668

- 1. All the Ministries / Departments of the Government of India
- 2. Union Public Service Commissions, Lok Sabha Secretariat, Rajya Sabha Secretariat, Cabinet Secretariat Central Vigilance Commission, President's Secretariat, Vice President's Secretariat, Prime Minister's Office, Planning Commission, Election Commission
- 3. Central Information Commission
- 4. Staff Selection Commission, CGO Complex, New Delhi
- 5. Staff Selection Commission, CGO Complex, New Delhi
- 6. O/o the Comptroller & Auditor General of India, 10, Bahadur Shah Zafar Marg, New Delhi.

## Enclosure to DOPT OM No.1/6/2011-IR dated 15<sup>th</sup> April, 2013- regarding guidelines on suo motu disclosure under Section 4 of the RTI Act

### 1.0 Suo motu disclosure of more items under Section (4)

Sub Section 4(2) of the RTI Act, 2005 requires every public authority to take steps in accordance with the requirements of clause (b) of sub section 4(1) to provide as much information suo motu to the public at regular intervals through various means of communication, including internet, so that the public take minimum recourse to the use of the Act to obtain information. Accordingly, the public authorities may proactively disclose the following items under the suo motu disclosure provisions of Section 4.

#### 1.1. Information related to Procurement

1.1.1 Information relating to procurement made by public authorities including publication of notice / tender enquiries, corrigenda thereon, and details of bid awards detailing with the name of the supplier of goods / services being procured or the works contracts entered or any such combination of these and the rate and total amount at which such procurement or works contract is to be done should be disclosed. All information discloseable as per Ministry of Finance, Department of Expenditure's OM No.10/1/2011-PPC dated 30<sup>th</sup> November, 2011 on Mandatory Publication of Tender Enquiries on the Central Public Procurement Portal and OM No.10/3/2012-PPC dated 30<sup>th</sup> March, 2012 on implementation of comprehensive end-to-end e-procurement should be disclosed under Section 4. At present the limit is fixed at Rs.10.00 Lakhs. In case of procurements made through DGS&D Rate Contracts or through Kendriya Bhandar / NCCF, only award details need to be published. However, information about procurement which fall within the purview of Section 8 of the RTI Act would be exempt.

#### 1.2. Public Private Partnerships

1.2.1 If Public services are proposed to be provided through a Public Private Partnership (PPP), all information relating to the PPs must be disclosed in the public

domain by the public authority entering into the PPP contract / concession agreement. This may include details of the Special Purpose Vehicle (SPV), if any set up, detailed project reports, concession agreements operation and maintenance manuals and other documents generated as part of the implementation of the PPP project. The documents under the ambit of the exemption from disclosure of information under Section 8(1)(d) and 8(1) (j) of the RTI Act would not be disclosed suo motu. Further, information about fees, tolls, or other kinds of revenue that may be collected under authorization from the Government, information in respect of outputs and outcomes, process of selection of the private sector party may also be proactively disclosed. All payments made under the PPP project may also be disclosed in a periodic manner along with the purpose of making such payment.

### **1.3. Transfer Policy and Transfer Orders**

1.3.1 Transfer policy for different grades / cadres of employees serving in public authority should be proactively disclosed. All transfer orders should be publicized through the website or in any other manner listed in Section 4(4) of the Act. These guidelines would not be applicable in cases of transfers made keeping in view sovereignty, integrity, security, strategic, scientific or economic interests of the State and the exemptions covered under Section 8 of the Act. These instructions would not apply to security and intelligence organization under the second schedule of the RTI Act.

### **1.4. RTI Applications**

1.4.1 All public authorities shall proactively disclose RTI applications and appeals received and their responses, on the websites maintained by public authorities with search facility based on key words. RTI applications and appeals received and their responses relating to the personal information of an individual may not be disclosed as they do not serve any public interest.

## **1.5 CAG & PAC paras**

1.5.1 Public authorities may proactively disclose the CAG&PAC paras and the Action Taken Reports (ATRs) only after these have been laid on the table of both the Houses of the Parliament. However, CAG paras dealing with information about the issue of sovereignty, integrity, security, strategic, scientific or economic interests of the State and information covered under Section 8 of the RTI Act would be exempt.

