

2009

Recommendations of Punjab Governance Reforms Commission

Second Status Report

The Commission has taken stock of the current status and possible future developments in various areas of governance including fiscal management, citizen services, social security schemes, police station reforms, institutional framework for delivery of services. The key focus area for recommendations in this report is combating the female foeticide.



Preface	4
Chapter 1 Introduction	5
1.1 Introduction	5
1.2 Citizens as Targets.....	6
1.3 Leading to Political Interference and Not Intervention	7
1.4 Role Misappropriation and Competitive Institutionalism	8
1.5 Tension Between State Politics, Populist Politics and People’s Politics.....	9
1.6 Terms of Reference of the Commission (for details see Annexure 1 and 2 to Introduction)	12
1.7 Approach of the Commission.....	12
1.8 Status Reports	14
1.9 Action Taken Reports.....	14
Chapter 2 Fiscal Management in Punjab: A Historical Review	15
2.1 Perspective.....	15
2.2 What is the story of Punjab?.....	16
2.3 Expenditure Trends in Punjab	19
2.4 Plan Performance in Punjab.....	23
2.5 Revenue Trends	23
2.6 Future Directions for Fiscal Management	27
Chapter 3 Basic Civic Services and Civic Regulatory Services	31
3.1 Introduction	31
3.2 Section – I Basic Services- Nature, Problems and Approach	32
3.3 Section- II Affidavit- A Prerequisite for Need-Based Services.....	40
3.4 Section – III Area/Residence/Domicile Certificates	43
3.5 Section- IV Birth and Death Certificates	49
3.6 Section-V Income Certificates	56
3.7 Section-VI - Urban Civic Services-Permissions for Construction and Ancillary matters	62
3.8 Section-VII - Need Based Departmental Services	70
3.9 Section- VIII - Effective Delivery Systems.....	77
3.10 Section- IX -E-Governance Infrastructure	82
3.11 Section-X – Recommendations – Implementation and Evaluation	86
Chapter 4 Social Security and Welfare Programs	97

4.1	Introduction	97
4.2	Section I – Criteria for Selection of Beneficiaries.....	97
4.3	Section II – Impact of Social Security Schemes	104
4.4	Section III – Stipends/ Scholarship Schemes.....	107
4.5	Section -IV -“SHAGUN” SCHEME: Existing Status and Suggested Re-orientation.....	113
4.6	Section V – Social Security Pension Schemes	117
	Chapter 5 Police Station Reforms and Institutionalization of Delivery of Police Services.....	121
5.1	Introduction	121
5.2	Police Station: A Walkthrough Assessment	121
5.3	Parameters and Recommendations for Police Reforms.....	126
5.4	Traffic Management: Need for an Institutional Framework.....	142
5.5	Police Service Delivery Framework.....	148
	Chapter 6 Institutional Framework for Delivery of Services (Urban and Rural)	158
6.1	Introduction	158
6.2	Urban Civic Service Centres	158
6.3	E-Gram Centres.....	164
6.4	Implementation Modalities	175
	Chapter 7 Combating Female Foeticide.....	177

Preface

This Second Status Report of the Commission is to set the context and way forward for the tasks assigned to the Commission. The first status report was largely “as is where is” reporting of the administrative affairs observed by the Commission while the second report probes the issues little deeper. I would, however, hasten to add that these status reports are by no means the final thoughts or the policy prescription of the Commission, which would be submitted to the State Government in the final report, with in-depth analysis, justification and complete framework.

The status reports submitted by the Commission are in a way to engage the Stakeholders in more meaningful, serious and focused dialogue to find pragmatic and lasting solutions to the problems faced by common citizens. These status reports have delineated some areas of concern which require immediate intervention from the Government and would also enable the Commission to fine-tune its working relationship with the Government and other modalities for its working and subsequent deliverables.

The Commission has received number of suggestions from the common people, political leaders, senior civil servants and other stakeholders. We shall continue to interact with them. The Action Taken Report on the first Status Report sent to the Commission by the Chief Secretary’s Empowerment Committee duly approved by the Deputy Chief Minister showed the commitment of the Government to bring about governance reforms.

Pramod Kumar
Chairman, PGRC

Chapter 1 Introduction

1.1 Introduction

- 1.1.1 The Commission has decided to forward to the Government Second Status Report delineating some areas of concern which require immediate intervention from the Government. It would also further enable the Commission to work out the modalities for putting in place the institutional structure, back-end reforms through simplification of the procedures and institutionalization of the complaints and grievance redressal systems.
- 1.1.2 The Commission has initiated wide ranging consultations with the stakeholders comprising public representatives, non-government organizations, administrative departments, field functionaries and other institutions and groups. During the course of these consultations, a large number of suggestions and pertinent observations have been made. One of the important functionaries of the government in a self-introspective vein observed, “There are departments and a large number of employees whose output is exactly zero in the best of times and they contribute negatively occasionally.” This, in a way, reinforced the need for the introduction of performance audit in the Government.
- 1.1.3 The task groups have submitted status reports to the Commission which have been incorporated in the Second Status Report. As per the terms of reference, the Commission was to focus on special issues like Combating Female Foeticide and Drug Addiction. As a special focus, an Action Plan for Combating Female Foeticide has been included in the present status report. These status reports are being submitted to facilitate implementation, whereas, the final report shall be submitted later which shall contain detailed justification for the various policy recommendations.
- 1.1.4 The theme of the present status report is on capacity building of the institutions. Within this, the detailed focus would be on institutional framework for the citizen-centric delivery of services. This theme has been contextualised in the regulatory dimension of the State and the abdication syndrome ingrained into the practice of politics. In the post-colonial countries, the identity of people continues to be defined not as citizens, but as ‘population’¹.

¹ See for details, Partha Chatterjee (2004). *The Politics of the Governed*, Permanent Black, New Delhi, p. 38.

1.1.5 The discourse on good governance is increasingly becoming integral to both the State politics and the populist politics. It has certain relationship with the path of development and evolution of corresponding institutions. The key concepts that the Commission would like to revisit are the nature of development, practices of democracy, citizenship rights and entitlements. These concepts shall be analysed in detail in the final report, but these will be referred to in various status reports as and when required.

1.2 Citizens as Targets

1.2.1 The post-colonial state has failed to transform the status of people from colonial subjects to citizens. It has been very aptly described by Nicholas Dirks when he termed the colonial states as ethnographic states. In other words, the states do not seek participation of the citizens in decision making, but claim to provide for the welfare of population. This made governance less a matter of politics and more of administrative policy. The foremost ingredient of this has been mistrust in the subjects or populace. It can be exemplified in a number of ways, but the most visible is the filing of affidavits for almost every interaction with the government.

1.2.2 These affidavits are required in support of facts given by the applicants for various services provided by the government. In other words, these are affirmations by the applicants in some cases supported by third parties. These affidavits in most of the cases are given on legal papers sworn before a Magistrate or public notary. For instance, affidavits are even required for public utilities such as new connections for electricity, sewerage and water supply. Besides adding to the citizen's harassment and corruption, it has perpetuated the dichotomy between the state and the nation.

1.2.3 It is, therefore, urgent to discontinue the practice and replace it with self-declaration, a step towards bestowing full citizenship on the colonial subjects. And, similar approach needs to be adopted by discontinuing verification from the public officials. The Commission in Chapter II has suggested changes in the processes, procedures, rules, regulations and policies relating to affidavits, residence, birth and death, marriage, SC and BC income certificates and urban civic services such as construction, water and sewerage connections, revenue etc.

1.2.4 Not only this, the prevalent governance framework classifies population as groups and targets them for the various welfare programmes. In the area of social security and welfare programmes, the Commission has suggested that a citizen-centric participatory approach may be adopted. It has suggested changes in the institutional arrangements for grievance redressal, accountability of the service providers and social audit.

1.2.5 Further, the administrative fragmentation of population is not diversity-sensitive and, instead, produces tensions and reinforces social cleavages. To illustrate, in the eighties, Punjab Government initiated a programme to empower women groups to facilitate education of the girl child. A scheme was introduced to advance seed money to the Mahila Mandals (women groups) to build assets for generation of income like utensils, shamianas. The thinking was that the residents of the village could rent these to celebrate festivals, events and host of other functions and returns on this investment could be used to empower the girl children. However, in some of the villages, Dalits were denied access to these assets because of their low caste status. Consequently, Dalit women set up their own separate Mahila Mandals to cater to their needs. This initiative activated dormant social cleavages. A good administrative initiative became the victim of lack of diversity-sensitivity.

1.3 Leading to Political Interference and Not Intervention

1.3.1 A major casualty of this is citizen-centric democratic governance. If the citizens are treated as population and as a target of governance, the democratic processes become redundant and the citizens' backlash is built up even against the right kind of intervention. Recently, a system of tracking the pregnant women for prohibiting them from seeking sex selection tests to abort a female foetus has been introduced. As this is violative of the privacy of the citizen and negation of the preference change mechanism through transformation of consciousness, it has a potential to activate social discord in the neighbourhood and provide license to those who treat women as commodities. The Commission in Chapter 6, has suggested that the government should enforce law on the supply side i.e. on private and public sector medical practitioners and on the demand side, attempt to enhance the value of the girl child, launch awareness campaigns, activate civil society organisations and ensure tracking of the girl child through her life cycle from birth to death and interweave incentive-oriented schemes with a view to checking not only female foeticide, but also emphasise cultural neglect.

1.3.2 Interestingly, governance having become a prisoner of the administrative structure, any political statement is seen as interference. It remains interference since no structural transformation takes place so as to legitimise space for political interventions. This political interference which has become an accepted part of the political culture (not only in Punjab, but in many other states also) has produced glaring distortions in the practice of governance particularly, in administrative recruitments, postings, transfers, allocation of works, service delivery etc., leading to dilution of hierarchy, dysfunctional internal accountability mechanisms and patronage-centric governance. To illustrate, the average tenure in 2009 of SHO is around six months, which was about seven months in 2004. In the case of Deputy Superintendent, the same is ten months and one year for the District Police Chief. In the chapter on Police Station Reforms, the Commission viewed that political interference in transfers and posting of the police officers at the cutting edge level has distorted the justice delivery. Therefore, it is suggested that the tenure of the police personnel may be fixed as per the Police Act and a performance audit report may be considered as the basis for transfers and postings. An institutional mechanism has also been proposed to provide an appropriate forum for political interventions to apply correctives to the distortions in police functioning.

1.4 Role Misappropriation and Competitive Institutionalism

1.4.1 Another area of tension is regarding the allocation of roles to the various institutions. Since administration is compartmentalized in the departments and each department has its own priorities, if a particular department's priorities take precedence over the other, that is likely to lead to dissonance within the system. There is no dearth of examples to demonstrate this point. In 2004-05, the then Punjab Department of Finance in its overactive commitment to impose fiscal management came out with a scheme to contract untrained 'teachers' from the same village to cut government expenditure. As a result, the quality of teaching further deteriorated and, later, all the contractual 'teachers' launched protest and demanded that they should be trained as teachers and that their services be regularised. This scheme was spearheaded by fiscal management framework rather than access to equity concern in quality education. As a result, the inability to maintain delicate functional balance between the institutions produced a major crisis in governance.

1.4.2 To further illustrate, in eighties in Punjab, when the political process produced a crisis, overactive administration armed itself with TADA. In view of the failure of overactive administration to contain the crisis, the police was unleashed. When the police produced a bigger crisis, the judiciary was unleashed. These overactive institutions produced distortions equal or worse and also prevented the process behind these distortions from coming to surface. As such, it should be understood that if the civil administration becomes non-functional, the remedy is not to unleash the police. The remedy must be sought to make the same functional. For example, if there is a leakage in the revenue collection, the chemists are trading in illegal drugs and the functionaries are indulging in corruption, the remedy should not be seen in resorting to policing. It is possible that the revenues may increase, and so will the extortions. But the damage caused to the system shall be irreparable. The tendency to empower institutions with ad hoc license has a clear message i.e. to kill poison with poison and letting the patient die. This has made governance less a matter of politics, more of an administrative policy and the discretionary political interference.

1.5 Tension Between State Politics, Populist Politics and People's Politics

1.5.1 Tension also persists in governance between what has been labelled as state politics, populist politics and people's politics. Those who govern and those who are governed in a collaborative arrangement became custodians of the State and shaped the terms of political discourse which can be termed as State politics. The people on the margins (constituting a large section of voters in elections) shaped the electoral discourse which constitutes the core of populist politics. In this discourse, these people are reduced to beneficiaries, clients, recipients, victims etc. This dichotomous relationship between the State politics and populist politics has given rise to a 'dole giver – dole receiver' syndrome. This raises a number of questions such as; why subsidies directed at the poor are termed as doles and the subsidies directed to protect profit are described as the rescue package? The former is presented as populist and the latter a survival need. Rights are given as doles to the poor while the doles are given as rights to the interest groups and stakeholders. To illustrate, in the section on Social Security and Welfare Programmes, it has been brought out how the social security programmes like Pensions and *Shagun* are given as doles to a large section of the ineligible population. This has become practice with successive governments. Consequently, it leads to wastage to the extent of about Rs. 220 crore and Rs. 40 crore in the case of old-age pension and *Shagun* schemes respectively. The need is to identify the deserving beneficiaries as also

to ensure that and its reach is periodically evaluated. Most important is to check the multiple income criteria for the implementation of security schemes. There are more than eight income criteria used to implement the various schemes in Punjab. There is a need to standardize the income criteria besides publicising the list of beneficiaries to bring transparency. There can be below the poverty line beneficiaries (national level parameters) and economically weaker sections (state level parameters). In fact, there is an emergent need to evolve a Disaggregate Deprivation-based schemes for groups and individual beneficiaries. There are groups or individuals who may be high on education, but low on health and income, or, alternatively, high on income but low on education and health etc. No doubt, subsidies are essential for enhancing productivity and equity bring an integral component of the capitalist development. But subsidies must not be given as doles. In other words, while the subsidies are a capitalist response, the doles are a feudal response and the elimination of freebies is a market response to the crisis of capitalism. These are positional issues.

- 1.5.2 The Commission in Chapter 2 has reviewed the state of public finances in Punjab. It showed that capital outlay and development expenditure has been squeezed in Punjab over the last twenty five years. Revenue expenditure has increased over time in Punjab and the long-acting asset creating expenditure (capital expenditure) has come down. And the share of developmental expenditure, within revenue expenditure, has fallen. The increasing expenditure on interest payments raises serious concern about debt the servicing costs and is worrisome. Further, the central transfers are guided more with the perspective to homogenise development across States. Even with the greater participation of the smaller regional parties in the national coalition could reverse the trend. The States continue to be left without much discretion in prioritising expenditure on social sector with the grants received from the Centre. The coalition politics in India has, no doubt created opportunities for the small regional parties, but at the same time has weakened the regional agenda and interests. Consequently, it has made Indian politics less federal and more centralised, extending ad hoc benefits to those regions which are strategic in the coalition. For instance, the statutory transfer of funds to the States have become secondary and the role of discretionary grants to finance social sector programmes have increased. It is precisely because of this reason that most of the centrally sponsored schemes are not commensurate

with the needs of the people in the developed regions. For example, NREGA in the present form, is non-implementable in unskilled labour deficit states like Punjab.

- 1.5.3 The questions of real concern are - i) the orientation of fiscal management, both at the central and state level, that is biased against the social sector spending and is more oriented to introduce user charges; ii) the obsessive emphasis on meeting the fiscal deficit targets which permits no evaluation of how this target is being met and at what cost; iii) the fiscal management at the central government level that has created conditions where the state governments are increasingly dependent on market borrowings thereby multiplying the debt servicing costs leaving little scope for finding resources for the welfare-oriented expenditure; iv) failure of the state of Punjab to demonstrate the discipline and motivation to meet its potential for revenue mobilization. The Commission has made some suggestions in this direction.

Chairperson

PGRC

1.6 Terms of Reference of the Commission (for details see Annexure 1 and 2 to Introduction)

1.6.1 The terms of reference broadly cover the concerns of the Commission. The terms of reference broadly cover the following areas:

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

1.7 Approach of the Commission

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

Policy Domain: Task Group on Social Development
1. How capacity of the public actors be enhanced to achieve better outcomes from the existing policies?
2. What modifications do we need in the existing policies of social development? Issues of Design
3. Support of the central government in the social sector – how it can be used to achieve

better outcomes in the social sector?

4. Need for new programmes at the State level and, if so, what kind?
5. Improve interconnection between institutions, suppliers and policy to achieve the objectives of social development.

Capacity Building Domain: Task Group on Institutional Framework

1. An assessment of the institutional and personnel capacities to deliver according to people's needs.
2. Re-engineering of intra-organizational processes, improvement of the monitoring system, inter-department co-ordination and developing systems for civil society engagement.
3. Review of the formal rules and procedures associated with specific policies
4. Documentation of non-statutory and discriminatory powers
5. Re-defining and re-allocation of roles
6. Incentives (perverse and otherwise) (Transfers and postings)
7. Stability of tenure
8. Managerial autonomy

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

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

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

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

1.8 Status Reports

- 1.8.1 The Commission has decided to forward to the government a status report on receipt of the action taken report on the recommendation made in the previous reports. Three status reports are also prepared to initiate dialogue on various issues dilated upon by various task groups. Each task group has made recommendation after extensive discussions with Chairperson of the Commission and Chairpersons and members of other task groups.

1.9 Action Taken Reports

- 1.9.1 The Commission has received periodic reports from the Chief Secretary's Empowered Committee. This Committee is continuously monitoring the implementation of the recommendations made in the first status report by the Commission. Around five administrative departments have initiated reforms and have informed the Commission to ensure inter-departmental co-ordination.

Chapter 2 Fiscal Management in Punjab: A Historical Review

2.1 Perspective

- 2.1.1 In Punjab, the debate on fiscal mismanagement has become integral to its political spectrum, social policy and administrative action. A review of fiscal management in Punjab clearly shows that there has been glaring contradictions in the populist politics and state politics. The debate has been on how to manage fiscal deficit rather than prioritizing expenditure patterns.
- 2.1.2 World Bank Report on Punjab, Resuming Punjab's Prosperity, 2004, on page 12, makes three policy recommendations to restore the 'fiscal balance' (read correct fiscal deficit). The first recommendation was to meet the fiscal deficit reduction targets, set by government's own Fiscal Responsibility and Budget Management Bill (Punjab Act 11, 2003). The other two suggestions were to address overstaffing in government departments and to improve efficiency in the tax collections. This paper discusses the consequences of controlling deficits in the name of fiscal management, irrespective of the fact where this reduction comes from. This paper argues that fiscal deficits and the inefficiencies of the government departments are not the main ills of the fiscal situation in Punjab. It is the neglect of the social sector, poor revenue mobilization and misplaced priorities in fiscal management that needs to be rectified urgently in Punjab.
- 2.1.3 The fetish to remove deficits is rooted in the obsession that governments are inefficient, their presence has to be reduced and need not be expansionary. There has hardly been any discussion in the official discourse on fiscal management in Punjab about the nature of expenditure (distinction between expenditure on asset creation vis-à-vis expenditure of every day nature), or the significance of government expenditure in social sectors to support the marginalized (vis-à-vis the idea of withdrawal of the government altogether). However, the FRBM Bill was nevertheless enacted in 2003, laying down targets to reduce fiscal and revenue deficits in Punjab. Globally, the situation has now changed. Governments have now emerged as the 'supporter' of the last resort for business. However, this idea has not percolated, in the discourse on fiscal management at the local level. If it is acceptable that financial companies, when in difficulty, can fall back on governments, why cannot the poor and the marginalized be provided support and why cannot the government take upon itself the task of provisioning of the basic services and social welfare for them? In other words, it

should be 'acceptable' that the governments stand up in support of the poor, marginalized and the vulnerable and, that the fiscal deficit targets need not be met at their cost. By highlighting the consequences of controlling deficits per se in Punjab, this paper is an attempt to start a dialogue about fiscal management at the provincial level in India.

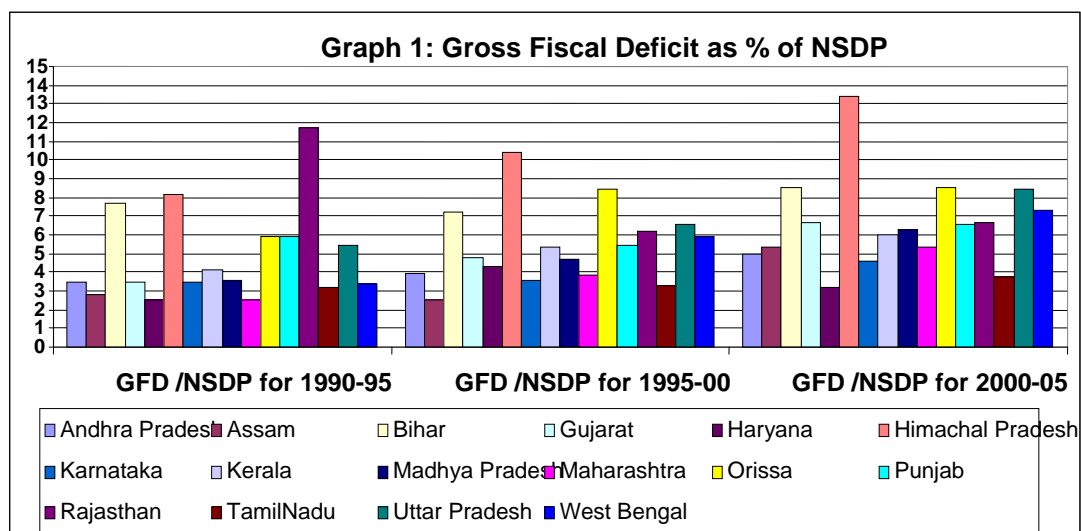
- 2.1.4 This Commission believes that the government expenditure can play a critical role in supporting the social and economic life of the poor and the marginalised, even in a relatively developed state like Punjab. Government can play a significant role in providing social services in the areas and to the sections where the private sector will not find it profitable to step in, and in creating essential economic and social infrastructure. The evaluation of performance of the public finances in Punjab has to done in this spirit. This interim report of PGRC cannot do full justice to this need and a far more comprehensive review of the public finances will have to be done over the course of the tenure of this Commission. As mentioned earlier, this interim report intends to start a serious dialogue with the government on fiscal management.

2.2 What is the story of Punjab?

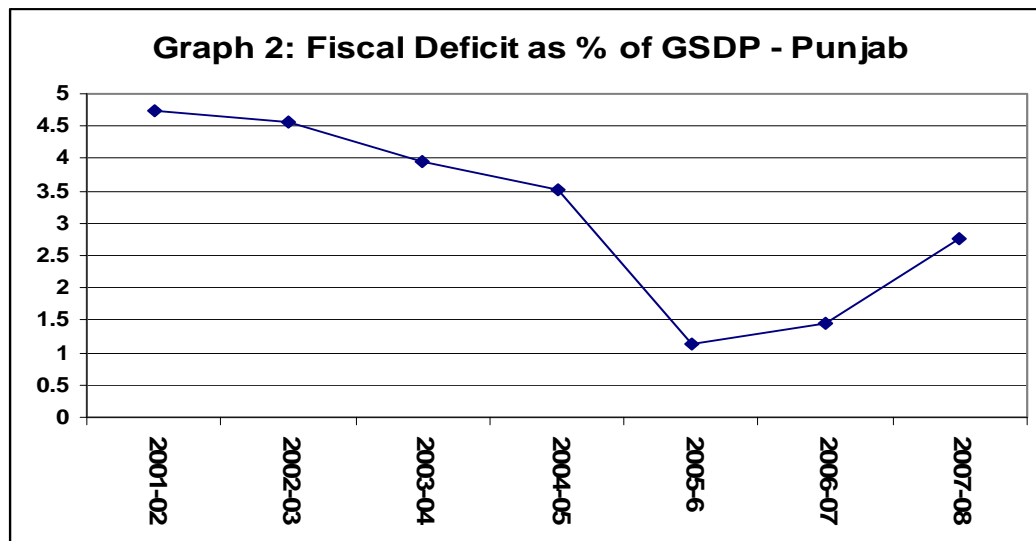
- 2.2.1 This status report makes some important points on the management of Public Finances in Punjab and seeks active re-consideration of the fiscal management strategy based on the lessons that emerge from this review. The following points emerge from the review of public finances in Punjab.
- 2.2.2 To begin with, it must be stated that the overall evaluation of the state of public finances cannot be done by just looking at the fiscal deficit numbers. The composition of deficits and their financing is very significant for any meaningful analysis of the government finances. This is so, even though fiscal deficits reflect the borrowing requirement of the State and, thus, larger fiscal deficit could mean that the governments are living on borrowed resources. At the provincial level in India, fiscal deficits are a negotiated outcome and not a 'neutral' technical parameter. Gross Fiscal Deficit is the difference between the total direct expenditure plus net loan and advances minus the total revenue. Net loan and advances are an outcome of the negotiations between the State and Central governments on permissible net borrowing. Fiscal deficit targets are set by macroeconomic principles laid down in FRBM kind of Acts. Therefore, it is the total expenditure that accommodates to the limits set by the total revenue and the targeted level of fiscal deficits. Within total expenditure, different

components bear the burden of fiscal accommodation in accordance with the scope that each one offers for discretionary compression. Most often, capital outlay is entirely discretionary and, hence, the casualty in the process of meeting the fiscal targets.

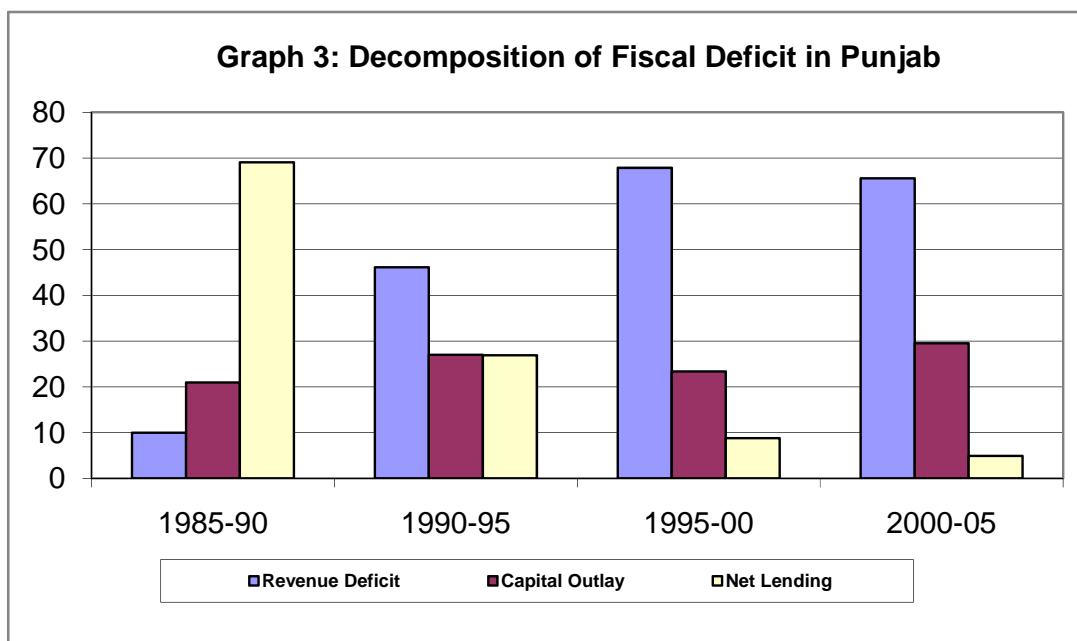
2.2.3 Fiscal Deficit numbers for Punjab presents a fairly 'positive' picture in comparison to the other states (Graph 1). The average deficit in Punjab has hovered around 6 percent over the last 15 years (in comparison, GFD has increased, during these years, in nearly all the developed states like Haryana, Gujarat, Andhra Pradesh and Maharashtra)². In fact, fiscal deficit as a percentage of GSDP for Punjab, after the enactment of the FRBM Bill, has fallen rather sharply (Graph 2). It is important to restate here that just examining the trend of fiscal deficits is not enough to understand the 'real' fiscal health of the State. Where from this fiscal adjustment is coming, is very important to differentiate between 'healthy' and 'unhealthy' state of public finances.



² Data for fiscal performance is taken from the publication on State Finances published by the Reserve Bank of India. The data provided here is comparable across States and can be used for inter-state comparisons. Fiscal information for the more recent years, for the state of Punjab, especially after 2004-05, is used from Punjab Government Sources. It is important to note here that the numbers from the two data sources do not perfectly match. We have nevertheless used them to capture the trends and construct a long term picture.



2.2.4 What has been the composition of deficit over the years in Punjab? This is important because it helps us to evaluate the source of fiscal deficit. Revenue expenditure is the major component in which the borrowed resources (loans, market borrowings and other sources) have been used in Punjab in the last twenty years. The expenditure on the revenue side exceeds the receipts and, therefore, borrowed funds are used to meet this difference. Revenue deficit was under 10 percent of the fiscal deficit during 1985-90 which increased to more than 65 percent between 2000-05. Between 2005 and 2009, revenue deficit was 56.8 percent of the fiscal deficit. Higher capital expenditure has rarely been the reason to borrow and, in the nineties, the average share of capital expenditure in fiscal deficit has barely increased. In the first half of 2000, it stood at marginally higher levels than that of early 90s (Graph 3). Thus, it is quite evident that the target of fiscal deficit for Punjab has been met by compromising the capital outlay in the State. Capital outlay is associated with such expenditure that creates assets thereby creating the conditions for sustainable growth. Its inadequacy implies that the long term growth has been compromised in the State.



2.2.5 To further understand the dimensions of expenditure adjustment in order to control deficits, we need to examine the long run expenditure trends. The question to ask is have the deficits been reined in by trimming down capital expenditure?

2.3 Expenditure Trends in Punjab

2.3.1 Expenditure trends can be understood by looking at what has happened to the revenue and capital expenditure separately. The story on expenditure is the following -

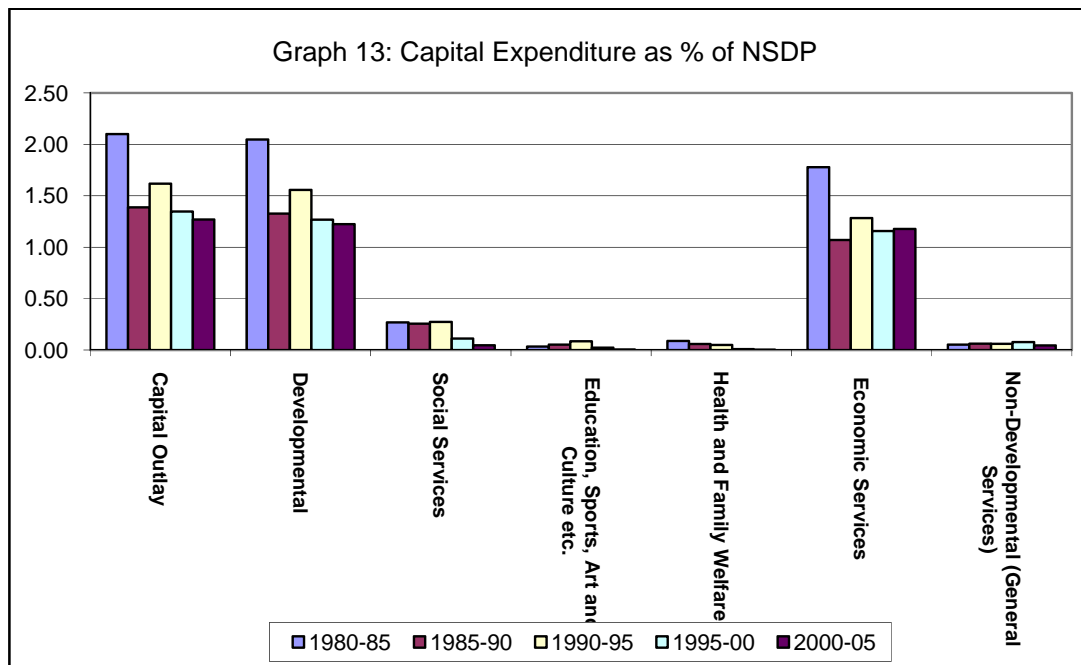
Revenue expenditure as a percentage of NSDP has increased in Punjab from 12.5 percent in the 1980s to 21 percent during 2000-05. The share of capital outlay in NSDP was a mere one percent during 2000-05, this has come down from around 2 percent in the first half of the eighties (Graph 4 in Annexure to Chapter 2). The source of this increase in the revenue expenditure is the increase in non-developmental expenditure (revenue expenditure can be de-composed into development and non-development expenditure). The share of developmental expenditure within revenue expenditure is now 40 percent; in early eighties, it was 69 percent (Graph 5 in Annexure to Chapter 2). Non-developmental expenditure has grown much faster from 1985 onwards in Punjab, in comparison to the increase in the development expenditure. The increase in non-developmental expenditure has come about because of the increase in the interest payments and increase in the

cost of servicing the debt. Interest payments and servicing costs of debt have increased from 1.63 percent in early 80s of NSDP to nearly 5 percent in the decade of 2000 (Graph 6 in Annexure to Chapter 2). As mentioned earlier, overall development expenditure has declined. But within development expenditure, the allocation between economic and social expenditure from the 1980s has moved in favour of the economic services (Graph 7 in Annexure to Chapter 2). In other words, development expenditure on social services, which includes expenditure on education, health, family welfare, housing, labour, welfare of *dalits*, urban development and food and nutrition has not been significant in Punjab. In fact, if we compare expenditure on social services by Punjab with other developed states like Gujarat, Haryana or Maharashtra, we find that Punjab was a leader in the 1980s but in 1990s and further in 2000, Punjab has become a laggard state (Graph 8 in Annexure to Chapter 2). Within social services, apart from expenditure on education, which has remained steady, the other social sector expenditure, including medical and public health, social welfare, labour welfare, urban development and housing has declined (Graph 9 in Annexure to Chapter 2). Within non-developmental expenditure, which is increasing in Punjab, the State is spending much higher share on administrative services and pensions compared to other states, and the share on interest payments and servicing of debt is similar across the states (Graph 10 in Annexure to Chapter 2). Interest payments are 30 percent of the revenue receipts, net of lotteries, in the last three fiscal years ending 2008-09. Interestingly, contrary to the popular discourse, the share of non-plan revenue expenditure in the revenue expenditure has declined (Graph 11 in Annexure to Chapter 2). And, within non-plan revenue expenditure, temporal composition suggests that the share of salaries has come down while the share of interest payments and pensions has increased (Graph 12 in Annexure to Chapter 2). What all of this suggests is that the main source of bursting revenue expenditure is the increasing interest payments and debt servicing costs. The increasing dependence on borrowing for funding state expenditure and increasing borrowing costs is the most significant source of the problem, surely more than the burden of salaries. The exaggerated discourse highlighting increasing wage bill of the employees as the main ill facing resources in Punjab is perhaps voiced more to reduce the size of the government rather than being the chief cause of fiscal crisis. This in no way can be a

defense of the inefficiency of the government services. The factors for increasing dependence on borrowing and increasing borrowing costs are to be found in the orientation of fiscal management at the national level and the changing nature of centre-state fiscal relations.

Subsidies is another important part of the expenditure, bulk of which are power subsidies in Punjab (In 2009-10, out of the estimated Rs. 3072 crore worth of subsidies, Rs. 2600 crore are subsidies in the power sector). This needs to be rationalized in the context of challenges that the agriculture sector is facing as a result of the adverse impact of larger macro-economic management in the country, the environmental challenges from the rice wheat crop cycles, and the pressures from the global institutions for the agriculture sector. Agriculture sector needs support, but, are the power subsidies the best way to support it? This question needs to be answered based on informed inputs from careful studies. *Alagh* Committee studying the impact of WTO on Punjab agriculture provides a good basis to start this process.

The picture on capital expenditure suggests that the capital outlay as a percentage of NSDP has consistently declined in Punjab from 1980 onwards in all the sectors including the developmental sector (Graph 13).



2.3.2 The story that emerges so far is that the target of fiscal deficit for Punjab has been met at the cost of long-term development of the State. Capital outlay or development expenditure has been squeezed or at best retained at the old levels over the last twenty five years. The growth success of Punjab has not benefited Punjab in creating assets or development at the levels that are commensurate to its growth. This is established in the previous section by identifying that –

- (i). Revenue deficit is the main source for fiscal deficit and that the revenue expenditure in Punjab has increased much more than the capital outlay;
- (ii). The increase in revenue expenditure has come about because of the increase in non-developmental expenditure, which is increasing in Punjab because the State is spending much higher share on administrative services, interest payments and pensions compared to other states;
- (iii). Share of developmental expenditure within revenue expenditure has fallen from 69 to 40 percent;
- (iv). Composition of development expenditure has moved in favour of economic services and expenditure on social services like medical and public health, social welfare, labour welfare, urban development and housing have all declined.
- (v). The share of non-plan revenue expenditure in the revenue expenditure has declined. And within non-plan revenue expenditure, the share of salaries has come down while the share of interest payments and pensions has increased.
- (vi). What all of this suggests is that the main source for the adverse fiscal condition of the State of Punjab, on the expenditure side, is the increasing interest payments and debt servicing costs. It appears that the discourse highlighting increasing wage bill of the employees as the source of crisis is voiced more to meet the neo-liberal target of reducing the size of the government. This is not to deny the inefficiencies of the government, but this problem requires a different fix and mixing up fiscal crisis with the crisis of the governance does not take us very far. The increasing debt servicing costs for the State raises some fundamental questions as to why the costs of public expenditure is so high, especially when the government is providing cheap credit to

the private sector to overcome the recessionary pressures. The answer perhaps lies in the orientation of fiscal management at the national level and the related changes in the centre state-fiscal relations.

2.4 Plan Performance in Punjab

2.4.1 Plan performance in Punjab provides further insight into the dynamics of fiscal management where the capital outlay has been compromised. Detailed discussion on the Plan performance will be provided in the coming reports. As an instance of the precariousness of the asset creation in Punjab, the financing of plan resources in 2009-10 and 2008-09 provides us with crucial insights. In 2009-10, State Plan is of Rs. 8625 crore. Out of this, Central Assistance is for Rs. 967.94 crore, leaving the State with the task of mobilizing Rs. 7657 crore. The other potential sources for the State Government are its own funds and profits of the public sector companies. Unfortunately, the Government is in deficit in its own funds (Rs. 2376.94 crore and PSUs are in losses to the tune of Rs. 2707 crore). This means that the State has to find resources to pay for the deficit, losses and fund the Plan. This funding is being met through borrowings. Rs. 5441 crore is the budgetary borrowing; this includes all sources like LIC, NABARD, Provident Fund, Small Savings, bonds, debentures etc. An additional Rs. 6500 crore is being raised by PSEB (even though it is in losses on its own and therefore can generate these resources only by leveraging its assets) and additional Rs. 800 crore is being raised by PIDB. This means that all plan resources, except what is coming through Centre, are being funded through borrowings thereby increasing the interest and repayment burden for the future and bloating the revenue expenditure further. The story of 2008-09 is not very different. For meeting the total plan outlay of Rs. 6210 crore, Rs. 4207.40 were budgetary borrowings, Central Assistance was of Rs. 893.04, PSEB borrowings were Rs. 2200 crore and PIDB and RDF borrowings were Rs. 825 crore. This gave Government of Punjab total resources of Rs. 8125.44 crore. Out of this, Rs. 6210 crore was used to fund the plan expenditure and an additional Rs. 1915.44 crore was used to meet the deficit of the State Government.

2.5 Revenue Trends

2.5.1 Revenue receipts in the State of Punjab have been at par with other developed states, except in the period from 1992-93 to 1998-99 (Graph 14 in Annexure to Chapter 2). After 1999-00, per capita revenue receipts in the State have been higher in comparison with other

developed states in India. Revenue receipts have two components: tax and non-tax receipts. If we look at the trend in tax revenue, the story is somewhat different. Punjab has not done too well. The turning point is 1995-96, after which Punjab has one of the lowest revenue per capita amongst the four most developed states of India. Till then, Punjab was a leading state in total tax revenue amongst its peers (Graph 15 in Annexure to Chapter 2). The source of this decline in tax revenue is the inadequate mobilisation of resources by the State itself (its own tax revenue). The turning point for the decline of total tax revenue and own tax revenue completely coincide. After the mid 90s, Haryana and Maharashtra have done exceedingly well while Punjab has done relatively poorly and lost its leading position to these states (Graph 16 in Annexure to Chapter 2). Not only in per capita terms, but the share of State's own tax revenue in the total revenue has also declined over the 90s, unlike other better performing states like Gujarat, Maharashtra, Haryana or Tamil Nadu (Graph 17 in Annexure to Chapter 2). Not only the State's own efforts since mid 90s have been lacklustre to mobilize resources but the share of central taxes in the total revenue receipts of the State have also declined over the years (Graph 18 in Annexure to Chapter 2). This is also true if we examine the data in per capita terms. There is a high degree of variability in per capita tax receipts from the Centre to the developed states like Punjab (Graph 19 in Annexure to Chapter 2). In relative terms, Punjab has fallen behind Gujarat and Maharashtra. In comparison to Haryana, the share of central tax in per capita terms in Punjab has been better. The distribution between the central tax transfers and central grants suggests that the Central support has shifted more towards grants (Graph 20 in Annexure to Chapter 2). The share of grants was not too low in Punjab even during the eighties, but one of the main reasons for that was the expenditure on militancy, for which some grant transfers were made. This increasing share of grants is not unique to Punjab, and reflects the desire of the Central government to do specific purpose resource transfers, rather than contribute to the general pool of the state resources through tax transfers. This way, the Central government is able to keep its control over expenditure purposes rather than leave it at the discretion of the states. The flagship social programs of the central government fall in this category, where the Central government is controlling the purposes for which its resources can be used. The share of taxes has hovered around the same percentages in the recent years as in the 1980s (Graph 20 in Annexure to Chapter 2). A glance at the composition of the State taxes suggests that the composition is not very different across comparable developed states. Taxes on commodities constitutes the bulk of own tax revenue of the states and,

except for Maharashtra, the share has been in the vicinity of 90 percent for other states (Graph 21 in Annexure to Chapter 2). Taxes on property transactions are becoming more significant and the most significant gains for this tax have come to Maharashtra. Punjab has done well in mopping up financial resources from this source during 2000 to 2005. Disaggregate picture of commodity taxes suggests that there are some lessons for Punjab to learn with regard to the imposition of taxes on goods and passengers from Haryana and on taxes and duties from electricity from Gujarat (Table 1). Comparative picture on taxes on property transactions suggests that Punjab has lot of scope of revenue mobilisation in land revenue, urban immovable property tax (Graph 22 in Annexure to Chapter 2). The non-tax revenue has done well for the State of Punjab bulk of which come from lotteries where the net gain to the State, after accounting for related expenditure, is marginal (Graph 23 in Annexure to Chapter 2).

Table 1: Composition of Taxes on Commodities and Services						
Punjab		1980-85	1985-90	1990-95	1995-00	2000-05
	Sales Tax	50.49	50.10	50.21	50.54	61.13
	State excise	31.26	33.60	36.79	38.63	28.07
	Taxes on Vehicles	3.93	3.37	4.76	8.20	7.49
	Taxes on Goods and Passengers	7.79	6.03	3.69	0.00	0.00
	Taxes and Duties on Electricity	4.18	5.95	4.17	2.30	3.11
	Entertainment Tax	1.34	0.78	0.27	0.17	0.15
	Other Taxes and Duties	1.00	0.18	0.10	0.16	0.05
Gujarat						
	Sales Tax	71.80	73.54	74.61	71.17	70.70
	State excise	0.65	0.61	0.51	0.43	0.49
	Taxes on Vehicles	4.44	4.92	4.68	6.81	8.69
	Taxes on Goods and Passengers	7.07	5.51	3.32	1.36	0.94
	Taxes and Duties on Electricity	9.39	10.33	14.55	17.67	17.14
	Entertainment Tax	4.60	2.77	1.13	0.78	0.55
	Other Taxes and Duties	2.05	2.33	1.20	1.78	1.49
Tamil Nadu						
	Sales Tax	71.03	73.66	72.79	70.90	72.99
	State excise	14.09	12.80	13.79	16.56	15.14
	Taxes on Vehicles	9.60	8.81	7.44	5.87	5.70
	Taxes on Goods and Passengers	0.00	0.01	1.29	2.41	3.35
	Taxes and Duties on Electricity	0.51	0.47	1.69	2.07	1.63
	Entertainment Tax	3.81	2.86	2.03	1.32	0.64
	Other Taxes and Duties	0.96	1.40	0.97	0.87	0.55
Haryana						
	Sales Tax	51.00	50.74	51.45	64.43	67.65
	State excise	21.05	26.24	29.52	17.19	18.07
	Taxes on Vehicles	4.01	2.83	4.18	2.89	2.25
	Taxes on Goods and Passengers	15.19	13.41	10.67	12.34	11.19
	Taxes and Duties on Electricity	6.09	4.57	3.09	1.86	0.53
	Entertainment Tax	2.54	1.47	0.66	0.30	0.17
	Other Taxes and Duties	0.12	0.74	0.43	0.98	0.13

2.5.2 Overall, the revenue story for Punjab is as follows –

- (i). Plan resources are provided in Punjab through borrowings, creating a heavy interest burden and liabilities for the future.
- (ii). Revenue receipts in the State of Punjab have been at par with other developed states, except in the period from 1992-93 to 1998-99.

- (iii). Tax revenue mobilisation Punjab has not been too well. The turning point for tax mobilisation is 1995-96 for Punjab. Thereafter, it became one of the lowest per capita revenue states amongst the other developed states.
- (iv). The source of this decline in tax revenue was the mobilisation of resources by the State itself (its own tax revenue). This is confirmed both by the per capita trends and the share of State's own tax revenue in total revenue.
- (v). Composition of the State taxes suggests that the composition is not very different across comparable developed states. Taxes on commodities constitute the bulk and taxes on property transactions are becoming more significant for some states like Maharashtra.
- (vi). From a comparative perspective, there are some lessons that Punjab has to learn on taxing goods and passengers from Haryana and on taxing electricity from Gujarat.
- (vii). Taxes on property transactions suggest that Punjab has lot of scope of revenue mobilisation in land revenue, urban immovable property tax etc.
- (viii). The share of central taxes in total revenue receipts of the State have declined for the State over the years. In relative terms, the share of grants (these are mostly for social expenditure) is increasing, confirming the larger process of increasing control of the Central government in the social sector at the provincial level. There is high degree of variability in per capita tax receipts from the Centre to the developed states like Punjab

2.6 Future Directions for Fiscal Management

2.6.1 Punjab is facing a severe fiscal crisis, reflected in the increasing gap between the state's expenditure needs and availability of resources. A careful analysis of the fiscal situation of the State over the last two and half decades shows that shortage of resources has been met by compromising the most essential expenditure. The expenditure that was crucial for the needs of the State – development expenditure, expenditure on social infrastructure, social development and the welfare of the poor and the marginalised – have all been compromised in the last 25 years. The figures clearly show that expenditure under these heads has been constantly declining since the past 25 years. The firm belief in the ideology

of trickle down benefits from growth has facilitated this neglect. Given the social gap between the poor, especially between the *dalits* and the others, the need for social sector spending could not be emphasized more. Moneys have to be found to meet the essential expenditure if Punjab wants to see its people receive the essential services at par with other states.