## **1.6 Citizen Charter**

1.6.1 Citizens Charter prepared by the Ministry / Department, as part of the Result Framework documents of the department / organization should be proactively disclosed and six monthly report on the performance against the benchmarks set in Citizens Charter should also be displayed on the website of public authorities.

## **1.7 Discretionary and Non-discretionary grants**

1.7.1 All discretionary / non-discretionary grants / allocation to state governments / NGOs / other institutions by Ministry / Department should be placed on the website of the Ministry / Department concerned. Annual Accounts of all legal entities who are provided grants by public authorities should be made available through publication, directly or indirectly on the public authority's website. Disclosures would be subject to provisions of Section 8 to 11 of the RTI Act.

## **1.8 Foreign Tours of PM / Ministers**

1.8.1 A large number of RTI queries are being filed on official tours undertaken by Ministers or officials of various Government Ministries / Departments. As per DOPT's OM No.1/8/2012-IR dated 11/9/2012, public authorities may proactively disclose the details of foreign and domestic official tours undertaken by the Minister(s) and officials of the rank of Joint Secretary to the Government of India and above and Heads of Departments, since 1<sup>st</sup> January, 2012. The disclosures may be updated once every quarter.

1.8.3 Information to be disclosed proactively may contain nature of the official tour, places visited, the period, number of people included in the official delegation and total cost of such travel undertaken. Exemptions under Section 8 of the RTI Act, 2005 may be kept in view while disclosing the information. These instructions would not apply to security and intelligence organizations under the second schedule of the RTI Act, 2005 and CVOs of public authorities.

## 2.0 Guidelines for digital publication of proactive disclosure under Section 4

2.1 Section 4 lays down that information should be provided through various modes like internet, notice board, media broadcast, writing on the wall etc depending upon the level of the public authority and the recipient of information (for example, in case of Panchayat, wall painting may be more effective means of dissemination of information), and that more and more proactive disclosure would gradually be made through internet. There is need for clear guidelines for web-based publication of information of disclosure.

2.2 Department of Administrative Reforms & Public Grievances has published guidelines for websites of Government Departments. These guidelines prescribe the manner in which websites need to be designed and how information should be disclosed, adhering to the standards of government guidelines as laid down by Department of Information Technology and Department of Administrative Reforms & Public Grievances, in its guidelines available on [www.egovstandards.gov.in/sites/default/files/GOI\\_Web\\_Guidelines.pdf](http://www.egovstandards.gov.in/sites/default/files/GOI_Web_Guidelines.pdf). The following principles additionally should also be kept in view to ensure that disclosures through websites are complete, easily accessible, technology and platform neutral and in a form which conveys the desired information in an effective and user-friendly manner:-

- (a) It should be the endeavour of all public authorities that all entitlements to citizens and all transactions between the citizen and government are gradually made available through computer based interface. The



- 'Electronic Delivery of Services Bill, 2012' under formulation in Government of India would provide the necessary impetus.
- (b) Websites should contain detailed information from the point of origin to the point of delivery of entitlements / services provided by the public authorities to citizens.
  - (c) Orders of the public authority should be uploaded on the website immediately after they have been issued.
  - (d) Website should contain all the relevant Acts, Rules, forms and other documents which are normally accessed by citizens.
  - (e) Websites should have detailed directory of key contacts, details of officials of the public authority.
  - (f) It is obligatory under Section 4(1)(b)(xiv) of the RTI Act for every public authority to proactively disclose 'details in respect of the information, available to or held by it, reduced in an electronic form'. The website should therefore indicate which digitally held information is made available publicly over the internet and which is not.
  - (g) As departments reorganize their systems and processes to enable themselves for electronic service delivery, it is recommended that the requirement of bringing due transparency as provided in the RTI Act is given adequate consideration at the design stage itself.
  - (h) To maintain reliability of information and its real time updation, information generation in a digital form should be automatically updated on the basis of key work outputs, like a muster roll and salary slip (NREGA in Andhra Pradesh) or formalization of government order (Andhra Pradesh). Such an approach will lead to automation of proactive disclosure.
  - (i) Information must be presented from a user's perspective, which may require rearranging it, simplifying it etc. However, originally documents in original formats should continue to be made available because these are needed for community monitoring of government's functioning.
  - (j) The 'National Data Sharing and Accessibility Policy' by the Department of Science and Technology is based on the principle that all publicly funded

information should be readily available. The policy has been notified in March, 2012 and the schedule should be strictly adhered to.

- (k) Information and data should be presented in open data formats whereby it can be pulled by different Application Protocol Interfaces to be used in different fashions more appropriate to specific contexts and needs. Information / data can, for instance, be presented in powerful visual ways using visualization techniques. Such, visual representation of information / data can give insights that may remain largely hidden in a textual or tabular presentation of data. In some contexts, pictures and audio / video recordings etc. may be useful. There have been moves in some parts of the country to video record Gram Sabha meetings. A picture of NREGA worksite, for instance, may tell much more than words can. All such different media and forms should be used for proactive disclosure.
- (l) Every webpage displaying information or data proactively disclosed under the RTI Act should, on the top right corner, display the mandatory field 'Date last updated (DD/MM/YY).

### **3.0 Guidelines for certain clauses of Section 4(1)(b) to make disclosure more effective**

3.1 The elements of information listed in the various sub-clauses of Section 4(1)(b) must be disclosed in an integrated manner. For example, the functions and responsibilities of a public authority cannot be understood in isolation from the powers and functions of its employees, the norms that inform its decision making processes and the rules, instructions and manuals that are used in the discharge of its functions. Description of one element presupposes the existence of another. So every public authority must endeavour to integrate the information mentioned in these sub-clauses while preparing voluntary disclosure materials.

3.2 Considering that disclosure in regard to certain sub-clauses has been relatively weak, detailed guidelines for four sub-clauses are given below:

### 3.3. Guidelines for section 4(1)(b)(iii)- the procedure followed in the decision-making processes, including channels of supervision and accountability.

3.3.1 All departments have specific duties and responsibilities under the respective Allocation of Business Rules (AOB) issued by the appropriate Government. The constitutional provisions and statutes, each department is required to implement are clearly laid down in the AOB. The manner of disposal of matters assigned to each Ministry / Department is described in the Transaction of Business Rules (TOB). Additionally, every department would have a specific set of scheme and development programme which they are required to implement directly or through their subordinate offices or other designated agencies. These documents contain the specific operations that every public authority is required to undertake in the course of implementing the programme or scheme. Every operation mandated under the AOB read with the TOB would be linked to a specific decision-making chain. All government officers have to follow laid down office procedure manual or the other rules which gives details of how representations, petitions and applications from citizens must be dealt with. Templates, formats, and basic steps of decision-making are briefly explained in such manuals. Their descriptions constitute the elements of decision making processes in general.

3.3.2 Additionally, in the routine work of governance, government functionaries are required to make decision in a discretionary manner but broad guiding principles are laid down in some rule or the other. For example, the General Financial Rules lay down procedure for a variety of operations relating to government finances. How sanction must be accorded for incurring expenditure; how losses to government must be reported; how responsibility for losses may be fixed on any government servant; how budgets, demand for grants are prepared and submitted; how public works must be sanctioned and executed; how commodities and services may be procured by a public authority, are all explained in these manuals which are updated from time to time. The challenge is to present a simplified version of the decision-making procedure that is of interest to a common citizen.

3.3.3 In view of the above, the guidelines for detailing the decision making processes are as follows:

- (a) Every public authority should specifically identify the major outputs / tangible results / services / goods, applicable, that it is responsible for providing to the public or to whosoever is the client of the public authority
- (b) In respect of (a) above, the decision-making chain should be identified in the form of a flow chart explaining the rank / grade of the public functionaries involved in the decision-making process and the specific stages in the decision-making hierarchy.
- (c) The powers of each officer including powers of supervision over subordinates involved in the chain of decision making must also be spelt out next to the flow chart or in a simple bullet-pointed format in a text-box. The exceptional circumstances when such standard decision-making processes may be overridden and by whom, should also be explained clearly. Where decentralization of decision making has occurred in order to grant greater autonomy to public authorities, such procedures must also be clearly explained.
- (d) This design of presentation should then be extended to cover all statutory and discretionary operations that are part of the public authority's mandate under the AOB read with the TOB.
- (e) In the event of a public authority altering an existing decision-making process or adopting an entirely new process, such changes must be explained in simple language in order to enable people to easily understand the changes made.