- 2.6.2 It must be recognized that fulfilling the fiscal deficit target *per se* is a fetish that must be given up. The composition of fiscal deficit is important. Fiscal deficit is not a technical parameter at the provincial level in India. Given the context of centre-state fiscal relations in India, at the provincial level, it is a politically negotiated outcome. The lessons for fiscal management that emerge from this are that the imbalance in the long-term development expenditure that has been compromised in the State as a result of meeting deficit targets, must be corrected. Capital outlay or development expenditure, which has been squeezed or at best retained at the old levels, must be increased. Furthermore, the share of developmental expenditure has not only to increase but the composition of development expenditure has to now move in favour of expenditure on social services like medical and public health, social welfare, labour welfare, urban development and housing.
- 2.6.3 Power subsidies are the main subsidies in Punjab going to the agriculture sector. There is a need to rationalize these subsidies in the context of challenges that the agriculture sector is facing as a result of the adverse impact of larger macro-economic management in the country, the environmental challenges from the rice wheat crop cycles, and the pressures from the global institutions for the agriculture sector. Agriculture sector needs support, but are power subsidies the best way to support it is a question that should be transparently answered?
- 2.6.4 Some of the sources through which the huge revenue gap could be met from various internal sources, include generating additional revenues from electricity duty, commodity taxes, urban immovable tax, stamp duties and land revenue. The scope of revenue mobilisation under each head requires a detailed estimation exercise that should be initiated by the State. For example, the potential for taxes on vehicles has to be estimated by using appropriate information on the vehicles in Punjab or taxes on goods and passengers should be estimated by analyzing the data of Punjab Roadways or the potential for tax and duties on electricity has to be estimated by looking at the patterns of electricity consumption in

Punjab. The potential for taxes on commodities and services can be assessed by comparing the distribution of rural and urban MPCE classes in Punjab with other states and drawing appropriate lessons for revenue mobilisation. This comparison suggests that in rural areas, Punjab has larger share than other states in upper classes (above Rs. 510 to 580) and much lower share of MPCE classes at the lower end of the consumption classes (Graphs 24 and 25 in Annexure to Chapter 2) in commodity tax. Thus, the MPCE distribution suggests that Punjab is best placed for collecting more commodity taxes than other developed states. Comparing the distribution of MPCE classes and the extent of revenue mobilized through commodity taxes amongst developed states, it suggests that Punjab has to make lot more efforts in improving tax collections from the existing taxes alongwith finding newer avenues to mop up resources.

- 2.6.5 Comparative review of taxes from different sources across states suggests that there are lessons for Punjab in mobilizing more resources through taxes on electricity and goods and passenger taxes. Given the sharp rural and urban inequalities in Punjab, progressive taxation is the only way forward for identifying new taxes, without jeopardizing the precarious social existence of Punjab's poor. The rural base of Punjab's economy does not necessarily limit the taxation ability of the government; there is potential for taxing those who have resources, both in rural and urban areas. The tax regime should be such that it does not create perverse incentives for those who are willing to invest in the State's economy.
- 2.6.6 Central transfers is another aspect of the fiscal situation in Punjab. Statutory transfers (tax transfers) have gone down, while the discretionary transfers (grants) have increased. This is a serious problem, and it needs to be understood in the larger context of fiscal management at the Centre and the increasing orientation to homogenize the development across all Indian states. Grants (given mostly for the social sector) carry with them priorities of expenditure leaving the State with not much discretion. This discretion has to be restored, especially when there are serious challenges in the social sector development in Punjab.
- 2.6.7 The increasing dependence on borrowing for funding State expenditure and the increasing borrowing costs is the most significant source of the fiscal problem, perhaps much more than the burden of salaries. The emphasis on the increasing wage bill of the employees as the main ill facing resources in Punjab is misplaced. Inefficiency of the government is a problem. It requires a governance fix not a mere fiscal correction. Mixing up the fiscal crisis

and inefficiency of the government functioning only helps in fulfilling the agenda of the neo-liberals, of minimizing the role of the government. To find the right solutions, right diagnosis has to be done. The increasing debt servicing costs for the states raises some fundamental questions about why the cost of public expenditure is so high? The answer perhaps lies in the orientation of fiscal management at the national level and the related changes in the centre-state fiscal relations.

- 2.6.8 Overall, we can say that the neglect of the social sector has happened for the following reasons - a) the orientation of fiscal management, both at the central and state level, that is biased against social sector spending; b) The obsessive emphasis on meeting the fiscal deficit targets did not permit evaluation of how this target was being met and at what cost; c) the fiscal management at the central government level has created conditions where the state governments are increasingly dependent on market borrowings thereby multiplying the debt servicing costs, leaving little scope for finding resources for the welfare-oriented expenditure; d) the government sector is being expected to meet the financial management norms of the private sector (interestingly, these days, the private sector has turned to the government sector for help!); and, e) failure of the State of Punjab to demonstrate the discipline and motivation to meet its potential for revenue mobilization. The role of these factors needs to be highlighted when discussing the fiscal situation in the State.

Chapter 3 Basic Civic Services and Civic Regulatory Services

3.1 Introduction

- 3.1.1 The first Status Report of the Commission had looked into the state of delivery of some of the basic services and issues and constraints affecting the functioning of the Suvidha Centres in the districts and the sub-divisions. This report deals with some of the issues of basic civic and need-based services relevant for the citizens. These are delivered either by ULBs (Urban Local Bodies) and PRIs (Panchayati Raj Institutions) or the district administration through Suvidha Centres (SCs) and in some cases by specific departments exclusively or in addition to Suvidha Centres.
- 3.1.2 This chapter has been divided into eleven sections. Section I covers the nature of basic civic and regulatory services as also major problems and issues. This section also indicates the approach and rationale of the recommendations made in respect of specific services. We have chosen to examine basic services as separate modules for reasons indicated later. Sections II to VIII cover specific services relevant for the citizens. Sections IX and X deal with delivery systems and infrastructure including role of the Suvidha Centres, applications and networking. The focus of these sections remains on the services covered and the need for integrating information arteries across hierarchies and departments where delivery and governance issues extend to more than one agency and need a multi-sectoral approach. The basic suggestion is that the district Suvidha Centres should be the gateways for all public dealing departments, so far as the field staff is concerned and should be used as information exchanges as well as for providing services relating to digitization of data and management thereof. Section-XI provides a summary of the recommendations, modalities of implementation and evaluation systems for assessing the impact of the suggestions.
- 3.1.3 The Task Group on basic civic services has made the recommendations after extensive and in-depth discussions with the stakeholders on the demand and the supply side at Chandigarh and during visits to the various districts besides taking into account the suggestions received from the public. The focus of the recommendations is on services generally in demand by the common man and the restrictive/elitist services like arms licenses, agricultural input licenses are not covered.

3.2 Section – I Basic Services- Nature, Problems and Approach

3.2.1 The nature of the various services required by the citizens varies across different sectors and, even though a watertight categorization may not be feasible, these can be broadly classified in three groups. The grouping is based on certain assumptions regarding how the services are linked to opportunities and benefits sought to be provided through a particular service and, therefore, can change if there is a basic change in those assumptions (e.g. if he candidates from the rural areas are assured admissions as in some of the states in the US, where the top 10 percent of the high school graduates are assured admissions in the state universities instead of simply being given marginal preference over urban area candidates; if this is introduced, the nature of demand for such certificates would change dramatically).

3.2.2 Another factor is the intensity and frequency of interaction between the official and the applicant in respect of a particular service. Some of the services are one-off transactions - interaction is complete with specific delivery of the service – e.g. SC certificate required for admission in a medical college. In other cases, the transactions may be the starting point of further recurring interactions with the public authorities (applications for old age pension, leading to sanction and monthly payments).

3.2.3 Keeping in view these factors, the services may be classified as follows:

3.2.4 Need-based demand driven services

3.2.4.1 **Examples:** Residence certificates, kandi area certificates, affidavits, counter signature etc.

These can be one-off transactions or part of continuing interaction. One-off services are necessary for establishing eligibility for availing of the social and economic opportunities provided by the state. They are pre-requisites for availing of these opportunities but the delivery of services has no direct relationship to economic or other benefits, as there may be other barriers for availing of benefits under the public policies (e.g. in case of admission to educational institutions, one needs to qualify academically and compete for admission). Even in cases (e.g. old age pension) where sanction of pension leads to regular payments (as all eligible persons are covered under the state policy) there is no exclusion once eligibility can be proved and the focus still remains on access.

These services, thus, are in the nature of pre conditions for exercising rights and entitlements but are not by themselves sufficient for this purpose.

3.2.4.2 Nature/characteristics

- (i). Demand driven without any limitation or quota of supply.
- (ii). Not subject to competing pressures/possibility of exclusion/discrimination.
- (iii). Easy to achieve economic efficiency; considerations of equality of treatment in these cases are not material
- (iv). Process and procedural reform in providing universal access is the main issue.
- (v). Moderate risk of misuse due to competition/ multiple barriers
- (vi). Not much problem of 'shadow' transaction costs – corruption- though other transaction costs can be substantial

3.2.5 'Need based' and supply driven services – driven by public objectives but in demand and 'consumer surplus'

3.2.5.1 Examples: Permissions/approvals for buildings/water supply connections, driving licence

These are not driven by citizen demand and regulations are made to modify/control citizen behaviour. On the other hand, the 'consumer surplus' is substantial, and high transaction costs may be tolerated by the citizens. The systems need to redesign processes and rules to encourage self-regulation by creating proper incentives as it is impossible to control risks through direct official control and intervention and citizens are liable to seek 'short cuts' to regulation compliance. There is no exclusion or issue of equity in these processes as everybody is eligible to avail the services and facilities subject to the fulfilment of some conditions (e.g. proof of ownership in case of permission for construction).

3.2.5.2 Nature/ characteristics

- (i). Public/social objectives dominant, formal regulations.
- (ii). High consumer surplus and therefore scope for corruption.
- (iii). Accountability of the officials appears to be a major issue.

3.2.6 Services for the “Commons” – no self interest/pressure from citizens

3.2.6.1 Examples: Prevention of food adulteration, quality education

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

3.2.6.2 Nature/Characteristics

- (i). Rational ignorance or disinterest on the part of the public. It is not worthwhile for individuals to incur the cost of making efforts to achieve the objectives or to prevent others from appropriating public goods;
- (ii). Principal problem remains about the omnipresence of the ‘agents’ due to high incentives from (lack of) enforcement
- (iii). Difficult to outsource implementation

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

3.2.8 Main Problems

3.2.8.1 It appeared that whereas the need based services are only prerequisites and are not by themselves sufficient for availing of various entitlements and concessions; these form a large proportion of problems in term of hassles, harassment and problems faced by the general public. They also are the major focus of the suggestions received from the public during meetings and discussions. The main services which came up time and again in discussions

relate to birth and death certificates, marriage certificates and copies of revenue records. The problems listed were mainly of delay in the case of marriage certificates and corruption in the case of revenue services.

The specific problems noticed in respect of the need based services are:

Distrust

The main focus of the Governance Studies Unit is to uncover procedures which reflect the colonial legacy of distrust for the common people, and are discriminatory against the rural area applicants who are required to get verification by public as well government officials. A simple declaration by an applicant is not accepted at the face value and the matter is referred for verification to the public officials. One of the elements of good governance – citizen empowerment remains only a pious wish.

Transaction Costs:

Corruption is not a major issue for most of the services but these are other transaction costs – multiple visits, fees, opportunity costs of time etc. A wage earner may have to forego 3-4 days earnings just to get one simple certificate of residence.

Inequity

The procedures are also discriminatory against the rural area applicants who are required to get verification by public as well government officials.

Multiple Visits

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

Information deficit

Check list of processes and procedures, standards of services and grievance redress systems.

Lack of Transparency

Non-availability of citizen charters for specific services.

Grievance Redress

Lack of clear grievance redress systems giving rise to 'forum shopping'

3.2.9 Approach of the Task Group

The following approach has been adopted in view of problems and the other features of these services

3.2.9.1 Service specific context

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

Various dimensions of the objectives and priorities and the needs of the stakeholders can only be harmonized if each service is examined comprehensively as a separate module and the service delivery is optimized within the context of that service. *Each specific service is being treated as a separate envelope and a model suggested for redesign of substantive as well as procedural aspects of the delivery system.*

3.2.9.2 Pragmatic Standards

There is more focus on actual compliance on the part of public authorities - single window or otherwise - with specified time limits for service delivery - optimum compliance rather than

formal prescription as even the existing schedules are not being complied with in a majority of cases (e.g. giving sanctions for buildings).

3.2.9.3 Bridging Rural Urban Divide -

At present there is discrimination in the procedure and practices as applicable to the rural and urban areas. There is no reason why the urban area applicants are required to provide a report/verification only from the MC whereas the rural area residents are subjected to multiple verifications by Sarpanch/Lambardar/Revenue Staff. The fact that the revenue department has its presence in the rural areas and not in urban areas should not lead to multiple verifications in the latter case. Such disparities ought to be removed. The Municipal Commissioner's (MCs) credibility surely cannot be more than that of his counterpart in the rural areas!

3.2.9.4 Service Delivery-A Contract rather than a concession

Service delivery should be viewed as a sort of contract rather than a favour by the public agency. The contract should be communicated through open information/citizen charters listing obligations of the citizens, the obligations of the front desk/competent authority to take the final decision and thus all information relating to material terms of the 'contract' should be openly available in any case on the website to the public. Any substantive issues relating to the service delivery must not be hidden or in fine print so as to escape the common man's attention.

3.2.9.5 Internal Reforms- defining decision and grievance redressal levels

There is less focus on reforms in internal processing, as these are internal administrative issues and citizens are not concerned with the number of people/agencies/stages of processes that are involved. They need to be told only about whom to approach, what their obligations (check list) are, who the competent authority is and the standard of the service they should expect. The focus, thus, is on the obligations of the citizens and the public agencies and speed and quality of service delivery. The main issue in the front desk services is that of subsidiarity and suggestions have been made in regard to the delegation of powers for specific services to levels as proximate as feasible to the front desk. *We are strongly of the view that it is pointless to implicitly follow the present practice of limiting decision-making powers to the gazetted officers especially where the systems don't provide for any*

scope of discretion. One cannot make full use of ICT/IT without abandoning this obsession with rank. On the other hand, the regulations which eliminate scope for discretion suffer from extreme rigidity and are often bypassed. This problem has been addressed by providing avenues for grievance redressal.

3.2.9.6 Risk/Misuse:

As indicated above, perception in regard to the recommendations being made may differ with regard to the risk of misuse which may follow from the proposed changes, but one has to trade off ideal enforcement with pragmatic compromise in the interest of the optimum delivery. The well known example is of speed limits imposed on motor vehicles where some leeway is provided in actual practice in many countries. This may be misused but is unavoidable if at all there is to be some semblance of compliance of the regulation by a substantial majority. Moreover, the risk of misuse/wrong issue cannot be controlled simply by multiplying the channels of verification as is common in governments. That only adds to the botheration without being deterrent to the misuse of the service. The more prized a service, the more competition is there which by itself is a deterrent for misuse. The focus, therefore, is not on more controls, more reports, and more verification but on citizen responsibility and empowerment- self selection coupled with information about services. One simple way to prevent risk/misuse will be to display/put on website of the District Suvidha Centres the names of the individuals who have availed of various services whether at the Suvidha Centres or off line for general public information. There is possibly no violation of privacy laws involved in putting these lists on the district web sites.

3.2.9.7 Compatibility – offline/ online delivery;

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

3.2.9.8 Single window/ Single visit

One issue is that of single window delivery. We believe that single window is not an end in itself and may not be suitable for transactions involving a number of agencies, where ensuring compliance with the processes and the detailed rules and procedures may be

difficult for the single window delivery systems which don't have in-house technical or professional support. In such cases, it may be advisable to provide the departmental inputs right at the Suvidha Centres (e.g. transport). *Single visit needs to take priority over single window as citizens generally approach the public agencies not for multiple problems (as while shopping in a supermarket), but for a specific issue at a particular point of time.*

3.2.9.9 Data Integration

Single window is not the only option for service delivery and there should be healthy competition, with the traditional service providers who are also in action. It is, however, essential to integrate all the data at a single point. And, that happens to be the rationale for recommending data storage and management at the district Suvidha Centres.

- **Focus on specific service context**
- **Level playing field for all citizens – rural/urban, the rich and the poor.**
- **service delivery a contract between the State and the citizen**
- **Single visit in preference to single window**
- **Risk of misuse- addressing issues of risk though transparency rather than procedures and controls.**
- **Internal Reforms -Subsidiarity and specifying boundaries of discretionary powers.**
- **Making offline and online service delivery systems compatible**
- **Data integration**

3.3 Section- II Affidavit- A Prerequisite for Need-Based Services

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

3.3.2 Generally, the Suvidha Centre procedures require identity proof and the affidavit is attested by a government functionary. The present practice is for the affidavit to be attested by Executive Magistrate (EM). In the Suvidha Centres, the practice is to take photograph of the signatory for ensuring proper identity which, otherwise, is not a legal requirement.

3.3.3 The issue of affidavits is relevant not only for services dealt with in the report but also many others as affidavits are prescribed irrespective of whether these are really necessary, to 'pass the buck' to customers. The practice is also prevalent in public utilities services and affidavits are required for new power connection, water and sewerage connections/new constructions. Affidavits impose their own cost on citizens - buying stamp paper, locating a deed writer, payment to Notary for attestation and of course the time and efforts consumed in these processes. On the other hand, affidavits have no particular sanctity in law and the function can easily be performed by declarations.

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

3.3.5 Self-declaration in place of Affidavit

3.3.5.1 Affidavit is a declaration and such a declaration is adequate for the purposes of law and attestation by the officials does not appear to be necessary. The applicant/signatory/continues to be responsible for the statement made. This practice of self-

declaration needs to be adopted in all affidavits. This will save a lot of bother and some expense in having to procure stamps/stamp paper which is mostly not available at the place where the affidavit is to be submitted. The Central Government agencies (passport, income tax etc.) have adopted this practice. So far as the legal position is concerned, the issue of a false declaration and action to be taken thereon is adequately covered by the provisions of IPC especially sections 199 & 200.

BOX 1

Liability for False Declaration

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

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

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

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

Explanation- A declaration which is inadmissible merely upon the ground of some informality is a declaration within the meaning of sections 199 to 200.

3.3.5.2 Attestation

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

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

also, declarations should be accepted in place of affidavits. It has later been proposed, that citizen declarations should be adequate for third party verification. In these cases, one problem is establishing the identity of the third party. Possibly, the individual applicant could be required to attest the identity of the third party with personal presence. This will reduce the number of bogus attestations as the beneficiary-applicant will remain liable. The present practise and the proposed are indicated below:-

Services	Present	Proposed
Affidavit	<ul style="list-style-type: none"> Affidavit is required to be attested by Executive Magistrate. 	<ul style="list-style-type: none"> Allow self-declaration by the applicant. In cases where attestation is considered to be necessary, Suvidha Centres to be authorized to attest the same.
Contents of the affidavit	<ul style="list-style-type: none"> No warning or caution for filing wrong declaration. 	<ul style="list-style-type: none"> The signatory is liable for action under sections 199 and 200 of IPC in case of wrong declaration.
Court fee/stamp	<ul style="list-style-type: none"> Not required, it adds to transaction costs/delay, without any compensating revenue considerations. 	<ul style="list-style-type: none"> Self-declaration will be a part of the application form.
Photograph	<ul style="list-style-type: none"> Not required except in Suvidha Centres. 	<ul style="list-style-type: none"> The practice of having a photograph of the applicant can be continued in the Suvidha Centres, even under the revised procedure of self-declaration for purpose of freezing the identity of the applicant.

From Attestation of the Affidavit to Self-Declaration

- **Allow self-declaration in lieu of affidavit.**
- **Self-declaration to be a part of the application for a service.**
- **Declaration to provide for liability for wrong declaration.**

3.4 Section – III Area/Residence/Domicile Certificates

Various institutions and organizations ask for residence certificates which are mostly needed for the purposes of employment and education. Generally, the certificates are issued on the basis of compliance with the prescribed conditions – e.g. some institutions may ask for residence certificate on the basis of residence/domicile for the last five years whereas others may be content with a certificate regarding the applicant being ‘ordinarily resident’.

3.4.1 Field reports / verification

These are required from Municipal Commissioner/Sarpanch and in addition from Patwari and Kanungo. At present, therefore, elected officials as well as revenue officials are required to report in case of rural areas. While the Working Group on the BPR in Government has recommended discontinuation of the practice of applicants obtaining reports from MC/Sarpanch directly, this may need to be continued, if at all necessary. It is much more convenient for the public, rather than having to wait for the reference and response cycle to be completed by the officials. *In any case, reference to the public officials appears to be unnecessary, as such facts are mostly not within the personal knowledge of the elected officials and substantial wastage of time is involved in the applicant especially by the under privileged in contacting the elected officials.*

Ideally, since the MC’s/Sarpanch are not custodians of information about the applicant nor do they have any standard means of enquiry, self declarations should be adequate in most of the cases. In practice, public men by nature of their position – which is dependent on the constituent’s good will, can rarely afford to refuse on grounds of lack of personal knowledge, and the endorsement by the public men is generally a ritual without much relevance to correctness of the stated facts.

3.4.2 Verification by Government Officials

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

It appears more appropriate to

- (i). *Ensure proper identification of the applicant,*
- (ii). *Allow any two citizens (including government officials) in place of or in addition to the public officials to provide supporting declarations.*
- (iii). *Ensure proper identification (e.g. EPIC, Ration Card with photo etc.) of supporting citizens; and*
- (iv). *Provide for liability for action in case of wrong declaration.*

3.4.3 Period of stay required for residence proof

It is understood that the Punjab government requires proof of residence for 5 years. This is unreasonable if we take note of the labour mobility. The proof of residence should be the same as for elections- a person is only required to be 'ordinarily resident'. In any case, certificates can be issued on the basis of two year stay at the address given, as is generally the practice for issue of passports.

3.4.4 Lack of uniformity

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

3.4.5 Discretion of officers

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

3.4.6 Risk Factors

Wrong issue of certificate due to the acceptance of bogus documents etc is unlikely as the applicant continues to be responsible for wrong information. Self attestation also means self

incrimination. Self-attestation and verification are allowed for Passport and Income Tax matters and there should be no problem in allowing it for these services. The risks can be minimized by displaying the list of certificates already granted. Sheer competitive pressure will lead to reduced risk of misuse, once the list of persons issued various certificates is displayed on the website.

3.4.7 Processing of applications

Processing of applications which is an internal matter of the public agency can be as per the practice or as per the instructions issued in regard to the functioning of Suvidha Centres.

3.4.8 **Application/Software Package** - Already available in Suvidha Centres. In case of difficulty, IT Department can help.

3.4.9 Data Management and Monitoring

Certificates/files entertained by NT/Tehsildars/SDMs directly should be sent every month to the district Suvidha Centres for electronic entry as for applications entertained at Suvidha Centres. This will be a permanent record and enable issue of duplicates etc. without having to maintain physical record and enable monitoring even for off line transactions. *The district Suvidha Centres (SCs) should be the custodians of all these records- electronic / paper files, for the district, for the present and start maintaining only electronic records as soon as practicable.*

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

S.No.	Services	Present	Proposed
1.	Residence/Area Certificates - Application forms	<ul style="list-style-type: none"> As prescribed by the authority (e.g. by educational institutions) or as per the prescribed format. 	<ul style="list-style-type: none"> Form to be placed on the Suvidha Centre website and should be downloadable. Hard copy should also be available with the vendors, Suvidha Centres, other concerned offices as at present. The form must contain instructions and appropriate information on check list etc. in clear and user-friendly manner and language.

			<ul style="list-style-type: none"> No court fee or other stamp fees should be leviable. Form to be available free, except at Suvidha Centres where a nominal service charge can be levied.
2.	Documentation or Reports – Affidavit	<ul style="list-style-type: none"> Affidavit by the applicant or by the parent or guardian in case of minor. The affidavit is required to be attested by the Executive Magistrate. 	<ul style="list-style-type: none"> Self-declaration to be allowed. The declaration should provide for the applicant's responsibility for giving correct information. <p>("The information given by me in the form/enclosures is true and I am solely responsible for its accuracy and liable for action under sections 199/200 of the IPC in case of wrong declaration/information").</p>
	Residence Proof	<p>Attested photocopy by Gazetted Officer or Notary:</p> <ul style="list-style-type: none"> Ration Card Voter Card School Certificate <p>(Only required for rural area certificate)</p>	<ul style="list-style-type: none"> Self-attested copies to be accepted.
	<p>Field Reports</p> <p>a)Recommendations/Certificate by MC/Sarpanch/Revenue Staff</p> <p>b)Attestation of Originals</p>	<ul style="list-style-type: none"> Required Attestation by notary or Executive Magistrate 	<ul style="list-style-type: none"> Discontinue verification by the revenue staff. Discontinue verification by MC or Sarpanch; Accept supporting declaration by two residents of the village or town, subject to proper identification. Permit self-attestation

	Authority to whom application is to be submitted	<ul style="list-style-type: none"> Suvidha Centres or Tehsildar/specified authority. 	<ul style="list-style-type: none"> No change
	Competent authority for Issue/Signature	<ul style="list-style-type: none"> Tehsildar or SDM. Sub-Tehsil not authorized. Officer-in-charge of Suvidha Centre needs to be empowered to issue as the process is not discretionary. Naib-Tehsildar or Tehsildar should be authorized in place of SDM. Sub-tehsils should also entertain applications and issue these certificates. 	<ul style="list-style-type: none"> Officer-in-charge of Suvidha Centre or Tehsildar or Naib-Tehsildar. <p>Standard Format: Standard format of the certificate to be adopted by all the institutions in Punjab.</p>
	Complaint Authority	<ul style="list-style-type: none"> Not specified 	<ul style="list-style-type: none"> Sub-Divisional Magistrate Deputy Commissioner.
	Citizen Charters	<ul style="list-style-type: none"> Varies/ not available. 	<ul style="list-style-type: none"> Citizen Charters –must be in local language <i>Contents of the Charter.</i> Forms – should be downloadable. Check list. Response time - (suggested: same day). Where to Apply Complaint system

3.4.11 Recommendations

- Two years stay to be sufficient for issue of certificates.
- Discontinue verification and reports from public officials or government officials.

- **Declaration by applicant in lieu of affidavit, field report and verification.**
- **In case third party verification is considered necessary, accept declaration from citizens.**
- **Same day delivery.**
- **Tehsildar/Naib Tehsildar/Suvidha Centre in charge to be the deciding authority.**
- **Sub-Divisional Magistrate to be the grievance redressal authority.**

3.5 Section- IV Birth and Death Certificates

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

3.5.1 Main Provision of the Births and Deaths Registration Act

3.5.1.1 The Act provides for appointment of Local Registrars and Sub-Registrars to assist the District Registrar Section 8 (1) (a)} declares it the duty of the household to give intimation but Section 8 (2) also authorizes the government to notify any other agent for the purpose of providing information. Section 12 provides that extracts of entries be given immediately on registration. Section 13 provides for a simple process of registration within 21 days, registration by the Local Registrar within 21-30 days provided a notarized affidavit is given and with the written permission of the prescribed authority. After one year orders of the Executive Magistrate are required and the Magistrate is expected to verify the correctness of the event. Thus upto a period of one year, the process is simple whereas after one year a number of formalities (not found certificate, evidence of knowledgeable persons etc.) are required to be completed to the satisfaction of the competent authority.

3.5.1.2 Different states have notified authorities, such as, Panchayat, Health, Revenue Officials for local registration purposes and for delayed registration. In Andhra Pradesh, Mandal Revenue Officer is competent for delayed registration up to one year. Custody of records remains with the Local Registrar up to one year (counted from the end of relevant calendar year) and after that these are transferred to Executive Officer in case of Municipal Committees and the concerned Registrar in case of Panchayats. In Maharashtra, records after 1996 are digitized. One can search for registration of record; and CFCs (Citizen Facilitation Centres) run through PPP mode, are authorized to issue certificates. The BDO in rural areas is authorized to make late registration (30 days to one year) whereas the authority for entry in record beyond that period is the SDM. In Delhi, authorities for registration are the Health Centres in rural and

urban areas; proof of birth/ residence and affidavit regarding place, time/date of birth is required in case of delayed registration.

3.5.1.3 Punjab

The issue was discussed with Secretary, Director and other officers concerned in the department as also the officials in the districts concerned with recording the entries and issuing copies etc. The registration of births was not compulsory till 1989. Chowkidar in the village used to be the 'notifier' in rural areas and SHO was the local registrar but from 1st January 2004, head of the family was made responsible for reporting the incidence and Chowkidar job is mostly to collect the forms and hand it over to the Panchayat Secretary who is now the Local Registrar. The registrations are sent for the calendar year to the Chief Medical Officer of the district who is the District Registrar and is responsible for maintenance of records. In urban areas in case of births which are at the health institutions, the responsibility for reporting is of health institutions concerned. The family is responsible for reporting in other cases. Generally recording of births is said to be 100 percent. The main problems are:

(i). **Functioning of Local Registrar:**

Panchayat Secretaries: so far as the Local Registrar is concerned, the Panchayat Secretary has no fixed place of working, is rarely available for handing over all forms collected by the Chowkidar and in most of the cases entries in the register are not made immediately by the Panchayat Secretary. In some cases, the registers have not been handed over to the District Registrar even after expiry of two years. The reason is stated to be frequent transfers and changes in the jurisdiction of Panchayat Secretaries especially when delimitation of village Panchayats is taken up. The records are required to be handed over to successors but this is not done.

(ii). **Entry of Names**

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

The rules need to take an account of this cultural tradition. The department has moved a proposal to the Central Government for allowing a window of one year for making the entry of names in all past cases, but the matter is still pending.

(iii). **Record Maintenance**

Maintenance of records by the District Registrar is a big problem. There is urgent need for digitizing the record. The department is not very clear whether these would be better scanned or the data re-entered in computers and digitised.

(iv). **Delayed Registration of Births**

One major problem relates to entry of birth after a period of thirty days. The law provides that entries can be made by the local registrar up to one year with approval of the district registrar. After one year, SDM is the competent authority. *As the availability of the Chief Medical Officer and the process of the entry is unclear and uncertain, people prefer to wait and approach the Suvidha Centres after one year as the process is simple. Some districts are reporting over 40 percent of entries made after one year!* On the other hand there are chances of misuse in cases of unduly delayed applications, especially those made by adults and consequently very elaborate procedures are required to be gone through by the applicants in case of registration request after one year of the event.

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

(i). **Notifier/Local Registrar- ASHA/ANM**

In the given structure of local governance in rural areas, it may not be appropriate to continue with the Panchayat Secretary as Local Registrar. Village Panchayats will continue being reconstituted, Panchayat Secretaries being frequently transferred and not handing over the record (unlike Himachal Pradesh where a gram Karmi – village assistant is provided to Panchayat Secretary, no such help is available in Punjab). It may be appropriate to streamline the system and to give authority to the health department personnel for proper coordination. The two options are ANM (she is at the sub centre – average population 5000) -or ASHA workers-average population 2000. The problem with entrusting the job to the ANM is that her jurisdiction is in terms of population and may not cover with specific village or panchayat boundaries. ASHA worker's clientele is fixed - whether village or part of the

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

(ii). **Delayed Registrations – within one year**

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

(iii). **Delayed Registration – after one year of event**

There is a likelihood of misuse in the case of adults facing problems in establishing identity and discrepancy in documents and much more care may be necessary in such cases. In case of registration requests received, say within 10 years of birth however misuse is highly unlikely and these are likely to be genuine cases of late registration. It is suggested that for applications received within 10 years of birth, the process applicable to the one year process should be followed without insisting on detailed supportive evidence. *Thus, the complex procedure (not found certificate, evidence of Dai, Sarpanch) should be only for cases where requests are made than 10 years after the event.*

(iv). **Entry of names in time barred cases**

The issue of entry of name in time-barred cases needs to be taken up and suitable amendments made in cases where the State Government is competent or the matter maybe referred to the Central Government. *It appears odd that while births can be registered at any time (there is no limitation), the secondary process of entry of names should be subject*

to limitation of time. This seems to be a serious anomaly in law. As such, it is suggested that the basic registration should be subject to the limitation of 15 years or the simpler and secondary process of the entry of name should be permitted without any limitation.

(v). **Digitization of records**

The department is waiting for the project taken up under the e-governance programme of the State Government which currently covers only two districts. Some districts have taken suo moto initiative and have already digitized the record through Suvidha Centres. It appears appropriate to (a) authorize Suvidha Centres at the district level to digitize the record (b) to declare the in-charge of the Suvidha Centre as Additional Registrar for the purpose of maintenance of digitized record and issue of copies(after one year) through sub divisional/district centres. The advantage of entrusting the work to Suvidha Centre is obvious as that these centres are located at all the sub-divisions and even though a certificate may be issued in a sub-division or at the district headquarters, records can be kept at one place (District Suvidha Centre), thus eliminating the problem of repeating the process afresh when duplicate certificates/ additional copies are to be issued. The District Suvidha Centres should be the custodian of digitized records of births and deaths in the district.

The issue of digitization also needs to be de-linked from e-governance project as it is not clear as to how long the same will take to cover the whole State. In any case, the funds required will remain the same whether it is done under one project or another. In fact, some districts have already completed the work successfully, and, as such, most of them may not need any funds for this purpose.

(vi). **Fees**

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

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

Services	Present	Proposed

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

	<p>Chowkidar- any two.</p> <p>Other evidence – Not found the certificate, proof of identity (not provided in the rules but followed in practice).</p>	<p>years- same procedure as for 30 days to one year- affidavit, no other evidence</p> <p>After 10 years – as per present practice; rigorous scrutiny.</p>
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3.5.1.6 Recommendations

- **Notifier - ASHA**
- **Local Registrar - ANM**
- **Waving late fees – upto one year**
- **Sub Divisional/ District Suvidha Centres as the single window for applications for entries and giving copies after one year;**
- **Procedure of registration – one year to ten years – on the basis of affidavit only**
- **More than 10 years – as per the present practice.**
- **Suvidha Centre in charge to be declared Additional Registrar for maintenance of digitised records (to eliminate parallel jurisdiction) for all entries after one year and for receipt of applications/issue of certificates for rural areas/urban areas which are unable to digitize records.**
- **Delivery (except in case of applications made after ten years): same day**
- **Electronic records to be maintained in lieu of manual records received from local registrars starting from 1989 by the ULBs/Suvidha Centres. Government to make available the requisite funds.**

3.6 Section-V Income Certificates

3.6.1 Income certificates are required for various purposes such as:-

- (i). Admissions in educational institutions by EWS (economically weaker sections);
- (ii). fee concessions etc. in educational institutions;
- (iii). availing of employment benefits by SCs etc. (exclusion of 'creamy layer');
- (iv). Eligibility of B.C/O.B.C. for educational/other benefits;
- (v). Concessions and entitlements as BPL families;
- (vi). Availing of social security benefits – old age pension, Widow Pension, assistance to children etc.

3.6.2 Practice in other states

In Andhra Pradesh, the internal certificate is issued on the basis of the Ration Card, Affidavit of Income and attestation/certificate by two government officers. The applicant application indicates details of occupation (business, government or private employee etc.) and monthly/annual income. Tehsildar is authorized to issue the certificate. In Maharashtra the application form contains details – immovable property, land, house, shop and income from these properties separately, as also income from employment/business if applicable. Affidavit is self attested ("the information given is true and correct and if found to be false, I am liable for prosecution under Section 199/200 of IPC"). The form of affidavit is provided on the appropriate web site and the certificate is issued within 15 days. Affidavit is common for caste, residence and income. In Delhi the application form requires details of salary, earning members, a supporting affidavit as also a photocopy of EPIC for residence proof. Facilities are available for online filing of application for this as well as other certificates.

3.6.2.1 Practice in Punjab

3.6.2.2 *Discussions with the public and the officials indicated harassment and some misuse due to the problems in procedures and criteria for determination of income. There may be some problems of favouritism (or the reverse) due to the involvement of the P.R.Is but the feedback*

indicates that the reason is not the change of authority for decision from government to the P.R.s but chaos and lack of uniformity in the processes and procedures. Different authorities – social welfare, employment, education, rural development- have prescribed different formats and criteria some of which are somewhat complicated and also have different systems for getting applications/data about income and for verification.

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

3.6.3 Harmonising the process of issue of income certificates

The process of harmonisation needs to cover the following:

(i). **The contents of the application and information to be provided by the applicant-income sources**

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

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

The information to be given in standard form of application including the supporting evidence is indicated at Annexure A of Chapter 3.

(ii). **Income Statements**

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

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

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

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

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

Most of the income certificates or concessions which require income certificate have not defined as to whose income is to be taken into consideration – is it individual applicant/his guardian or the family, whatever way defined. For all major economic indicators generally one refers to per capita income. This was the concept used for determination of BPL families till 2002 when it was replaced by the elaborate 13 point criteria. Globally also one refers to one dollar per capita per day as the

defining poverty line. The national and state figures of income – average, indicators of inequality- are similarly indicated in per capita terms. Moreover family income has relevance only if related to the family size. The family income of Rs. 1 Lakh for a family of two means something quite different as compared to same income for a family of five. *The criterion of per capita income should be adopted for all purposes for which the income certificates are used.*

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

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

There is no problem in assessing income from employment or property but in case of agricultural land where net income has to be derived from production and costs, clear criteria are needed. Some research studies indicate net loss from agriculture whereas others calculate net income optimistically at current levels of MSP. In one case brought to our notice during visit to one of the Suvidha Centres the revenue authorities had asked for a report from the agriculture department.

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

(vi). **Fixing Income Criteria**

It has been suggested above that it will be appropriate to go by the definition of family as indicated and to assess family income per head, to enable a meaningful composition for various entitlements and concessions. The issue is what specific but

common criterion of income should be used/adopted for scholarships and admissions/subsidized rations/subsidies etc. Annexure E of Chapter 4 indicates the bewildering variety of income criteria in use at present. It is recommended that:-

- a) Income criterion should be in terms of family income per head from all sources
- b) Family definition should be head of family/husband (or wife) and unmarried children up to the age of 21 years).

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

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

3.6.4 The main changes are indicated below:

Services	Present	Proposed
Application Form for Income Certificate	No standard format	Form at Annexure A of Chapter 3 Similarly, application forms for social security, pensions etc. need to be modified on this basis.
Documents/Reports required	Report of Lambardar/Sarpanch in rural areas. Report of MC/EO in urban areas. Report of field revenue staff (Patwari/Tehsildar etc.)	Declarations from two citizens: These may be allowed to be accepted in lieu of the field reports.
Competent Authority	SDM/Tehsildar	No change

3.6.5 Recommendations

- **Standard format – Annexure A of Chapter 3.**
- **Family definition as indicated.**
- **Criteria of per head family income**
- **Specifying criteria for self assessment of income by the applicant in regard to income from agricultural land.**
- **Standardization of income criteria- poorest of the poor, BPL.**
- **Self-declaration in place of affidavit.**
- **Supportive citizen declarations in place of field reports**
- **Delivery on the day of application.**

3.7 Section-VI - Urban Civic Services-Permissions for Construction and Ancillary matters

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

3.7.1 Permission/approval for construction/plans

3.7.1.1 There are common regulations in Punjab which provide for (a) application for construction; required documents mostly are construction plans, ownership proof, copies of plans. (b) prescribing a period – 30 days - for approval of the plan, (c) in some cases providing for intimation about commencement of construction/inspection after completion of plinth area, (d) making an application in prescribed form for completion certificate, (d) similar application for occupation certificate. This requires inspection by the building staff regarding compliance of the construction with the plans filed and in case of change, filing of revised plan.

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

3.7.1.3 BPR group had obtained views of the concerned department regarding simplification in this regard and made certain recommendations for reducing the number of internal processing points/officials involved and reducing documentation considered un-necessary. The problem with making administrative changes in internal procedures is that it is difficult to ensure that they would be fully and uniformly followed and sooner or later things revert to status quo ante. This has been the fate of most of such innovations (Ahmed Nagar experiment) and what may be required are substantive changes in the rules which bind all parties and have legal force. In fact, it is understood that there is no compliance in overwhelming majority of the cases in respect of compliance with the schedule for approval of plans – 30 days - and changes in internal procedures are not like to make things better. *The main issue here is that individuals have incentives to seeks short cuts and are not likely to be in sympathy with the public interest directed regulations due to this asymmetry between public safety directed supply side objectives and private interest in putting the building to use as early as possible. It is also unlikely at least in most of the cases where construction is taken up for self occupation, that individuals will ignore issues of structural safety of the buildings.* The law has to take note of these issues especially of the huge 'consumer surplus' which encourages

citizens to seek short cuts in respect of compliance with these regulations, while at the same time ensuring that safety of their family is not jeopardized. The parameters of sanction therefore, for a high rise building taken up by a developer for sale to individuals have to be on a different footing as compared to construction on small plots, with more detailed controls on high rise buildings, and but focus on compliance only with the material building regulations (frontage etc.) in case of others. For example, it appears unnecessary to insist on compliance with minimum dimensions of bathrooms etc, which are difficult to check and unlikely to be deliberately violative of norms – people want to have houses they would live in comfortable and safe.

3.7.1.4 Responsibility of Architects

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

3.7.1.5 Inspection during Construction

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

3.7.1.6 Completion/Occupation Certificate

The logic of two separate certificates one for completion and one for occupation is not clear. Probably these provisions were necessary when sewerage connections were sanctioned after the issue of completion certificate but before the occupation certificate was given (after connection for sewerage). That position however is changed now and water supply (in case not applied for earlier) as well as sewerage connections are given independently, after

issue of completion certificate. There needs to be only one application for certificate for completion and this should result in grant of only one certificate.

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

3.7.1.7 Filing of revised plans at the stage of completion

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

The focus in these supply-driven services, therefore, has to be on indirect enforcement through third party-architect in this case- enforcement (e.g. external audit certification of companies).

Keeping these aspects and views, the proposals are given in Table 1 hereafter.

Table - 1

Simplifying rules: Building Regulations

Existing Rules / Stages	Present Practice/Law	Suggested Procedures
Sanction for new construction/time	Centralization-. – Scrutiny rarely done (mostly on paper)	Registered architect / draftsman to be - responsible for compliance with rules - Architect certificates to be accepted for three storey buildings upto one kanal or whatever limit is considered to be appropriate for issue of sanction.
Time for approval	Thirty days; rarely observed in practice.	Time is adequate ;
Mid Construction Inspection	Required at plinth level	To be dispensed with
Post Construction Inspection	Required before issue of completion certificate.	Discontinue in case of three storey building upto 1 kanal- or whatever limit considered appropriate.
Revised Plans	Required even if no material change	Only for material changes – to be specified.
Grant of occupation/ completion certificate	Both certificate required.	Only one certificate should be necessary. Architect certificates to be accepted for three storey buildings upto one kanal for issue. Architect to be liable for compliance of rules. Surprise visits by officials on strictly random basis only for compliance with essential regulations.

Other issues Registration of architects	Process of registration of architects not streamlined	Transparent system for registration of architects and laying down qualifications required for different categories of buildings.
Rain Water harvesting/earthquake proofing	Required; little compliance; people ignorant of technical and financial parameters	Simple pamphlets on technical and financial aspects for information of the public. Information to be put on the website.

Note: - the changes need to be made in consultation with the architect associations, preferably at the state level.

3.7.2 Water and Sewerage Connections

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

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

3.7.2.3 It seems that while filing an application, an affidavit is also required to be given in Punjab. This can be dispensed at least in case of new construction where completion certificate is available.

3.7.2.4 Road cutting and repair

Possibly one simple solution to delayed repairs of road cuts can be to outsource this service to private parties who may be paid the fee collected or a part thereof based on the

dimensions of the road cut (length etc. /material required) calculated on the basis of length and width of road cuts to be repaired (generally the depth of the cut is standard).

Table - 2

Simplifying rules: Water supply and Sewerage connections

Existing Procedures/Stages	Present Practice	Suggested Procedures
Issue of sanction	Site visits by officials an exception (not even feasible)	Licensed plumbers to be <ul style="list-style-type: none"> - Made responsible for compliance with rules The department to <ul style="list-style-type: none"> - Accept their certificates Do away with provision of site visits / inspections in case of new construction.
Time for Approval <ul style="list-style-type: none"> - Seven days : for processing, site inspection by the department 	Site visits by officials an exception (not even feasible)	Sanction for new connection for new approved construction to be given on the day of application.
Other Issues Licensing	Favouritism in the process of licensing.	The process of licensing should be streamlined and competition created to ensure proper services to the consumer.

3.7.3 Water and Sewerage Bills and Payments

Normally the bills are generated electronically but payment is made physically to the ULBs. Initiating payment of bills electronically may not be feasible at present stage of IT facilities in the ULBs but in any case *payment should be allowed in addition to the ULBs counters at the Suvidha Centres and CSCs as and when these are made operational in the urban areas. They can accept the cheque/cash as may be generally agreed and fees for the service to the*

Suvidha Centres should be settled by the government – local bodies department. This will be economical as well as convenient to the public as mostly Suvidha Centres are located at or near DC/SDM Offices which people may find convenient for depositing of such charges.