#### **3.4 Guidelines for Section 4(1q) (b)(iv)- “the norms set by it for the discharge of its functions”**

3.4.1 Primarily, the intention of this clause is that every public authority should proactively disclose the standards by which its performance should be judged. Norms may be qualitative or quantitative in nature, or temporal or statutory norms. In order to

ensure compliance with this clause, public authorities would need to disclose norms for major functions that are being performed.

3.4.2 Citizen charters, which are mandatory, for each central Ministry / Department / Authority, are good examples of vehicles created for laying down norms of performance for major functions and for monitoring achievements against those standards.

3.4.3 Wherever norms have been specified for the discharge of its functions by any statute or government orders, they should be proactively disclosed, particularly linking them with the decision making processes as detailed earlier. All public authorities should proactively disclose the following:-

- (a) Services and goods that the particular public authority / office provides directly (or indirectly through any other agency / contractor)
- (b) Processes by which the public can access and / or receive the goods and services that they are entitled to, from the public authority / office along with the forms, if any prescribed, for use by both the applicant and the service providing agency. Links to such forms (online), wherever available, should be given.
- (c) Conditions, criteria and priorities under which a person becomes eligible for the goods and services, and consequently the categories of people who are entitled to receive the goods and services.
- (d) Quantitative and tangible parameters, (weight, size, frequency etc.) and timelines that are applicable to the goods and services that are accessible to the public.
- (e) Qualitative and quantitative outcomes that each public authority / office plans to achieve through the goods and services that it was obligated to provide.
- (f) Individual responsibility for providing the goods and services (who is responsible for delivery / implementation and who is responsible for supervision).

### 3.5 Guidelines for Section 4(1)(b)(xi)-the budget allocated to each of its agency, indicating the particulars of all plans, proposed expenditures and reports on disbursements made.

3.5.1 The public authorities while disclosing their budgets shall undertake the following:

- (a) Keeping in view the technical nature of the government budgets, it is essential that Ministries / Departments prepare simplified versions of their budgets which can be understood easily by general public and place them in public domain. Budgets and their periodic monitoring reports may also be presented in a more user-friendly manner through graphs, tables. etc.
- (b) Outcome budget being prepared by Ministries / Departments of Government of India should be prominently displayed and be used as basis to identify physical targets planned during the budgetary period and the actual achievement vis-à-vis those targets. A monthly programme implementation calendar method of reporting, being followed in Karnataka, is a useful model.
- (c) Fund released to various autonomous organizations / statutory organizations / attached offices / Public Sector Enterprises / Societies / NGOs / Corporations etc. should be put on the website on a quarterly basis and budgets of such authorities may be made accessible through links from the websites of the department. If a subsidiary does not have a website then the budgets and expenditure reports of such subsidiary authority may be uploaded on the website of the principal public authority.
- (d) Wherever required by law or executive instruction, sector specific allocations and achievements of every department or public authority (where feasible) must be highlighted. For example, budget allocation and target focusing on gender, children, Scheduled Castes, Scheduled Tribes and religious minorities should be specially highlighted. The sector-wise breakup of these targets and actual outcomes must be given in simplified

form to enable the vulnerable segments of society to better understand the budgets of public authorities.

### **3.6 Guidelines for Section 4(1)(b)(xiv)-details in respect of information, available to or held by it, reduced in an electronic form**

3.6.1 On the one hand, this clause serves as a means of proactively disclosing the progress made in computerizing information under Section 4(1) (a) of the RTI Act in a periodic manner, on the other, it provides people clarity about the kinds of electronic information that, although not held by the public authority, is available to them. For example the stocks of ration available with individual fair price shops may not be held by the District Civil Supplies office, but may be available at a subordinate formation.

3.6.2 Keeping in view the varied levels of computerization of records and documents in public authorities, data about records that have been digitized may be proactively disclosed on the respective websites, excluding those records / files / information that are exempted under Section 8. The data about digitized record may include the name of the record and any categorization or indexing used; the subject matter and any other information that is required to be compiled in relation to a file as prescribed by Manual of Office Procedure (and to be prescribed by MOP for electronic records that is under finalization by DARPG), the division / section / unit office where the record is normally held; the person, with designation, responsible for maintaining the record; and the life span of the record, as prescribed in the relevant record retention schedule.