3.7.4 Providing Information on new initiatives – earth quake proofing/rain water harvesting/solar water heating systems

Many ULBs require installation of rain water harvesting systems and/ or solar water heating systems for construction covering more than a specified area and earth quake proofing where required as per the national building code. Discussions indicate that the owners and even the architects sometimes generally may not be aware of the check list and procedures/instructions to be followed, in case of eco friendly initiatives (rain water harvesting, solar water heating) and particularly in case of earth quake proofing. *State government should prepare simple pamphlets/instructions containing brief requirements and obligations of owners and builders and simplified technical details so that the owners are aware of what to do. Instructions regarding earth quake proofing can be prepared by B&R Department whereas for rain water harvesting etc., this can be done by the concerned agency (Pollution Control Board/non conventional energy department) and circulated to all ULBs for public information/information of ULB officials. This should also be posted on their websites.* At present, even if an owner wishes to comply with the requirements, he has little incentive and least information to do so.

3.7.5 Summary

3.7.5.1 Construction/ approvals

- **Registered architect / draftsman to be responsible for compliance with rules**
- **Architect certificates to be accepted for three storey buildings up to one kanal (or some other criterion considered appropriate) for issue of sanction.**
- **Only one certificate after completion should be necessary.**
- **Architect certificates to be accepted for three storey buildings upto one kanal for issue of comp cert**
- **Architect to be liable for compliance of rules**
- **Surprise visits by officials on strictly random basis only for compliance with essential regulations**

- Revised plans to be necessary only for material – e.g. building line - changes.
- Post Constructions inspection before completion certificate issue to be dispensed with
- Random post construction visits to check material violation.

3.7.5.2 Water and Sewerage Connections

- Water and Sewerage connection to be sanctioned for new approved buildings on the day of application.
- Prior site visits to be discontinued
- In case of water supply connections, random visits for checking material violations.

3.7.5.3 New initiatives

- State government should prepare simple pamphlets/instructions containing brief requirements and obligations of owners and builders and simplified technical details, regarding earthquake proofing, rain water harvesting and solar water heating systems. Information to be put on the website.

3.8 Section-VII - Need Based Departmental Services

3.8.1 Revenue Department- Copies of land records

3.8.1.1 The department of revenue is concerned with a variety of services covering the spectrum indicated in the section on nature of services. At one end are the purely contingency/need based services such as supply of copies of land records; at the other are fundamental services related to the property rights (registration of sale/purchase) which serve public as well as private interest. The contingency based service covered in the report is supply of copies of land records.

3.8.1.2 Revenue Department maintains land records through jamabandi, mutations and the revision of the records of rights, based on mutations, every four years. Copies of records are required by the citizens for various purposes (domicile, income) and as noted in section I, this service attracted a lot of criticism from the public on grounds of harassment as well corruption.

3.8.1.3 A number of states in India have digitized the land records and simplified process of issue of copies. Punjab Government has also gone forward in this regard. The jamabandi records are mostly digitized and the main problems are updating the jamabandi digitalization incorporating mutation entries. At present, copies of the digitized records are being given only in some of the sub tehsils. It appears that due to major substantive, technical and organizational problems, the process of authentication of updated digitized jamabandi may not be completed early. *Without waiting however for this process to be completed, the Fard Kendras/tehsil can be made functional and empowered to issue copies of digitized jamabandies including entries in the remarks column which indicate changes if any.* As the duty Patwaris at the fard centres are authorised to issue copies, this will remove a major problem faced by the landholders – having to locate the Patwaris, making frequent visits for getting copies.

- ***All tehsils in Panjab should start issuing copies of the digitized jamabandies alongwith entries in the remarks column as soon as possible, latest within six months.***

3.8.2 Motor Vehicles

3.8.2.1 Various services are covered in detail in the Motor Vehicle Act and Rules. Many Suvidha Centres at the District level are providing this facility though the papers are sent physically to the office of DTO for signature on the License/RC etc. Though the SDM is also the Licensing Officer, only a few Suvidha Centres in the Sub-Divisions are providing this facility even though it is very much required to be made available and *the priority should be to extend this facility for issue of driving licenses and registration certificates and related services at the sub-divisional Suvidha Centres.*

3.8.2.2 The main issue according to the district authorities is that they have to refer the papers to the DTO's office and in case, transactions between Suvidha Centres and DTO can be handled online it will facilitate quick issue. That may not be feasible for the present but even short of that there are a number of issues which if resolved can expedite the process and improve the delivery time. The main bottlenecks and suggestions in regard to different services are indicated below:

3.8.2.3 Learner's License

This service is being dealt with effectively at the Suvidha Centres where the doctors are also located. Transport Department has given some proposals (Annexure 7 (Part-B) of the First Status Report of PGRC) providing for delegation of authority to the principals of colleges. The proposal may not adequately address the problems as an overwhelming majority of the applicants are matric and, as such, a single window such as the Suvidha Centre at the sub-division/district level may be more appropriate for the public needs. Moreover, unless there is a system of integrating the data about licenses issued by various authorities, there may be a problem of misuse/authentication.

3.8.2.4 Permanent Driving License

The law provides for basic conditions of eligibility. One of main issues is that the Learner License holder is not expected to provide evidence/proof of residence for this purpose. This needs to be made essential at the time of issue of driving license as in the case of renewal of licenses. *Our discussions indicated that a large number of Learner Licence holders are getting certificates issued from different district authorities showing residence at a temporary*

address, as there is no clear stipulation in law that the permanent driving license be issued only at the place of issue of learner license.

(i). **Proof of Residence**

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

(ii). **Driving Test**

Another problem is about the availability of officials for conducting the tests. Generally Suvidha Centres are expected to intimate the day of test right at the time of accepting the applications but the system is not working smoothly in all the districts. The days of availability of the Transport Department officials needs to be worked out by the Transport Department and intimated to all the districts. The pool of personnel for conducting the test needs to be supplemented through innovative systems as indicated below.

(iii). **Conducting Tests for Driving**

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

assessment of motor driving ability of applicant. Transport Department can be requested to devise a guide for persons conducting the test.

3.8.2.5 Registration of Vehicles

- (i). One problem at present is that the fees exceeding Rs. 1000/- have to be deposited through bank which is a cumbersome process. *Fees should be allowed to be accepted in cash at the Suvidha Centres and passed on to the transport department at the end of the week/month.*
- (ii). Suggestions of the Transport Department (Annexure 7 (Part-A) of the First Status Report on Delivery of Citizen Services PGRC-2009) to authorize registered dealers for new vehicles should be straight away accepted. Many states have already implemented this measure. Some conditions however are impracticable and need to be modified to make the process smooth.

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

3.8.2.7 Recommendations – Motor Vehicles

- **Residence Proof - to be asked for issue of permanent driving license.**
- **Driving Test –harness volunteers(e.g. drivers in government service)**
- **RC- out source to dealers for new vehicles**
- **Discontinue pre audit**
- **Fitness certificate- authorize major authorized service stations to verify.**

3.8.3 Food and Supplies-Ration Cards

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

residence/identity. Some problem of non availability of forms and ration card stationery were brought to our notice. These need to be resolved immediately. If feasible, Suvidha Centres should be asked to print forms / booklets on payment.

Services	Present	Proposed
Documents required	<ul style="list-style-type: none"> MC/Sarpanch verification- done by applicant. 	<ul style="list-style-type: none"> EPIC/ Voter List for verification of residence of head of family. Supporting Declaration by two citizens having ration cards (declaration to include provisions for penal action- see section on affidavits).
Affidavit	<ul style="list-style-type: none"> Required to be attested by Executive Magistrate. 	<ul style="list-style-type: none"> Allow self-declaration on the form itself.
Authority for issue	<ul style="list-style-type: none"> AFSO (Assistant Food and Supplies Officer). 	<ul style="list-style-type: none"> No change.
Authority to approach in case of problem	<ul style="list-style-type: none"> Not specified 	<ul style="list-style-type: none"> DFSC (District Food and Supplies Controller).

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

3.8.3.3 Recommendations – Ration Cards

- EPIC/ Voter List for verification of residence of head of family.
- Allow self declaration in place of affidavit

- **Supporting Declaration by two citizens having ration cards in place of verification by the public officials**
- **Same day delivery**
- **Digitization of data**

3.8.4 Miscellaneous Services

3.8.4.1 Marriage Registration Certificate

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

- (i). Hindu/Special marriage Application from duly signed by both husband and wife.
- (ii). Hindu/Special marriage documentary evidence of date of birth of parties (Matriculation Certificate). Minimum age of both parties is 21 years at the time of registration under Special Marriage Act.
- (iii). Residential proof of husband and wife.
- (iv). Affidavit by both the parties stating place and date of marriage, date of birth, marital status at the time of marriage and nationality.
- (v). Two passport size photographs of both the parties and one marriage photograph.
- (vi). Marriage invitation, marriage card, if available.
- (vii). Hindu If marriage was solemnized in a religious place, a certificate from the
- (viii). Priest is required who solemnized the marriage.

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

- (i). Affidavits from parents of the bride and bridegroom.
- (ii). Affidavits from public men – Lambardar, Sarpanch, Municipal Commissioner etc. whereas evidence of any citizen is acceptable under Law.

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

3.8.4.2 Identity Card – Senior Citizens/Freedom Fighters etc

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

- **Powers to the In-charge Suvidha Centre to issue I- cards.**
- **Same day delivery for I- Cards.**

3.9 Section- VIII - Effective Delivery Systems

3.9.1 Suvidha Centres-the locus of need based services

Various cutting edge need-based services are being provided by different departments and the district and sub divisional Suvidha Centres which have over the last few years, emerged as the primary single window for most of these services. The issue of making procedures simple and minimizing the constraints of time and multiple visits have been dealt with already. This section is concerned with certain issues of infrastructure common to services whether dealt with in the Suvidha Centres or in the departments and the pivotal role the Suvidha Centres can play even for services provided by other depts. to the citizens.

3.9.2 Services provided at the Suvidha Centres

At present, the Suvidha Centres are expected to provide 24 services at the district level and 12 services at the Sub Divisional level (Annexure 3 (Part A and B) of First Status Report on Delivery of Citizen Services. Not all the services are being provided at all the Suvidha Centres. *It is felt that the existing services must be provided at all the district and sub divisional centres and the system should be made operational all over Punjab within 6 months. In cases not involving discretion (issue of birth and death certificates) the authority should be vested with the Suvidha Centres, as suggested already.*

3.9.3 Additional Services

Apart from 24 services being provided at present, 15 services (Annexure 5 of First Status Report on Delivery of Citizen Services) are proposed to be added.

The main services proposed are attestation of documents, payment of bills and mutation and copies of registration documents. Cases of late entry of names are already being handled at the Suvidha Centres and, in fact, are deemed included in the list of services.

3.9.3.1 Professional services

Services like issue of licenses – pesticides, brick kiln and issue of medical certificates do not concern the general public; have a specific and limited clientele. These also need application of complex rules and procedures, and exercise of discretion and judgment and are better left with the departments. Similarly, mutations which deal with the rather difficult issues of

property rights may not be handled by the S.Cs, even though a lot of simplification is required and this will be dealt with in later reports. Involving Suvidha Centres may lead to more delay as they will be only post offices in the process. However, as indicated separately the departments must also develop and display citizen charters for the specific services on their websites as well as at the Suvidha Centres for general information.

3.9.3.2 Transparency and Grievance Redress

There are two overarching issues which are common to most of the services and also have relevance in other areas. These are issues of information and grievance redress specific to the services and having relevance to governance generally. Suvidha Centres can be extremely helpful in this regard, not only for the specific services at the Suvidha Centres but others handled departmentally.

3.9.3.3 Information Kiosks at the Suvidha Centres

It is generally agreed that citizens must be kept informed about various services, standard of delivery and entitlements through appropriate windows and forums including the S.C. websites, in addition to the departmental websites. The information of course is also to be communicated through meetings and pamphlets, even though it may not be possible to communicate these to all the individuals. This is probably also not necessary as a citizen needs information only when required for any specific purpose. The advantage of providing information on the websites is that it is accessible any time and at the convenience of the citizens. This is especially the case in the context of Punjab if one takes note of its population density, rural-urban spread and availability of internet cafes. On the other hand printed information can be lost or misplaced, and memory of information communicated through meetings may fade away.

Websites therefore need to be promoted extensively for providing information on various services. The focus of information should be 'how to' issues- check list, service standards, grievance redress systems for services. The information set can be collectively described as citizen charter for a service/group of services. While web sites are operational in most of the district Suvidha Centres information of relevance is available only at the specific service windows. *It may be appropriate to dedicate a desk/window at the Suvidha Centres only for providing information, structured (as indicated) around the citizen charter for each service.*

Information on other issues/departments, as and when prepared, and citizen charters for major services, can also be given, thus making these information kiosks at the Suvidha Centres the major instrument for transparency and information. This would also be more cost effective than separate information centres (e.g. Jan Samparak centres in Chandigarh).

3.9.3.4 RTI services at the Suvidha Centres

One of the services which can be considered is receipt of applications under RTI. Generally field offices at the sub-district level are not equipped to handle the applications. They have inadequate administrative staff and are generally not available in their offices. This will make the process more convenient for the public who would have a single window to file requests for information, and the department who would need to make arrangements only at the district level for supply of information instead of having to monitor this function for all field offices. *It should be considered whether S.C. can be declared as the APIO on behalf of the department with the responsibility to send the request to the district head and to supply information to the applicant when received.*

3.9.3.5 Grievance Redressal

So far as the second issue of complain recording/redress is concerned, as noted, this suffers from the problem of 'forum shopping'-multiple undefined forums. As the channels of redress across the rather elaborate hierarchy – administrative and political- are not clear, people tend to file multiple representations covering the same issues – addressed in some cases simultaneously to the President, Prime Minister, The Chief Minister, Chief Secretary, Deputy Commissioner etc. Sometimes such multiple complaints lead to fractured interventions as in police cases when a barrage of inquiries in ordered in succession on the same issue, on the request of opposite parties, approaching different levels in the hierarchy of decision making. The problem of 'forum shopping' is compounded as record keeping and tracking of complaints is generally manual and electronic clearing systems for complaints are not yet in place. One solution as suggested is that all citizen charters must contain information about who to complain to, in case of problems. In addition it appears necessary to streamline systems by making use of facilities at the Suvidha Centres.

3.9.3.6 Information-cum-Complaint Centres at the Suvidha Centres

Functions of the govt are diverse and substantive redress mechanisms are necessary in house. The Suvidha Centres can not obviously be the centres for redress as issues may concern different departments and agencies. Suvidha Centres have however developed good infrastructure in term of physical and electronic facilities and it *may be appropriate to designate the Suvidha Centre information desk as centre/clearing house for recording (residual) complaints of citizens – offline (face to face contact/written application) and in due course online systems accessible to internet kiosks/CSCs. The role of Suvidha Centres should be confined to recording of complaints electronically in a simple format and transmitting the same to the concerned agency head in the district and entering the response. An M.I.S. report can then be presented to the District Department Officers and Head of Departments for monitoring the redress part independently.*

Each Suvidha Centre thus can have an information and complaint/ facilitation centre and even provide mobile messaging services for providing information/ registration of complaints/assistance.

3.9.3.7 Single Window Information/Complaint Centres at U.L.Bs (Urban Local Bodies)

This is one of the most important areas needing attention in the ULBs as the present system is in shambles, there being no proper recording tracking / monitoring / feedback of complaints in most of the ULBs. Appropriate systems need to be devised to enable autonomous feedback through flow of data. In case of sanitation and water supply, complaints are in the nature of emergency problems and need to be responded to quickly. More important, as in the case of water supply pipe leakage which accounts for substantial wastage but may not be affecting any individual personally, complaints on public ‘bads’ have to be encouraged to enable the ULB management to rectify them in time and while it may be premature to consider building incentives for information about public ‘bads, it should not at least be discouraged as is the case at present.

It may be desirable to have a single window in each ULB for information and recording complaints and one appropriate course will be to outsource registration of complaints on online systems. The complaints could be transferred to authorized

persons in the ULG in agreed formats at agreed intervals (a 'call centre' concept). The application package could be designed at the state level with the help of the state IT department and supplied to the ULBs free of cost. Emphasis needs to be on depoliticizing the complaint redress process; at present this is what citizens think the local councillors are for as indicated in some studies. In case of small ULBs which are unable to do so, the Suvidha Centres can be asked to perform this function.

Recommendations – Suvidha Centres

- **Optimize service delivery for designated services within six months**
- **District Suvidha Centres can be service providers for other departments for (a) RTI applications (b) Complaint recording (c) Information to public**
- **Promote Suvidha Centre as the primary window for services where department processing can be sourced in the Suvidha Centres**
- **Establish District Suvidha Centre Information cum Complaint centres**
- **Provide RTI/ other information on sector services at the Suvidha Centres**
- **Single window web based inter active information /complaint systems for the major ULBs; for others outsource to Suvidha Centres**

3.10 Section- IX -E-Governance Infrastructure

The back bone of the e-governance initiatives in the state is the PAWAN (Punjab State Wide Area Network) set up and operated by a service provider with state network centre located at Chandigarh. Leasing of lines is from BSNL. There are 196 POP's (point of presence) in the state including 26 districts, sub divisions and most of the blocks (BDPO Offices). Further horizontal connectivity within 100 meters of POP's is sanctioned up to a maximum of 50 points. In the districts horizontal connectivity of the district Pawan Centres at present is with the Suvidha Centres, DC Office, Land Record Societies, Transport, ADC etc. and as reported connectivity as per feasibility has been provided at all the places. IP Phones have been provided in each district with video conference (VC) centre facilities.

So far as the state departments are concerned, only a few departments at Chandigarh have been given connectivity (Treasury, Police etc.) and proposals for connecting major departments (Agriculture, Health, Education, PWD etc.) are pending, mainly for reasons of lack of funds with the departments. The average expected expenditure for department Connectivity and O&M for five years is Rs. 7.00 lacs.

3.10.1 E- Governance applications

At present, Suvidha Centres are functioning at the districts and sub-divisions as indicated. A project is being prepared for two districts – Shaheed Bhagat Singh Nagar and Kapurthala for transformation of all service delivery from manual to electronic processes. Another project for CSCs (common service centres) providing for a PPP model of these centres – approximately one for six villages - is also under way.

While the infrastructure is very well planned with reasonable good connectivity; it is not optimally used because (a) most of the sub district units of different departments are having no connectivity. (b) Lack of facilities at the sub district and even at district level for digitization of departmental data for transmission through Pawan to the headquarters and (c) lack of connectivity at the departmental level. There is also some overlap due to parallel projects taken up by different departments of government (e.g. registration of purchase and sale of land and copies of revenue records/related and the e-district project for comprehensive e-delivery of services in selected districts). Consultancies in regard to these projects are under way or have been awarded but the projects are not yet completed.

3.10.2 Data Storage and management

The state data centre is proposed to be set up which will host departmental data and applications, though there is no proposal for any sub regional unit at present. Most of the departments have no proposals or plans in this regard. At the district level the data is being maintained at the Suvidha Centres but only for the services provided there.

The Suvidha Centres can perform one important function of being service providers for other departments – Data uploading, storage and transmission. All the Suvidha Centres should function as facilitation-cum-service centres for other district and sub-divisional offices of the departments, which may not find it cost effective or even feasible to have in house arrangements, for digitization and uploading, data storage and management services. The Suvidha Centres can, if required, contract out these services. *It may be desirable to declare Suvidha Centres as data storage centre for the district and sub-divisional information. The Suvidha Centres are maintaining their own data and should not have any difficulty subject to the charges being settled in maintaining and managing data at district level for different departments. The charges can be fixed by the DOIT as in the case of state centre also. Suvidha Centres thus can be service providers for data management of other departments. This can be a good instance of in sourcing and public- public partnership. The system will be ideal as the infrastructure is in place, professional inputs are available and department units would take a long time developing similar systems.*

3.10.3 MIS Systems for Major Indicators

Government of India has given a lot of importance to the monitoring of critical indicators in education, health (drop out rates, infant mortality etc.). The data available in respect of different states is derived from sample surveys. Generally the State Governments however does not have this data regarding various institutions and districts in a usable form. The data is no doubt available as it is being compiled on the basis of information given by the field institutions but in the absence of digitization and MIS systems the data is simply aggregated whereas performance needs to be compared across different districts and institutions in respect of these indicators, if this is to be an instrument of micro interventions in the institutions/districts.

It appears necessary for the departments to plan for availability of data on major indicators at institutional and district level; to digitize data for analysis and record and develop MIS for major indicators in the departments.

A simple process of comparing performances in respect of those indicators – change over time, ranking of institution/district in respect of performances etc. will itself be a major instrument for improvement. Some illustrative examples are given below in respect of two departments.

3.10.4 MIS Education Department

Data required – enrolment, attendance – girls/boys/other categories –data being collected already.

Prerequisites- Digitization of data at the district level (as indicated district Suvidha Centres can perform this service or even outsource it on behalf of departments);

MIS – for indicators of performance/achievement

MIS Indicators

- (a) Enrolment as percentage of estimated population of the area
- (b) Percentage of average monthly attendance to enrolment (annual)
- (c) Percentage change in average attendance and enrolment (annual)
- (d) Categorization (of institutions/districts/other administrative units) as average, below average and above average in respect of (a) to (c).

3.10.5 MIS Health Department

Data: Infant / Maternal mortality, availability of medicines (data being collected already)

Prerequisites -Digitization of data at the district level;

MIS Indicators

Essential Medicines: Medicines stock out; number of days of stock out (Monthly).

Five medicines with maximum stock out days

Monitoring for PHC/ other institutions at district level.

Infant / Maternal Mortality

Percentage change in the rate of infant/maternal mortality –monthly/annual.

Categorization of institutions of the districts as average, below average and above average in respect of these indicators.

Each department needs to develop MIS for major service areas for comparing performance across specific field institutions (schools, PHCs) and specific administrative jurisdictions (block/district) to assess comparative performance. At present even the administrative authorities incharge of institution are unaware of how they are performing vis a vis. other institutions/jurisdictions. Such comparisons can be a powerful tool for self correction as well as monitoring. MIS functional requirements need to be developed in house by the departments and applications developed with the help of professionals (who should be available in house or at least within the government) for collecting data in the form required and for analysis.

Recommendations – District E-Governance

- **Suvidha Centres as service providers for data uploading, storage and transmission.**
- **District Level Data centres to be established in each district at the Suvidha Centres/P.O.Ps, to service all departments in respect of sub district level data; fully integrated with the State Data Centre.**
- **Specific applications (land records) need to be integrated through these data centres.**
- **State departments should be provided connectivity to the state and district data centres**
- **MIS systems to be developed for key indicators by all departmental secretaries.**
- **Information in the data centres should be accessible to the district departmental heads and H.O.Ds.**
- **Hardware for data storage can be provided at the district or the State data centres or can even be outsourced.**

3.11 Section-X – Recommendations – Implementation and Evaluation

Previous sections have covered the broad spectrum of cutting edge need based services generally demanded by the citizens, the pivotal role of the Suvidha Centres not only in respect of the common administrative services but also for professional services especially in the two areas of transparency and government responsiveness (in terms of complaints recording and monitoring) Sections – IX and X have dealt with these issues of the infrastructure support required. This section covers the core recommendations and issues of implementation and evaluation.

3.11.1 Core Recommendations of Task Group I on Basic Civic Services and Civic Regulatory Services

Keeping in view the approach and the problems faced some of the core recommendations are indicated below. These are relevant for services specifically covered as well as others subject to similar constraints and problems:-

(i). **Self Governance:** Inclusive governance through respecting citizen responsibilities and citizen empowerment.

- **Self selection in services which do not pose problems of ‘adverse selection’.**
- **Substituting affidavits, except those required under law, by self-declarations.**
- **Self attestation of documents.**
- **Citizen declarations in lieu of reports from public officials**
- **Identity of supporting witnesses, the pivot of control systems to reduce the risk of misuse.**

(ii). **Subsidiarity**

This principle needs to be extended to the cutting edge levels, to the extent feasible by giving powers of decision/sanction to them, in areas not involving use of discretion (birth and death certificates residence certificates) etc. This will automatically cut the processing levels (e.g., reference to C.M.O. for signing of birth certificates etc.).

- **Suvidha Centres to be empowered to;**

Attest copies of the originals

To issue certificates of area, residence, income, caste, birth and death certificates, I-Cards (non-discretionary decisions)

(iii). Transparency

- Establish Information cum Grievance Centres at the District Suvidha Centres.
- Citizen charter at Suvidha Centres and at the departmental delivery windows.
- Citizen charter to cover issues- who to approach, standards (time of delivery etc.), check list and complaint system.
- Display of information/ citizen charters on the websites of the departments.
- All services related citizen charters of major departments to be also displayed at the Suvidha Centre websites.
- Grievance redressal – Suvidha Centres to function as residual centres for grievances relating to all departments.

(iv). Accessibility;

- Single window information cum complaint centres at the District Suvidha Centres and if possible sub division Suvidha Centres.
- Information cum Complaint Centres at the major ULB as service providers, may be through outsourcing.
- Establish CSCs in urban and rural areas

(v). Accountability of officials

- All departments to develop MIS for major performance indicators for the departments and the MIS information, based on the primary data available at the data storage centres to be provided to the state departments in prescribed formats.

(vi). Quality of Governance:

- Making citizen – public agency interaction a short and sweet experience through delivery of need based services on the spot / single visit / same day.

(vii). Implementation

Table 3 below indicates specific recommendations for services and the action required/authorities responsible. In the case of a number of services (e.g. residence certificates, affidavits) there may not even be a recognized owner in the government. Instructions can be issued by the GRD indicating the changes, and these may be followed by public agencies, pending formal amendment of rules and instructions, if any issued in this regard.

Table 3

Recommendations and Implementation Modalities

Recommendations	Action required	Department Responsible
Affidavit-Common for all Services		
Allow self declaration in lieu of affidavit.	Instructions to all deptts.	GRD/CS
Self declaration to be a part of the application for need based services.	Instructions to all deptts.	GRD/CS
Declaration to provide for liability for wrong declaration.	Instructions to all deptts.	GRD/CS
Area/ Residence Certificates		
2 years stay to be sufficient for issue of certificates	Instructions to all deptts.	GRD/CS
Discontinue verification and reports from public officials/government officials.	Instructions to all deptts.	GRD/CS
Declaration by applicant in lieu of affidavit/field report/verification.	Instructions to all deptts.	GRD/CS

In case 3 rd party verification considered necessary, accept declarations from citizens.	Instructions to all deptts.	GRD/CS
Same day delivery	Display at service windows	GRD/CS
Tehsildar /NT/Suvidha Centre in charge- the deciding authority	Instructions to all deptts.	GRD/CS
SDM- grievance redress authority.	Instructions to all deptts.	GRD/CS
Birth and Death Certificates		
Notifier – ASHA	Notification to be issued	H&FW
Local Registrar - ANM	Notification to be issued	H&FW
Waving late fees – up to one year	Instructions	H&FW
Sub Divisional/ District Suvidha Centres as the Single window for applications for entries and giving copies after one year for rural areas.	Instructions	H&FW
Procedure of registration one year to ten years- on the basis of affidavit only	Instructions	H&FW
More than 10 years – as per present practice.	Instructions	H&FW
Suvidha Centre in charge to be declared Additional Registrar for maintenance of digitized records (to eliminate parallel jurisdiction) for all entries after one year and for receipt of applications/ issue of certificates for rural areas / urban areas which are unable to digitize records.	Notification	H&FW

Electronic records to be maintained in lieu of manual records received from local registrars starting from 1989 by the ULBs/Suvidha Centres, to be completed within 6 months government to ensure funding required.	Instructions to DCs/CMOs	H&FW
Income Certificates		
Standard format Annexure A of Chapter 3	Instructions to all deptts.	GRD/CS
Family definition- as indicated.	Instructions to all deptts.	GRD/CS
Criteria of per head family income to be adopted.	Instructions to all deptts.	GRD/CS
Specifying criteria for self assessment of income by the applicant in regard to income from agricultural land.	Instructions to all deptts.	GRD/CS
Standardization of income criteria – Poorest of the poor, BPL	Instructions to all deptts.	GRD/CS
Self declaration in place of affidavit.	Instructions to all deptts.	GRD/CS
Supporting citizen declaration in place of field reports/verification	Instructions to all deptts.	GRD/CS
Delivery on the day of application	Instructions to all deptts.	GRD/CS

Urban Civic Services		
Construction/ approvals	Bye laws to be amended.	Department of LG

<ul style="list-style-type: none"> Registered architect / draftsman to be responsible for compliance with rules Architect certificates to be accepted for three storey buildings up to one kanal (or any other criterion considered suitable) for issue of sanction. Only one certificate after completion should be necessary. Architect certificates to be accepted for three storey buildings up to one kanal (or any other criterion considered suitable) for issue of comp cert Architect to be liable for compliance of rules Surprise visits by officials on strictly random basis only for compliance with essential regulations Revised plans to be necessary only for material – e.g. building line - changes. Post construction inspection before completion certificate issue to be dispensed with Random post construction visits to check material violations. <p>Water and Sewerage Connections</p> <ul style="list-style-type: none"> Water and Sewerage connection to be sanctioned for new buildings on the day of application. Prior site visits to be discontinued. In case of water supply connection random visits for checking material violations. 		
<ul style="list-style-type: none"> Department to prepare simple pamphlets containing technical and financial information regarding rain water harvesting , earth quake proofing 	Instructions to compiled by DLG/B&R deptts.	GRD/CS
<p style="text-align: center;">Revenue</p> <p><i>All Fard Kendras should start issuing copies of digitized jamabandies along with entries in remarks column as soon as possible latest within six months.</i></p>	Instructions to DCs	Revenue department

Motor Vehicles		
Residence Proof – to be asked for issue of permanent driving license.	Instructions to DTOs.	Transport
Driving Test –harness volunteers Issue guidelines for volunteers.	Instructions to DTOs.	Transport
RC- out source to dealers for new vehicles	Rules to be amended	Transport
Discontinue pre audit	Instructions to all deptts.	GRD/CS
Fitness certificate- authorize major authorized service stations to verify Guidelines for empanelment and certification.	Instructions to DTOs	Transport
Compounding Traffic Offences- powers to police department	Notification	GRD/CS/ Transport
Marriage Certificate		
<i>Only formalities as prescribed under rules to be complied with Obligation of producing affidavits of parents should be dispensed with and affidavits from any two witnesses who are residents of the area and have proof of identity should be considered adequate</i>	Instructions to all DCS	GRD/CS
I - Card		
Powers to the in charge Suvidha Centre to issue I- cards.	Instructions to all DCS	GRD/CS
Same day delivery for I- Cards.	Instructions to all DCS	GRD/CS
Social Security Welfare		

Dispense with affidavits and have self declarations	Instructions/ GOs to be issued	GRD/CS
Discontinue field reports/verification by public officials; accept supportive declaration by citizens.	Instructions/ GOs to be issued	GRD/CS
Use standard format (Annexure A of Chapter 3) and all details to be filled in by the applicant. Digitize records and develop MIS.	Instructions/ GOs to be issued	GRD/CS
Department to be responsible for estimation of beneficiaries and efficiency in use of resources.	Instructions/ GOs to be issued	GRD/CS
Old Age Pension: Age limit: 60 years for men and women	Instructions to be amended	SW
Old Age Pension: Medical Certificate to be dispensed with	Instructions to be amended	SW
Income Criteria: Per head family income	Instructions to be issued	SW
SC/BC certificates		
<i>Affidavit of the applicant to be substituted by a declaration (see section on affidavits).</i>	Instructions to be issued	Deptt. SCW
Supportive declarations by two citizens in place of verification by Public officials - Municipal Commissioner/Sarpanch/Lambardar.	Instructions to be issued	Deptt. SCW
<i>Discontinue system of field reports from revenue officials in rural area</i>	Instructions to be issued	Deptt. SCW
Same day delivery.	Instructions to be issued	Deptt. SCW

Optimizing Suvidha Centres		
Optimize service delivery for designated services within 6-months	Instructions to DCs	GRD/CS
District Suvidha Centre information cum complaint centres-off line/ on line as resources permit- for Inf/assistance/ (residual) grievance recording and monitoring RTI/ other information on sector services- to be setup in six months.	Instructions to DCs	GRD/CS
Develop single window web based inter active information /complaint systems for the major ULBs; for others outsource to Suvidha Centres.	Common application to be developed	LG
Provide RTI / other information on sector services at the district Suvidha Centres.	Notification / GO	Dept. of IT/Information
Networking and Data Management		
District Suvidha Centres be service providers for other departments for data uploading, storage and transmission.	Instructions to all DCs/depts.	GRD/CS
Data centres be established in each district at the Suvidha Centres/P.O.Ps, to service all departments in respect of sub district level data.		DoIT
State departments should be provided connectivity to the state and district data centres.		DoIT
MIS systems to be developed for key indicators and performance monitor.	All Secretaries	GRD/CS
Information/MIS in the data centres should be accessible to the district departmental heads and H.O.Ds.		DoIT

Note:-

A number of issues concern various agencies and departments and the government has to authorize some department for issuing instruction for implementing the recommendation. It is suggested that a cell / department of governance reforms be setup under the CS to be designated as GRD (Governance Reforms Department)

(viii). **Evaluation**

It has been suggested that PGRC should propose some mechanism for conducting evaluation of the impact of these recommendations. There can be various methodologies for evaluation-qualitative opinion surveys, quantitative assessment of the procedures/processes/outcomes for which suitable indicators need to be evolved. For example, one indicator may be the number of processing levels eliminated under the revised system, *As indicated earlier, however, if service delivery is to be viewed as a contract between the citizen and the public agency, the issue of internal reforms is not of interest to the citizens. They are concerned with the quality and speed of the delivery at the front desk rather than the internal processes (e.g. whether seven steps have been reduced to two processes). As such, it appears appropriate for the purposes of this report to:-*

- (a). Monitor change in terms of time taken for a particular service from the first citizen contact to service delivery (the standards provided in the citizen charter).
- (b). The number of complaints received in regard to service delivery problems. As indicated the recommendations if implemented would result in dramatic improvement in the time taken for service delivery and for most of the services it will be the same day. There should be a dramatic reduction in the number of complaints as most of the complaints regarding quality (e.g. courtesy) have their origin in delayed or denied service; thus the number of complaints received in regard to problem of service delivery can be one indicator of change. In case of district Suvidha Centre information cum complaint centres, complaints received over time, their nature, time of disposal etc. can be monitored. (see Table 4).

Table - 4

Evaluation of Reforms

Indicators	Methodologies	Units for Monitoring
<i>Quality of Service:</i> Complaints as percentage of footfall/applications	MIS	All Suvidha Centres/State
<i>Risk of misuse:</i> Number of complaints received Complaints as percentage of cases handled.	MIS	Each major service/Suvidha Centre/state
<i>Speed of delivery:</i> Average time of delivery Percentage of cases delayed unduly.	MIS	Each major service/Suvidha Centre/State
<i>Over all satisfaction</i>	Customer feedback /survey	For all delivery windows/centres.

Chapter 4 Social Security and Welfare Programs

4.1 Introduction

4.1.1 Since the advent of independence, Governments, at the Centre and the States, have pursued pro-active policies and programmes directed specifically towards the marginalized and disadvantaged sections of the Society that have historically remained out of the mainstream on account of various factors. Efforts have been made to bring about all round uplift of the socially and economically backward communities through a number of poverty and disability-alleviating schemes. The scheduled caste population, backward classes and other minorities have been the main target groups for the various welfare measures. The present critique focuses on some of the welfare, especially educational, and social security schemes being implemented in the State of Punjab and attempts to make recommendations with a view to maximizing their impact.

4.1.2 Suggestions have been made to redefine the eligibility criteria and other relevant parameters besides introducing some checks to prevent leakages and ensure hassle-free delivery of the intended relief and benefits without allowing any delay.

4.2 Section I – Criteria for Selection of Beneficiaries

4.2.1 Two of the major aspects needing rationalization for most of the programmes relate to social/physical and economic criteria for the identification of beneficiaries. There may also be a need to streamline the processes and systems in this regard for various programmes. Some practical suggestions have been made while dealing with specific schemes hereafter.

(i). **Physical and Social Criteria**

The existing physical and social disability criteria are clear enough and no major changes appear necessary, except in the case of some of the schemes such as old age pensions and 'Shagun' scheme as indicated later in the report.

(ii). **Economic Criteria**

Generally, the present processes require an affidavit of third party verification by the public officials while different formats have been prescribed for different schemes. There is an imperative need to harmonise and streamline the processes

regarding declaration/verification as well as the economic criteria. Also covered in the First Report, the following issues have been dealt with in the instant Report:

4.2.2 Harmonizing the process of determination of income

The process of harmonization needs to cover the following:

(i). **The contents of the application and information to be provided by the applicant-
INCOME SOURCES**

As indicated in the First Report of the Task Group on Basic Services, the presently prescribed application form leaves a lot of gaps in respect of details of income and, consequently, puts the onus of correctness mainly on the revenue functionaries whose reports are called for in each case before the certificate is issued by the competent authority. These authorities in turn bank upon the reports of Lambardar/Sarpanch in the rural areas and MC's report in urban areas. There is a cascade of support in evidence based on actual ignorance but professed knowledge. *There is a need to modify the application form to put the onus of correctness of information on the applicant and also to provide that he/she/non officials recommending the same will be liable for action in the case of furnishing wrong declaration.*

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

The suggested standard form of application and the information that it should contain by way of supporting evidence/form of certificate is indicated at Annexure A of Chapter 3.

(ii). **Income Details**

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

(iii). **Definition of family for the purposes of income**

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

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

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

Most of the income certificates or concessions which require submission of income certificate do not specify as to whose income is to be taken into consideration- individual applicant/his guardian or the family, whatever way defined? For all the major economic indicators, one generally refers to per capita income. This concept was used for the determination of BPL families until 2002 whereafter it was replaced by the elaborate 13-point criteria. Globally also, one refers to ‘one dollar per capita per day’ as the defining poverty line. The national and the state figures of income – average and other indicators of inequality- are similarly indicated in per capita terms. Moreover, family income has relevance only if related to the family size. The

family income of Rs. 1 lakh for a family of two persons means something quite different as compared to the same income for a family of five persons. *The criterion of per capita income should be adopted for all purposes for which the income certificates are used.*

The two suggestions at (b-c) above have to be read together to understand that the family definition should not cover more than two generations and that the criteria should be per head or per capita income of the family. This will enable meaningful comparison across eligible persons, whether for old age pension or for subsidized rations or for scholarships and so forth.

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

There is no problem in assessing income from employment or property. However, in the case of agricultural land where net income has to be derived from production and costs, clear criteria are needed. Some research studies indicate net loss from agriculture whereas others calculate net income optimistically at the current levels of MSP. In one case brought to our notice during visit to one of the Suvidha Centres, the revenue authorities had asked for a report from the agriculture department to have the income figures.

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

4.2.3 Verification Procedures –Focus on Self-Selection

4.2.3.1 Self-Selection

There is a need to encourage self-selection through self-certification processes so as to pinpoint the responsibility and the liability on the beneficiaries rather than the

society/public officials. As indicated in the First Report on Basic Services, it will be more productive to discontinue verification by the field officials and substitute the same by supportive declaration of the citizens, not necessarily public officials. The format of the common income certificate at Annexure A of Chapter 3 incorporates this suggestion.

4.2.3.2 Defining Eligibility in Terms of Income

BPL Criteria

The Government of India criteria for BPL families was earlier based on income required for ensuring minimum consumption in calorie terms. Up to 2002, the income limits were Rs. 350/- in the rural and Rs. 540/- in the urban areas. This was substituted by 13-Point Criteria based on the ownership of assets and some social parameters. Planning Commission had later set up a Committee to review the matter. The main recommendations of the Committee (The Telegraph Calcutta Sep. 21, 2009 – Cithara Paul) are in favour of excluding the families having:-

- (i). Average per head spending of Rs. 1,000/- per month in urban and Rs. 700/- per month per head in rural areas.
- (ii). Ownership of Pucca House or two wheelers.
- (iii). Ownership of mechanized farm implements/tractor.
- (iv). Ownership of land more than the district average.

4.2.4 Poverty in Punjab

So far as Punjab poverty profile is concerned, based on per capita monthly income of Rs. 362/- in rural areas, there were 3.26 lakh families as per 2002 survey. As per the same pattern, the benefit is being extended to 3.87 lakh families (11.9 percent in rural areas). It appears that while the BPL criteria adopted by the Central Government and the BPL estimates may not be acceptable to the Punjab Government, the State would have to follow the same if it is not to lose the substantial funding available for the Central Schemes. However, Punjab may need to develop suitable income-based criteria for covering sections of population not adequately provided for under the Central Schemes in terms of available resources. It is generally agreed that in the case of Punjab, the BPL criteria is actually an

‘Antodaya’ (poorest of the poor) criteria and covers only the starvation thresholds. The Government of India schemes may not, thus, address the problems of inequity in the context of Punjab and a broader definition of income may be necessary. Keeping in view the relative inequity, the consumption expenditure as per NSS Surveys (Annexure B and C of Chapter 4) and eligibility criteria under different schemes, it is proposed that:-

- (i). BPL criteria as per the Government of India policy need to be followed to avail of the available funds.
- (ii). For vulnerable families/population – SCs, Senior Citizens, widows – not adequately provided for under the BPL criteria, there should be uniformity in respect of income criterion under different schemes. Considering the pattern of MPCE (Monthly Per Capita Consumption Expenditure) and the reports of various Committees and Groups (Annexure D of Chapter 4 – prepared by the Planning Department, Government of Punjab) and after consultation with the experts, it is felt that income in the case of rural areas should be Rs. 650/- per head and, in the case of urban areas, Rs. 800/- per head. For a family of five, this will work out to an annual income of Rs. 40,000/- (in rural areas) and Rs. 48,000/- (in urban areas). This will cover approximately 25 percent of the S.C. population and 15 percent of overall population if MPCE were to be used as a proxy for per capita income.

4.2.5 Criteria for Exclusion

As indicated, the broad limits indicated for the identification of families needing assistance would cover a known percentage of population besides being easy for their proper monitoring and preventing leakage of funds. However, in view of the problems of implementation in the field, it may be desirable, wherever necessary, to define the objective criteria for exclusion of the applicants who may be otherwise qualified as per the income criteria. For example, in the case of BPL family survey, maximum number of families to be covered was fixed by deciding a cut off point at the pre-determined level deemed to be appropriate for the State. As such, if it appears in the case of old age pensions that the number of beneficiaries disproportionately exceeds the estimated number on the basis of demographic data, in that case certain exclusion parameters may be adopted such as:

- a) Ownership of land holding of more than two acres.

- b) Ownership of a Tractor/two wheeler.
- c) Ownership of commercial property etc.

Needless to say, these criteria would only be used where the number of eligible applicants turns out to be, say, more than 20 percent of the estimated eligible population.

4.2.6 Recommendations

In view of the above, it is recommended that:

- a) Per head income criteria should be used for all schemes. The family definition should be standardized as indicated.
- b) A uniform proforma for the assessment of income based on self-certification supported by two identified citizens rather than public officials, should be used.
- c) Except for the schemes covered by specific laws (e.g. reservation in employment which is governed by specific income/other conditions, there ought to be only the following criteria for giving all benefits/ concessions/subsidies as under:-
 - i) BPL – as per Government of India definition.
 - ii) Family income – calculated at Rs. 650/- per head in the rural areas and Rs. 800/- in the urban areas. This can be varied depending on the percentage of population to be covered under different schemes and, wherever necessary, the exclusion criteria as indicated earlier could be used as filters.
- d) Discontinue verification by the public officials and shift to self-certification with supportive testimony by two identified citizens.

4.3 Section II – Impact of Social Security Schemes

4.3.1 Demographic Trends

4.3.1.1 For any effective discussion on the impact of the Government programmes and schemes for the Scheduled Castes Population, it would be relevant to consider the present scenario regarding their numbers and the literacy levels. As per the Census 2001, the total SC population in the State of Punjab stood at 70,28,723 which is 28.85 percent of the total State population (2,43,58,999) (See Annexure F of Chapter 4). A closer perusal of the decadal growth pattern of the SC population as compared to the overall State population makes an interesting reading. From the decadal growth percentage of 34.74 in 1981, the S.C. population showed a marked percentage reduction of 27.28 in 1991 and further down to 22.40 in 2001. In these three decades, the growth percentage of S.C. population came down by almost 30 percent. This has been in a sharp contrast with the general population growth rate that kept hovering between 20.33 to 18.43 during the same period (in 2001, the same was 19.19 percent).

4.3.1.2 The S.C. Population profile highlights a positive trend amongst them in favour of having small-sized families, a factor that can be attributed, amongst other developments, to their growing awareness about the rising cost of living and the aspirations to live with some semblance of convenience.

4.3.2 Literacy amongst S.C. Population

Another positive development amongst the S.C. population may be noticed about their growing literacy levels. While the literacy levels for the State as a whole improved from 33.67 in 1971 to 69.65 in 2001, (an increase of 35.98 percent), the S.C. population witnessed phenomenal improvement of almost three and half times during the same period (from 16.00 to 56.22 percent showing a positive difference of 40.22 percent). More importantly, as against the three-time improvement in the S.C. male literacy, (63.38 up from 22.95), the S.C. female literacy levels witnessed nearly six time expansion (from 8.10 to 48.25). The improved literacy levels are indeed very encouraging.

Table 1

Literacy Rate of S.C. Population in Punjab

	1971	1981	1991	2001	percent increase in 2001 over 1971
S.C. Population	16.00	23.86	41.09	56.20	40.22
Male	22.95	33.86	49.82	63.38	40.43
Female	8.10	16.67	31.03	48.25	40.15
Source: Document on Special Component Plan, Department of Welfare of SCs/BCs, Punjab					

4.3.3 Positive outcome of educational schemes for the S.C. Population

The data pertaining to the declining population trends as well as the enhanced literacy levels amongst the SC population despite the disconcerting drop-out rate of the SC Students, abundantly brings out the positive impact of the various educational schemes being implemented in the State of Punjab.

The growing levels of awareness amongst the SC's have effectively driven home to them the advantages of having small-sized families, a factor that by itself enhances their chances of access to the available educational facilities, better health-care and optimum utilization of the ever shrinking job opportunities in the organized as well as un-organized sectors of the economy. As such, it would be desirable to strengthen and widen the scope of the educational schemes by linking them with cash incentives through liberal stipends and scholarships.

4.3.4 Drop-out Rate among the SC Students:

One disconcerting factor that continues to slowdown the progress made in enhancing the literacy levels of SC's is the alarming drop-out rate. As per the Census 2001, the drop-outs amongst the SC students were 29.20 percent, 52.46 percent and 65.69 percent at Primary, Middle and Matriculation levels respectively. As the above data shows, nearly two third SC students left the school before reaching Matriculation. It was also noted that the drop-out

rate was higher among the SC boys than SC girls upto Middle standard though finally at the Matric level, the drop-out rate of SC girls was more than that of SC boys. It is, indeed, a matter of concern that the overall drop-out rate in the elementary classes of Punjab for all the categories was 35.19 percent in the year 2003-04. However, the overall literacy rate of Punjab was higher at 69.69 percent as compared with 56.22 percent of the SC population as per the Census 2001.