### **4.0 Compliance with provisions of suo motu (proactive) disclosure under the RTI Act**

4.1 Each Ministry / public authority shall ensure that these guidelines are fully operationalised within a period of 6 months from the date of their issue.

4.2 Proactive as per these guidelines would require collating a large quantum of information and digitizing it. For this purpose, Ministries / public authorities may engage

consultants or outsource such work to expeditiously comply with these guidelines. For this purpose, the plan / non-plan funds of that department may be utilized.

4.3 The Action Taken Report on the compliance of these guidelines should be sent, along with the URL link to the DOPT and Central Information Commission soon after the expiry of the initial period of 6 months.

4.4. Each Ministry / public authority should get its proactive disclosure package audited by third party every year. The audit should cover compliance with the proactive disclosure guidelines as well as adequacy of the items included in the package. The audit should examine whether there are any other types of information which could be proactively disclosed. Such audit should be done annually and should be communicated to the Central Information Commission annually through publication on their own websites. All public authorities should proactively disclose the names of the third party auditors on their website. For carrying out third party audit through outside consultants also, Ministries / public authorities should utilize their plan/non plan funds.

4.5 The Central Information Commission should examine the third-party audit reports for each Ministry / public authority and offer advice / recommendations to the concerned Ministries / public authorities.

4.6 Central Information Commission should carry out sample audit of few of the Ministries/public authorities each year with regard to adequacy of items included as well compliance of the Ministry / public authority with these guidelines.

4.7 Compliance with the proactive disclosure guidelines, its audit by third party and its communication to the Central Information Commission should be included as RFD target.



## **5.0 Nodal Officer**

5.1 Each Central Ministry / public authority should appoint a senior officer not below the rank of Joint Secretary and not below rank of Additional HOD in case of attached offices for ensuring compliance with the proactive disclosure guidelines. The Nodal Officer would work under the supervision of the Secretary of the Ministry / Department of the HOD of the attached office, as the case may be. Nodal Officers of Ministry / Department and HOD separately should also ensure that the formation below the Ministry / Department / Attached Office also disclose the information as per the proactive disclosure guidelines.

## **6.0 Annual Reports of Parliament / Legislatures**

6.1 Government has issued directions to all Ministries / Departments to include a chapter on RTI Act in their Annual Reports submitted to the Parliament. Details about compliance with proactive disclosure guidelines should mandatorily be included in the relevant chapter in Annual Report of Ministry / Department.

**ANNEXURE-4**

No.E.34015/1/2015-Sec.IV  
Government of India  
Department of Space  
\*\*\*\*

Antariksh Bhavan,  
New BEL Road,  
Bangalore- 560 231,

March 24, 2016

Shri Chandan Mukherjee,  
Deputy Director,  
Institute of Secretariat Training and Management,  
New Delhi.

Sir,

Sub: Audit of Proactive disclosure under RTI Act, 2005 – reg.  
\*\*\*\*\*

I am directed to refer to your letter No.A-33039/07/2014-ISTM/00495 dated 11.02.2016 on the subject mentioned above.

2. As advised, the fee amount of Rs. 2,00,000/- (rupees two lakhs only) has been remitted to the ISTM's account vide Cheque No. 675561 dated 22.03.2016 (copy enclosed).

3. You are requested to kindly let us know the following:

- Names, contact details of Experts, who may visit the Department at Bangalore for audit
- Dates of audit
- Details of arrangements that is required to be made by this office i.e., air travel, accommodation, etc.
- Other arrangements/preparations, if any, for taking up the audit work.

4. The dates may be finalized keeping in view the time frame required for making the necessary arrangements.

Yours faithfully,

*Radha Jaisimha*

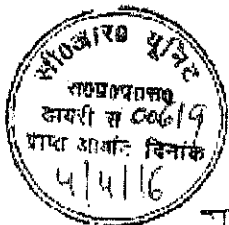
(Radha Jaisimha)  
Under Secretary

020 - 2217 2220  
[Stamp: 0222156949]  
[Stamp: 0902217 2232]  
[Handwritten: Jy Bidy]

*DD (YD)*

*May kindly see.*

*[Signature]*  
04/04/16  
[Stamp: 04/04/16]



*JD (KGR)*