Table 2

Drop-out Rate in SC Students in Punjab- 2001 Census

Sr. No.	Class	Drop-Out Rate
1.	Primary Level	29.20
2.	Middle Level	52.46
3.	Matriculation Level	65.69

4.3.5 In the light of the above facts, a holistic approach requires to be adopted to bring down the drop-out rate as also to ensure even spread of literacy among the boys and girls of the SC population in the State. The overall target of literacy rate for the State under the 11th Plan has been fixed at 94.62. Similarly, the overall target with regard to the drop-out rate has been fixed to be brought down to 5.20. To achieve the targets of enhancing literacy and bringing down the drop-out percentage, it would be imperative to ensure attendance of all the students, especially students belonging to the SC community. Undoubtedly, the schemes are already being implemented towards the objective though the Drop-out rate of nearly 66 percent for SC students emphatically underlies the grave inadequacy of the available incentives instituted to encourage attendance in the schools.

4.3.6 It is, therefore, desirable to consider substantial enhancement of the monetary incentives in the form of attendance stipend so as to keep up the motivation of the SC parents as well as their wards for making them regular through all the classes until they pass 10+2 schooling.

4.4 Section III – Stipends/ Scholarship Schemes

4.4.1 Focused coverage of Adequate Stipendiary help to Encourage Regular Attendance in the schools:-

4.4.1.1 As already indicated elsewhere in the write-up, Welfare Department is implementing 17 (Seventeen) educational pre-matric and post-matric schemes for the SC students and students belonging to the educationally backward communities such as people engaged in un-clean occupations, BC.OBC and Vimukat Jatis (formerly known as the nomadic tribes) and other minorities.

4.4.1.2 The existing status of the educational schemes is appended as Annexure G in Chapter 4. However, some pertinent recommendations are made hereunder that are aimed at reducing the drop-out rate among the S.C. students, especially girls, as also to enhance the financial impact of the stipend/scholarship amount by clubbing some schemes that have some similarity in the target group, eligibility and coverage.

A-1. The Attendance scholarship scheme presently implemented for the S.C. girls only upto the primary level requires to be extended upto middle level. Also, the monthly stipend of Rs. 50 per student payable for 10 (ten) months requires to be doubled and made payable for 11 (eleven) months. Thereafter, the stipend amount may be enhanced to Rs 150 p.m. payable upto 12th standard.

A-2 The scheme relating to the children (both boys and girls) of the parents engaged in unclean occupations requires to be implemented with widened base and enhanced monetary help. In fact, the stipend amount requires to be Rs. 100 p.m. per student upto the Middle level, Rs. 150 p.m. upto 10th and Rs. 200 p.m. upto 12th standard. The stipend may be made payable for 11(eleven) months in a year.

A-3 The girls belonging to OBC/Vimukat Jatis and other minorities should also be paid stipend amounting to Rs. 100 p.m. payable for 11 (eleven) months from primary classes upto 12th standard.

4.4.1.3 The girl students belonging to all target group castes (SCs/OBCs/Minorities) should also be given one time lump-sum allowance of Rs. 750/- during 9th and 10th classes and Rs. 1000/- during 11th and 12th classes. The rest of the schemes may be clubbed together to optimize

their impact and facilitate implementation. The State Government funds and Gol funds may be pooled together to form a corpus fund and placed at the disposal of the Welfare Department for efficient disbursement of the stipend amount during the months of June and December of every academic year.

4.4.1.4 The above suggestions aim at providing financial incentives to S.C. families and other educationally backward communities with a view to eliminating the menace of illiteracy from amongst the women. That, it is hoped, will enable them to lead their lives with dignity and self-reliance to a considerable extent.

4.4.1.5 As of now, the Welfare Department is completely at the receiving end in as far as data of actual students enrolled, studying and eligible to receive the stipend is concerned. It would be no surprise if the data furnished by the Education Department is found to be partial, inadequate or even incorrect by 20 percent to 30 percent especially when the Welfare Department is not equipped with manpower and resources to collect data at its own level. The Welfare Department ought to put in place its own mechanism to play more pro-active role in the disbursement of stipends and monitoring of the impact of the schemes being implemented under its fold.

4.4.2 **Separate Provision of Funds for Stipend/Scholarship Schemes**

4.4.2.1 As of now, the State Government releases a dedicated amount of Rs. 100 crore out of the funds collected under the State Social Security Cess Fund set up mainly to finance the payment of the various Social Security pensions for the old age persons, widows, destitute and dependent children as well as the handicapped persons. The Department of Welfare, however, expends the money mainly on the 'Shagun' Scheme.

4.4.2.2 As seen in the earlier part of the write-up, educational schemes have had a definite impact in reducing the illiteracy levels among the SC population. As such, it is strongly felt that the amount payable to the Welfare Department out of the Social Security Cess Fund requires to be enhanced to Rs. 125.00 crore (up by Rs. 25.00 crore from the existing limit of Rs. 100.00 Crore). This measure would ensure timely disbursement of the stipends/ scholarships to the students during the academic session itself besides meeting the requisite financial liability under the 'Shagun' Scheme.

4.4.2.3 The amount of Rs. 125 crore to be released out of the State Social Security Cess Fund would be adjusted by F.D against the approved budgetary allocation of the Department of Welfare. It would be desirable if at least 50 percent of these funds i.e. Rs. 75.00 crore are made available to the Department of Welfare in two instalments in the months of June and December, thereby enabling the Department of Welfare to ensure the disbursement of stipends and scholarships amongst the students all over the State in the months of July and January. This measure is aimed at ensuring the receipt of stipend/scholarship amount by the students/families during the on-going academic session. The step would also lend greater credibility to the Government besides justifying the State mandate of granting financial incentives for keeping up the motivation of the SC parents in sending their wards to the schools rather than causing their drop-out merely on account of monetary considerations.

4.4.3 **Payment of Stipend through the Banks**

Allowing a deviation in the existing procedure for the disbursement of Stipend/Scholarships, the mode of disbursement is proposed to be amended. The amount of stipend/scholarship would be released through Account Payee cheques to be deposited in the nearest Bank Branch where the student will have an account under the guardianship of mother/father. In the case of girl student, only the mother would be the guardian. The District Welfare Officer will ensure remittance of the total payable stipend/ scholarship amount in the nearest Bank Branch with copies of the advice to the concerned Banks. Copies of the advice to the Banks will also be sent the concerned Panchayat and the School authorities for information. Presently, majority of the Banks have put in place centralized banking systems that enable easy transfer of the funds from the District-level Bank to its branches located throughout the district. The student/ guardian will be free to withdraw the amount at will. The Panchayat members would be obliged to physically verify the receipt of the amount in the Bank account of the students.

4.4.4 **Beneficiary Family as the unit**

In view of the fact that SC student is invariably entitled to receive more than one incentive under the various Punjab Government/GOI schemes, the family of the SC student will be treated as one unit. Incentives from all sources as admissible to the SC student would be clubbed together by the Department of Welfare and the total amount payable during the

current academic session would be credited in lumpsum in the concerned Bank account in two equal instalments in the months of June and December to enable withdrawal by the student/guardian in the following month. As a result of clubbing of the incentives under different schemes, the amount receivable by the student/family would become sizeable to have better impact.

4.4.5 Income Criteria

It has been noticed that varying income criteria is being followed for determining the entitlement of the SC students for granting stipend/scholarship. It is strongly felt that uniform income limit should be fixed for facilitating completion of the formalities as also to forestall the temptation of having to file wrong affidavits regarding income. Accordingly, it is suggested that for determining entitlement of stipend/scholarship upto plus -2 level (Sr. Secondary), the income limit should be uniformly fixed for all the educational schemes for S.C. students. In view of the fact that the upper income limits were fixed about 2/3 decades back, the Administrative Department/Government may consider to double the present income limit by way of entitlement for the award of stipends to the boys and girls from S.C. population. Demand/concern in this regard has also been expressed by the various quarters during the field visits of the Commission.

4.4.6 Special coaching classes

It has been noticed that even on completion of 10+2 (Sr. Secondary), the majority of the S.C. students do not acquire the requisite levels of confidence and academic competence including good grasp and command over the languages. This results in poor availment of the (ever shrinking) job opportunities. With a view to sharpening their academic competency and enhancing the confidence levels, it is proposed to introduce special coaching classes for the S.C. students beginning with 9th class upto 12th standard (Sr. Secondary level). The scheme aims at picking up the best among themselves through intra-academic competition at the Block level and imparting specialized extra coaching in 3 (three) district level Sr. Secondary Schools in six basic subjects, such as English, Mathematics, Chemistry, Physics, Biology and Commerce. The (3) Sr. Secondary Schools would be identified on the basis of availability of infrastructure and qualified teachers willing to undertake extra coaching classes on payment of 10 percent of the basic pay by way of honorarium.

The underlying idea is to provide to about 3000 S.C. students in the State with an academic environment of healthy competitiveness in the crucial years of schooling so that they can be academically equipped to compete with non-S.C students in level playing conditions. The coaching classes would cover at least 80 hrs. of actual teaching meaning thereby that the classes are held for about five months in an academic year.

While the details of the scheme have been annexed separately (Annexure H of Chapter 4), Government may accord its approval in principle authorizing the Welfare Department to work out further details in consultation with the Task Group/Commission and the Education Department.

4.4.7 Recommendations for Educational Schemes for S.C. Students

Presently, the Department of welfare is implementing about 17 Scholarship Schemes which include 5 Schemes for Pre-Matriculation level and 12 Post- Matriculation/schemes. The Schemes are implemented with varying patterns of the rate of scholarship, eligibility criteria, income limit of the family and the mode of disbursement of the amount.

The Task Group on Social Security and Welfare Programmes has studied in depth all the aspects of the schemes and noticed that the procedures, the criteria of eligibility, and the implementation of the educational schemes require to be simplified and structured uniformly for optimizing their impact. The Task Group has focussed on the Pre-Matriculation educational Schemes and one ambitious economic scheme called the 'Shagun' Scheme. In its considered view, the following steps are recommended for ensuring easy and time-bound reach of the benefits to the beneficiaries.

- (i). As of now, the eligibility income limit for the grant of stipends/scholarships is governed by wide ranging limits that are quite confusing as also difficult to justify. As such, uniform pattern of Income limit for the families of the students under all the schemes requires to be adopted to avoid confusion and facilitate their implementation. It is felt that the existing income limits by way of entitlement to receive stipend/scholarship upto 10+2 levels (Sr. Secondary) require to be enhanced by 50 percent across board for all the target group categories.
- (ii). The quantum of the scholarship also requires to be uniformly fixed for (i) all the classes up to the Middle level; (ii) from 9th to tenth; and (iii) from plus one to plus

two classes. The value of scholarship ought to be rationalized so as to be sufficient to meet the expenses on books, stationery and the material required for practical classes (Science Groups). Moreover, the stipend amount would require to be enhanced by 10 percent (to be rounded off to the nearest rupee) every two/three years.

- (iii). The stipend amount ought to be disbursed in the months of July and January during the ongoing academic session. Besides financially helping the SC families, the regular disbursement of the stipend amount will keep up the motivation level of the students, as also enhance the Government's credibility in its pro-active intervention and commitment in giving a fair deal to the weaker sections.
- (iv). The payment of stipend/ scholarship under these schemes be made to the concerned student/family through account payee cheques credited into the Saving Fund account to be maintained by the students under the guardianship of mother/father.
- (v). Whatever be the constraint or politico-administrative exigencies, the share of the Welfare Department from the dedicated Social Security Cess Fund must not be diverted elsewhere at the cost of the educational stipends.
- (vi). With a view to enhancing the confidence level and academic competence among the S.C. students, it is proposed to introduce the special coaching for the S.C. students beginning with 9th class upto 12th standard. Efforts will have to be made to draw the requisite funds for the special coaching scheme from the Special Central Assistance (SCA) which is cent percent grant in aid from Government of India. Details have been given in Annexure H of Chapter 4.

4.5 Section -IV -“SHAGUN” SCHEME: Existing Status and Suggested Re-orientation

4.5.1 For quite a few decades now, the State Government has been implementing a large number of schemes and programmes directed towards improving the socio-economic conditions of the S.C. population (28.85 percent as per census 2001). One such scheme that can be called as one of the flagship programmes of the State Government is the ‘Shagun’ scheme – official blessings in the shape of financial help amounting to Rs. 15,000/- (Rupees fifteen thousand only) offered to the S.C. family at the time of the daughter’s marriage. Admissible to two daughters in the family, the scope of the scheme has already been extended to cover the daughters belonging to Christians and widows of any caste.

4.5.2 For better understanding of the implementation of the ‘Shagun Scheme’, it will be relevant to notice the population growth profile of the total State population as also of the S.C’s and other minorities (Christians, widows etc.) eligible to receive the monetary help under the Shagun Scheme.

4.5.3 The following table (Table 3) brings out the population statistics very clearly.

Table 3

Year	Total Population	Population in the Age group of 15-44 yrs.	Number of Married persons in the age group of 15-44 yrs.	Ratio Percentage
1991	2,02,81,969	94,43,885 (Actual)	61,03,655	64.63
2001	2,43,58,999	1,17,68,701 (Actual)	74,76,476	63.53
2008	Not Projected	1,37,28,814 (Worked out based on the growth rate of population)	86,17,312	62.77
2009	Not Projected	140,34,301 (Worked out based on the growth rate of population)	87,93,920	62.66

- 4.5.4 From the above data, it transpires that the number of married persons increased by 13,72,821 during 1991 to 2001 . That gives an average increase of 1,37,282 persons per year. Further, the actual number of married persons for the year 2001 (Census Data) – 74,76,476 and the estimated number based on the population growth rate work out to 87,93,920 for the year 2009 giving an overall increase of 13,17,444 over the period of 9 (nine) years. The annual increase comes to 1,46,383.
- 4.5.5 The above data indicates that the number of married persons increased annually by about 1,50,000 meaning thereby that about 75,000 marriages are celebrated every year. The Census data for 2001 in respect of the population of the target group families is also available as under.
- 4.5.6 The S.C. population (28.85), Christians (1.2 percent) and the widows (1.04 percent) – all put together constitute about 31 percent of the total State population.
- 4.5.7 As such, it can be inferred that about 23,000 girls from the target group families (31 percent of the estimated annual marriages) deserve to be covered under the 'Shagun' Scheme during a year.
- 4.5.8 Against the above backdrop, we may consider the actual coverage of the target group beneficiaries as per the official data mentioned in Table 4 in Annexure to Chapter 4.
- 4.5.9 Surprisingly, the coverage figures challenge all the available estimates and calculations. As compared with the district population, the coverage of the beneficiaries appears to be disproportionately higher in the districts of Amritsar, Tarn Taran, Firozpur, Faridkot and Muktsar. The higher coverage trend continues even in the current financial year 2009-10. We may consider the existing eligibility criteria (Table 5).

Table 5

Existing Criteria for Eligible BPL SC/Christian/Widow Family

Age	Income As on 30.10.2007				
	Rural	Urban	Limit of benefits	Domicile	Nature of Affidavit
18 years	20,000	27,500	2 Girls	Punjab	Attested by competent/ prescribed authority

4.5.10 In view of the prescribed eligibility criteria/limitations, the actual number of the genuinely eligible families would not ordinarily exceed 15000/17000 per year. However, the way the scheme is being implemented by the field functionaries for the past couple of years, it can be safely assumed that about 40 percent of the beneficiaries are either fake or non-existent and, that the field functionaries are literally siphoning off about Rs. 40 cr. every year. Surely, that cannot be possible without the explicit complicity of some unscrupulous interests in and outside the Government.

4.5.11 It is strongly felt that the existing income limit and the procedure of its certification requires to be streamlined to be in tune with the present day 'poverty' levels. It would be pragmatic as suggested earlier to adopt per capita monthly income of Rs. 650 for the rural areas and Rs. 800 for urban areas. The applicant may be asked to do self-declaration and self-attestation of his/her income, with supportive declarations by citizens not necessarily public officials.

Table 6

Proposed Criteria for eligible BPL SC/Christian/Widow Family

Age	Income As on				
	Rural	Urban	Limit of benefits	Domicile	Nature of Affidavit
18 years	Rs. 650 per capita p.m.	Rs. 800 per capita p.m.	2 Girls	Punjab	Self Attestation

4.5.12 It is fairly well known that a large number of bogus claimants manage to receive the 'Shagun' amount obviously with the complicity of the field functionaries. Accordingly, it is proposed that the 'Shagun' amount be disbursed in two parts. The first instalment of Rs. 10,000/- ought to be paid to the beneficiary family before the marriage ceremony. The balance amount of Rs. 5,000/- will be released through the Suvidha Centre/E-Gram at the time of registration of the marriage. The beneficiary family would be obliged to file the relevant papers within 60 days of the marriage. This act would ensure compliance of the statutory requirement of compulsory registration of the marriage.

4.5.13 In the event of the beneficiary family failing to apply within the stipulated period, the Department of Social Security would initiate steps to recover the 'Shagun' amount already passed on to the family. This service shall be provided by the Suvidha Centre/E-Gram free of any charge except the statutory fees prescribed for the registration of marriage.

4.6 Section V – Social Security Pension Schemes

Financial assistance is being provided by the Social Security, Women and Child Development Department under various schemes -orphan children below the age of 21 years, old age pension -65 years for men and 60 years for women, widows, persons with disability etc.

4.6.1 Old Age Pensions

It is felt that for men as well as women 60 years should be accepted as the common qualifying age. Most of the beneficiaries would be couples (though exact data is not available) and this change will not imply substantial additional liability.

Medical Certificate

The practice in case of old age pensions is to obtain a medical certificate. This certificate is mostly based on guess work as it is difficult medically to define age with precision, based on a cursory medical examination. This also means harassment/time costs in getting the certificate in the first place. The usual documents– EPIC/ voter list / ration card-, supported by the third party declarations should be accepted for this purpose.

So far as economic criterion is concerned there are number of issues:-

Fixing Eligibility Thresholds

This has been covered already and income criteria per unit of family suggested– Rs. 650 per month for rural and Rs. 800 per month for urban areas.

If economic thresholds are determined with reference to consumption estimates,, it will ensure better targeting and coverage, as approximate numbers of qualifying population can be estimated. Box-2 indicates the advantage of this approach in improving dramatically the resource efficiency in the case of old age pensions- *this indicates 55 percent wastage in case of old age pensions, based on estimated eligible population and the pensioners at present. It may be noted that even assuming the incidence of poverty among the old to be more than of general population (say 50 percent) the wastage still remains high enough to be a cause of concern.* Similar estimation may be desirable for all categories of social security schemes. The social security net can thus aim to cover 100 percent of eligible poorest of the poor and

also provide adequate assistance for ensuring minimum standard of consumption without necessarily having to expend more resources.

BOX A

Old Age Pensions

Improving Targeting and Efficiency

A)	Population eligible (+60 ladies and +65 men) in Punjab: 19.61 (11.21 lac+8.40 lac)	
	(As per 2001 census)	(8.07 percent of population)
B)	Estimated population (March 2009)	25.38 lac
C)	Population eligible for old age pension	16.90 lac
	(assuming 2/3 to be couples) on age basis.	
D)	percent eligible as per income:	30 percent in rural areas
	criterion (MPCE of Rs. 750 as proxy for income). 14 percent in urban areas	
E)	Total number eligible assuming 33 percent to be eligible	
	(MPCE of Rs. 780 rural, Rs. 1000 urban)	5.63 lac
F)	Present old age pensioners	13.07
G)	Present expenditure per annum (Rs. 13.07 x Rs. 3000) i.e. 392 crore	
H)	Expenditure on the basis of E above	5.86x3000=168 crore
I)	Difference F-G (Wastage)	Rs. 224 crore (approximately)

MPCE = Monthly Per Capita Consumption Expenditure

The data incorporated in the Box above makes interesting as well as intriguing reading. By no stretch of imagination on any rationale, can one be given to understand that nearly seventy percent of the old age persons earn less than Rs. 33 per day. It is also common

knowledge that while about 20 percent to 25 percent of the genuinely poor persons have been left out of the coverage, about 1/4th of the present beneficiaries are not at all eligible to receive this pension. The petty politics at the village level and the expediency of the field functionaries have forced these distortions into the scheme which is otherwise aimed at providing bare minimum financial help to the indigent and helpless senior persons in the State for their day to day sustenance.

The net result is all too alarming and gravely disconcerting. The State is suffering financial wastage of over Rs. 200 crore annually through skewed implementation of the Old Age Pension Scheme.

In view of the above, the eligibility criteria requires to be streamlined and made simple, less tedious and absolutely transparent that would hardly leave any elbow space for the field functionaries to play the game on their own terms for seeking ill-gotten financial gains.

Other Economic/Social Criteria

Instructions provide under some schemes for restrictions other than income. In case of old age pensions a person may be eligible physically and from income point of view but is barred in case son is a gazetted officer or is a professional/income tax payee. *In the present social set up where government has to enact laws for ensuring that earning children maintain their parents it seems irrational to exclude persons on the ground of their sons economic condition. An uncomplicated criterion of income must be used in all cases where social security assistance is provided as per suggestions given above.*

Maintenance of Records

There is need to have electronic records for all schemes of individual assistance on a common platform suitably classified village/name wise so that when required the information can be cross checked and overlap/duplication avoided and mistakes rectified. This should not be difficult as the record has to be digitized only once and suitable MIS developed for use by different departments for purposes such as cross verification or when any complaint is received. It is suggested that the format in which digitized data should be maintained be on the following lines:-

- 1) Name of the beneficiary.
- 2) Husband/wife, if included in the family.

- 3) Total family members.
- 4) Address.
- 5) Village/town.
- 6) Family income per head.

This information should be digitized in respect of each scheme for all current cases, new cases added periodically and an MIS developed for each scheme - location/village pattern of income etc., to enable assessment of impact, overlap and coverage.

- **Dispense with affidavits and have self declarations**
- **Discontinue field reports/verification by public officials**
- **Use standard format (Annexure A of Chapter 3); all details to be filled in**
- **Digitize records and develop MIS**
- **Department to assess potential beneficiaries and be accountable for inefficiency and wastage of resources**
- **Old Age Pension : Age limit: 60 years for men and women.**
- **Old Age Pension : Medical Certificate to be dispensed**
- **Evidence of EPIC/ voter list/ ration card to be accepted.**
- **Income Criteria : Per head family income of Rs. 650 per month for rural and Rs. 800 per month for urban areas.**

Chapter 5 Police Station Reforms and Institutionalization of Delivery of Police Services**5.1 Introduction**

5.1.1 Police stations are the nerve centres of policing. Unfortunately, service delivery at the cutting edge level has not been the main focus of police reforms. Police stations are the first contact point of citizens. And there exists a disconnect between outside space and police station. This spatial disconnect is because the citizens feel that in the police stations, they might be 'detained, physically assaulted, insulted and coerced to pay bribes'. This kind of perception, poor management practices, lack of accountability and transparency, and prejudiced response has contributed to the underreporting of crime besides many other distortions.

5.1.2 To know how far these observations are relevant in the context of Punjab, we are reproducing a graphic view of a police station and main arguments from the various IDC studies that have been conducted over time. To explore as to how far the police stations are accessible and have community orientation besides offering conducive environment for the vulnerable groups, Police Stations Walkthrough methodology has been used. In this, a group of experts visit a police station and make an assessment of the various aspects of the police station including physical infrastructure, physical resource management, professional capacities, communication, service delivery and networking.

5.2 Police Station: A Walkthrough Assessment

5.2.1 The Police Station visited gives a feeling of being an alien space, unlike school or panchayat office or government dispensary. This was further reinforced by the dingy and badly illuminated interiors in the Police Station giving it a distinctly unwelcome appearance. The roof is of GI sheets, while the side covering is provided by wire gauze (Jaali). There is a crack in the roof of the visiting room rendering the same unfit for use during rains. The personnel posted there themselves admitted that during rains, electric current passes through the walls of the lock-up. A bench without back-rest is provided for the visitors to sit on. On a make-shift wall, words are written in Punjabi- "Always give the police truthful information". However, the appearance, the use of language and the conduct of the police personnel etc. end up reinforcing the hostile and threatening ambience of the police station.

5.2.2 INHUMANE CONDITIONS FOR THE CRIMINALS

- “There are two lock-ups in the police station to hold the accused persons. The rooms are fairly spacious about 20*15 feet. Both lock-ups were devoid of any inmates. There was **no fan, light bulb or sitting arrangement** in the lock-up. There was also **no bed** for the inmates to sleep upon though in one of the lock-ups some blankets were lying on the ground which, though property of the police station, were for the use of the inmates. Both lock ups had an **open toilet** surrounded by a three foot wall. The rooms were **dingy** and the plaster on the walls was peeling off due to moisture.”
- There is no separate lock-up for ladies. On being queried, the officials present told us that in the event of a woman being kept in the custody, she is confined in one of the several rooms in the police station.

5.2.3 PHYSICAL RESOURCE MANAGEMENT

5.2.3.1 INFRASTRUCTURE AND EQUIPMENT MANAGEMENT

- (i). ‘The SHO has a separate office, which is in a relatively better condition than the others. Another room for the Munshi and Head Constables has some **basic furniture** and its **window panes are broken**. The Non-Gazetted Officer Room has beds for the night rotation sentries to sleep on.’
- (ii). Records are kept in the record room, which also doubles as the additional armoury and some 8-10 .303 rifles were kept there. Some of the records were kept in the almirah while most of the records were kept in the open in cloth bags.’
- (iii). ‘Mal Khana (room for evidential matter-cum-armory) is right opposite the entrance to the police station. Some items such as a fridge were visible inside. Also, in the room adjoining the Mal Khana, a large quantity of liquor and some pipes were stored presumably as the case evidence.’

5.2.3.2 DISPLAY OF INFORMATION

While the number of criminals apprehended and cases lodged were displayed, information for the public regarding **traffic hazards, hot spots** or the **rights** available to the **criminals** as well as the citizens was **lacking**.

5.2.4 PROFESSIONAL CAPACITIES

5.2.4.1 MANPOWER MANAGEMENT

Allocation of duties, sufficiency of manpower for manning the police station and the associated activities: the Walk Through revealed the **absence of positional accountability** and allocation of responsibilities

5.2.4.2 EFFICIENCY OF POLICE FORCE:

- (i). Knowledge and skill regarding services; rights of citizens/ criminals and public dealing were easily discernible and found to be lacking
- (ii). An overview of the protocols and procedures followed reflected ad-hoc functioning—systems of record maintenance and access to materials was itself tedious and archaic.
- (iii). There is no regular coordination or exchange of information with other cells in routine matters, however “if the need arises, their help/assistance is taken” as was told to us by the personnel present.
- (iv). Police force is expected to investigate as well as maintain peace in the area, but they had no training to collect evidence at the scene of crimes, which they said was the preserve of forensic experts.
- (v). There was no fingerprint expert or first-aid medic available at the Police Station. Their level of sensitization towards child rights and women’s rights was low. A Rape Victim’s statement is recorded by a Non-Gazetted Officer and no attempt is made to get a woman personnel for the job.
- (vi). Motivation levels of the work force were low in their dealings and conduct of role responsibilities. ‘All the personnel spoken to said they would not like to join the police force if they were given another chance to choose a profession.’ They cited low pay and long working hours with no breaks on holidays as the primary reasons. ‘A JBT teacher is better placed than the police counterparts’.

- (vii). Also, the personnel felt that they were looked down upon by the public which was quick to highlight their mistakes but overlooked their contribution. They felt that they did not receive any sympathy from the public.
- (viii). They mentioned that all Government Departments create hassles for the police personnel even in routine work due to their bias against the police.
- (ix). According to the Munshi speaking in Punjabi, “Saare Mehkame Sanoo Tang Karde Ne. Lokan Noo Police De Naal Kudrati Nafarat Hai”.

5.2.5 COMMUNICATION AND SERVICE DELIVERY

5.2.5.1 Communication

- (i). One telephone with a prior sanctioned amount of Rs 3500 is provided for a month. If the bill exceeded the amount, the shortfall was made good with collections from the policemen posted at the Police Station.
- (ii). There is a base wireless set that is manned round the clock by a wireless operator. There are also three wireless handsets available at the Police Station, out of which, two are carried by the daily patrol parties and one is kept free to be taken by the police team that may be called out in the case of an emergency or in response to a complaint from the public.
- (iii). There are two vehicles: a Maruti Gypsy Jeep and an Allwyn Nissan Van with a sanction of 150 litres of petrol and diesel. Only the Gypsy is in running condition, the Allwyn Nissan is not roadworthy. The policemen are expected to use their personal scooters to respond to the calls in case the Gypsy is not available.

5.2.5.2 Extent and quality of services provided

- Passport verification;
- NOC for arms licenses;
- Permission for loud speakers;
- Request for security arrangements at political/sports/religious and social functions;
- Character/service verification;

- Verification for sale/purchase of vehicles;
- Copies of FIR and untraced reports;
- Economic offences-Fraud, forgery, cheating etc;
- Public complaints-both fresh cases and progress of pending enquiries.

FOLLOWING SERVICES WERE NOT CATERED TO

- Registration of foreigners – their arrival and departure
- Extension of residential permits for the foreigners
- NRI complaints and enquiries
- Emergency / urgent passport verification
- MRG enquiries – in cases of loss of passports abroad
- Information regarding fraud and cheating by travel agents
- Verification of tenants
- Registration of servants
- Other verifications
- Copies of untraced reports
- Progress of investigation of criminal cases
- Parole cases

5.2.6 NETWORKING

NGOS / WOMEN CELL – “CO-ORDINATION WITH OTHER DEPARTMENTS WHEN NEEDED”

- **Collaboration** with the **health** and **women** departments was found to be **lacking**, for instance. The victim needs were found to be non-existent such as:
 - Space and comfortable sitting arrangement for children, women and other victims.
 - First Aid facility.
 - Ambulance service
 - Doctors, psychiatrists and psychologists on panel and to be made available on call to provide required attention to the traumatized person.
- For instance, certain resources such as **funds** for the legal aid cell and other services were **provided** by the **businessmen, property dealers, and travel agents**.

Rather than **partnership** for improved service delivery, this **ad-hoc assistance** stemmed from 'exchange of favours'.

5.3 Parameters and Recommendations for Police Reforms

5.3.1 Physical infrastructure

Punjab has 300 police stations (284 Police Stations and 13 Railway Police Stations) in 24 police districts. At the state level, the jurisdiction of one police station on average is around one lakh population. At the district level, it ranges from 71117 (SBS Nagar) to 129279 (Amritsar) persons. Among the police station staff, women representation is only 1.33 percent (2009 data). Police districts like Batala, Amritsar City, Muktsar and Mansa have no representation of women. As per the 2009 data provided by Punjab Police, there are 1990 women police personnel (1562 sanctioned strength plus 428 newly enlisted lady constables) in the total force of 72362 of civil and armed police (71934 as per the data of 2007 plus 428 newly enlisted lady constables) of different ranks, which is only 2.75 percent of the civil and armed police.

Table - 1
Women Police Personnel

Sanctioned, Strength of Women Police in the ranks of L/SI or L/Constable 2009

Sr.No.	Name of District	Inspector	SI	ASI	HC	Ct.	Total
1	Amritsar/City		5	8	24	124	161
2	Amritsar/Rural		2	6	12	49	69
3	Tarn Taran		3	7	13	56	79
4	Gurdaspur		3	4	11	44	62
5	Batala		2	5	11	46	64
	Total Border Range	0	15	30	71	319	435
6	Jalandhar		2	4	16	98	120
7	Hoshiarpur		2	5	12	60	79
8	Kapurthala		2	5	12	50	69
9	NawanShehar		1	3	5	56	65
	Total Jalandhar Range	0	7	17	45	264	333
10	Ludhiana City		4	8	16	57	85
11	Ludhiana Rural		1	2	8	23	34
12	Khanna		1	2	8	25	36
13	Ropar		3	4	11	38	56
	Total Ludhiana Range	0	9	16	43	143	211
14	Patiala		5	12	21	90	128
15	Sangrur		3	8	14	52	77
16	Fatehgarh Sahib		1	4	7	32	44

17	Barnala		1	5	6	30	42
	Total Patiala Range	0	10	29	48	204	291
18	Ferozpur		3	4	11	47	65
19	Moga		1	3	5	31	40
20	Muktsar		1	3	10	46	60
	Total Ferozpur Range	0	5	10	26	124	165
21	Faridkot		1	2	3	23	29
22	Bathinda		1	2	6	37	46
23	Mansa		1	1	4	25	31
	Total Faridkot Range	0	3	5	13	85	106
24	GRP						0
25	Total (Districts GRP)	0	49	107	246	1139	1541
26	Armed Bns. (PAP/CDP/IRB)						0
27	Computer and Telecommunication						0
	Total	21	49	107	246	1139	1562
Source: Punjab Police Headquarter 2009							

Note: in addition to above, 21 Lady Inspectors have been sanctioned in all the districts of Punjab Police. Recently, 428 appointment letters for enlistment of Lady Constables against vacancy of male Constable, in different districts have also been issued.

5.3.2 PARAMETERS FOR POLICE STATION REFORMS

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

5.3.2.2 The State of Punjab also prepared its Police Act to replace the century-and-half-old Police Act of 1861. This Act came into operation in February 2008. It vividly specifies the structural,

functional, operational and regulatory aspects of the Police working as also the much debated subjects such as police accountability (Section 54), welfare and grievances redressal mechanism for the police personnel (Section 55 to 57) and social responsibilities of police (Section 41), besides the role, functions and duties of Police. The Act also specifies provisions with regard to the creation of Police Zones, Police Ranges, Special Cells; Sub-divisions and Police Stations. Section 13 of the Police Act relates to the creation of police stations and qualifications for the appointment of Police Station House officer.

5.3.2.3 From these provisions, it is quite evident that comprehensive changes have been proposed from the traditional Policing given in the Police Act of 1861 drafted under the shadow of the colonial mind-set and the futuristic expectations from the Police. Police Station, being the first rung of the ladder to provide policing, will have to undergo the changes at every step with new roles, and service delivery methodologies.

5.3.2.4 Keeping these avowed objectives in view, the following parameters have been identified for the police stations reforms;

- (i). The first parameter is to strengthen internal accountability and also make police directly accountable to the citizens they serve.
- (ii). The internal accountability will check politicisation of the police at the cutting edge level. The internal accountability of the police station in-charge and others to law, hierarchy and civil society has to be made operational. This entails restoration of hierarchy, performance-based incentives, posting and transfers and insulation of police from external partisan interference.
- (iii). Direct accountability to the citizens shall provide enough space to dispel the fear and distrust of the police and transform alien police stations to people's police stations. In other words, provide the citizens an avenue to express their opinion about the police and/or register their complaint against police.
- (iv). The second parameter is to build police station capacities to maintain law and order and ensure that police services meet the community needs. Police Stations to be equipped in terms of human resources, equipment and technology to function as per the local specificities. For instance, in Amritsar, all the police stations to be

equipped to cater to the religious pilgrimage tourism; police stations located on the national and state highways to be equipped to meet the needs of mobile population; in places dominated by sports infrastructure, the police deployed will meet the needs of the sportspersons and the spectators etc.

- (v). Third parameter is to put in place institutional mechanism to make **police stations responsive** to the needs of the vulnerable groups, underprivileged sections and citizens' needs and demands. The need is to institutionalise methods to cater to the needs of gender, dalits, migrant workers, children etc.
- (vi). Fourth parameter is to make police service delivery transparent through institutionalisation of community-police partnership (for instance, Establishment of Police Station Outreach Centres). And, also to put in place monitoring mechanism, social audit and regular citizen feedback system.

5.3.3 Recommendations

5.3.3.1 Physical Infrastructure of Police stations

- (i). **Equipping Police Stations**
 - One-third of the police stations are located in rented buildings while a large number of the Police Stations are situated in the government buildings not owned by the department. Immediate plans need to be worked out to provide buildings for the Police Stations and equip them as per the current requirements. As a first step in this direction, the Police Stations in the dilapidated conditions need to be repaired immediately.
 - Most of the Police Stations should be located in new buildings. The police station space has to be re-engineered to give them community orientation, provide space for efficient management systems, victim relief centres, dignified detention cells and accessible police service delivery.
 - Facilities for the visitors like respectable sitting arrangement, drinking water, waiting rooms for the visitors, communication rooms, separate washrooms for women, and parking need to be ensured.

- More humane conditions for the detainees are ensured which are in tune with the recommendations of National Human Rights Commission and verdicts of the courts.
- Proper space allocation for the staff and office infrastructure, living and working conditions for the staff at the Police Station level need comprehensive attention as these affect their morale and efficiency directly. Punjab Police Housing Corporation be given resources for executing these projects as per the guidelines and designs given by Bureau of Police Research and Development (BPR&D).
- Computerization of record-keeping-Initiatives undertaken in this direction need fine-tuning and integration with the national network grids and State network grids. Inter-departmental communication issues also need to be addressed comprehensively. The National Crime Record Bureau -supplied packages such as CIPA and CCTNS be integrated for intra and interdepartmental operations to be in tune with the E-Governance Policy of the department.
- Vehicles for SHO and staff for daily duties.-In order to face the hi-tech criminals and e-offenders, the mobility, communication, forensic kits and weaponry of the policemen at the Police station level needs comprehensive improvement. A Committee be set up to assess the logistic requirements of the Police at the police station level and its recommendations consolidated for equipping the force as per the requirements.
- Forensic Kits: Future of the Police in the country lies in extensive forensic applications as the tech-criminals are far ahead of the Policemen in the use and abuse of technology. Police Station being a base unit will accordingly have to be equipped with the gadgets and devices for effective sealing and coverage of the scenes of crime, lifting, preserving and transmitting evidence for expert reports.

(ii). **Setting up of new and re-demarcation of the Police Stations**

In the Punjab Police Act, Section 13 stipulates that the State Government may, on recommendation of the Director General of Police, create, by notification in the Official Gazette, as many police stations and outposts as may be deemed necessary in a police district, duly keeping in view the population, area, crime situation and the workload in terms of law and order and the distance to be covered by the inhabitants to reach the Police Station.

- If population coverage of one lakh is taken as one of the basis to set up police stations, Punjab would need 19 more police stations. (See Table 2) Out of these, six may have to be located in Amritsar, four in Patiala, three in Ludhiana, two each in Ferozepur and Hoshiarpur and one in Mukatsar.
- If population coverage of seventy five thousand is taken, Punjab would need 96 more police stations.

(iii). **Recommendations**

- The Commission is of the view that the existing police stations should be made functional rather than creating new police stations. If due to security reasons, new police stations have to be created, the criteria of one lakh population coverage may be taken as the basis.
- The conventional criteria may not suffice to meet the citizen needs like tourism, migration, traffic density and/or locational specificities like historical place, heritage site, national and state highways and other strategic locations, and/or nature of crime like terrorism, ethnic conflicts, social violence. It may be more appropriate to set up police stations that would be commensurate with the citizen needs, locational specificities and nature of crime.
- Police Stations should be demarcated on the geographical map as the delimitation of the electoral constituencies periodically change that only goes to add to the administrative costs besides causing other distortions.

Table - 2

Need Assessment for Setting up Police Stations

Districts	Police stations	Population under jurisdiction of 1 police station	To keep average 1 lakh population under one police station required number of stations	More police stations	Mid year projected population 2009
Amritsar	20	129279	26	6	2585571
Barnala	7	87138	7	0	609964
Bathinda	16	86491	16	0	1383862
Faridkot	6	108129	6	0	648774
Fatehgarh Sahib	7	88719	7	0	621030
Ferozepur	18	113787	20	2	2048164
Gurdaspur	27	90898	27	0	2454240
Hoshiarpur	15	110413	17	2	1656193
Jalandhar	24	94863	24	0	2276713
Kapurthala	11	78258	11	0	860841
Ludhiana	34	107887	37	3	3668160
Mansa	10	80412	10	0	804119
Moga	12	84045	12	0	1008536
Mukatsar	8	112610	9	1	900880
Patiala	15	129074	19	4	1936108
Ropar	7	106450	7	0	745153
Sangrur	17	100320	17	0	1705443
SAS Nagar	8	103434	8	0	827475
SBS Nagar	9	71117	9	0	640052
Tarn Taran	13	86591	13	0	1125682
Punjab	284	100377	303	19	28506960

Police districts are merged with administrative district

Source: Police stations number from Punjab Police

Source: Population from Statistical Abstract of Punjab 2008

5.3.3.2 Human Resource Management

- (i). In Punjab, there are 49 personnel per police station (see table 3). Amritsar with 124, Gurdaspur, Patiala and Tarn Taran with 71, 68 and 60 personnel per police station respectively are the districts with higher staff per police station. If the home guards and Special Police Officers (SPOs) posted in a police station are included, it comes to 76 personnel per police station (see Table 4 in Annexure to Chapter 5). Amritsar,

Gurdaspur, Patiala, Tarn Taran, Ferozepur and Faridkot are the districts with higher staff per police station.

Table - 3
Regular Human Resource Deployment in Police Stations
(Excluding PHGs and SPOs)

Districts	Police stations	Staff in police stations	Staff per police station	Population after 1 police officer of police station	Mid year projected population 2009
Amritsar	20	2482	124	1042	2585571
Barnala	7	192	27	3177	609964
Bathinda	16	496	31	2790	1383862
Faridkot	6	241	40	2692	648774
Fatehgarh Sahib	7	275	39	2258	621030
Ferozepur	18	845	47	2424	2048164
Gurdaspur	27	1930	71	1272	2454240
Hoshiarpur	15	621	41	2667	1656193
Jalandhar	24	904	38	2518	2276713
Kapurthala	11	397	36	2168	860841
Ludhiana	34	1269	37	2891	3668160
Mansa	10	326	33	2467	804119
Moga	12	316	26	3192	1008536
Muktsar	8	325	41	2772	900880
Patiala	15	1022	68	1894	1936108
Ropar	7	308	44	2419	745153
Sangrur	17	598	35	2852	1705443
SAS Nagar	8	432	54	1915	827475
SBS Nagar	9	197	22	3249	640052
Tarn Taran	13	786	60	1432	1125682
Punjab	284	13962	49	2042	28506960

Police districts are merged with administrative district

Source: Police stations number from Punjab Police

Source: Population from Statistical Abstract of Punjab 2008

(ii). The Punjab Governance Reforms Commission after due consideration of the Srivastava Study Group is of the view that;

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

The districts of Amritsar and Gurdaspur have disproportionate police-population ratio and have unsatisfactory performance index. This shows that more police strength may not necessarily lead to better performance. However, the districts of Barnala, Bathinda, Faridkot, Hoshiarpur, Ludhiana, Moga and Mukatsar have poor police-population ratio. This needs to be rationalised.

- Dedicated team of 1 SI/ASI, 1 H.C. and 2 constables be deputed for conducting the investigation work in the police station.
- Along with that a separate district level investigation cell should be set up as per the Police Act 2008.
- Broadly, the Commission is of the view that two Inspectors other than the SHO may be appointed in a police station. One Inspector should be dedicated to the investigation work and another as in-charge of Police Station Outreach Centre (proposed to be set up) for law and order, delivery of police services and community policing work.
- Diversity in the representation of police has to be ensured in Punjab.

Table - 5
Personnel in Next Five Year

Year	Percentage of women in police
2009	2.75
2010	4.20
2011	5.65
2012	7.10
2013	8.55
2014	10.00

* Projections based on linear interpolation method

- A five-year plan projection has been calculated based on the recommendations of the various Commissions that have suggested to increase the women police personnel strength to 10 percent of the total civil and armed police strength. It is proposed to reach this target in the next five years
- Deployment of the police station staff for the 'security of individuals' must be discontinued forthwith. For the security of the individuals, an additional force may be sanctioned. A transparent system be put in place, preferably a Security Board to be constituted to scrutinise the genuine security needs of the concerned individual and allow the level of security.

(iii). **Posting and transfers of SHOs and other staff**

- To make the police accountable and service delivery efficient, stability of the tenure is an important factor. On an average, the tenure of District Police Chief (SSP) is about one year, ten months for Deputy Superintendent of Police (DSP), whereas, at the cutting edge level of police station chief (SHO), the tenure is only about six months which was seven months in 2004. It is the cutting edge level which directly affects the common person. The instability of tenure adversely affects the delivery of justice.
- SHO's tenure should be fixed for a minimum period of one year. (Section 15 of Punjab Police Act)
- The tenure can be extended as per the specialized requirement of the police stations catering to NRI population and tourists and the police stations predominantly dealing with cyber crimes and drug-related crimes.
- Regular performance audit of the SHO's work should be conducted.
- A sub-committee consisting of Range DIG and district SSP to take decision on the posting and transfer of SHO after perusal of the performance audit.

(iv). **A Time-Motion Study** of some randomly picked up police stations may be conducted to gauge the human resource requirements and consider reallocation of the duties as suggested by NCRB.

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

5.3.3.3 District Police Complaint and Grievance Redressal Unit

As recommended in the First Status Report, a District Police Complaint and Grievance Redressal Unit be set up in CPRC. The public complaints of police excesses, arbitrary arrests, unlawful detentions etc. are to dealt with by a designated officer in a time-bound manner. And, the action taken report must be placed in the CPRC Committee for information.

5.3.3.4 Capacity Building of Police Stations

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

These activities can be categorised as location specific such as tourism, sports, religious symbols and strategic locations, national and state highways, old inner city, NRI population locations, crime specific such as cyber crime, drug-related crimes, human trafficking, economic offences, etc.

For instance, there may be a need to create intelligence and counter-intelligence units in some of the Police Stations. Protective, detective, defensive, reactive and interceptive capabilities of the police stations need to be enhanced by way of equipping the personnel with suitable tools, tactics and gadgetry to deal with challenges such as terrorism, naxalism, communal and caste conflicts.

For ensuring traffic enforcement and road safety particularly on the national highways, state highways and district roads, the police stations have to be equipped with trained human resources, specialised equipments such as recovery vans, cranes, speed radars besides ambulances equipped with life-saving gadgets etc. And, in view of the rapid urbanisation and changing life styles, 24-hour urban police stations may have to be accordingly restructured with manpower, tools and technologies to meet these additional responsibilities.

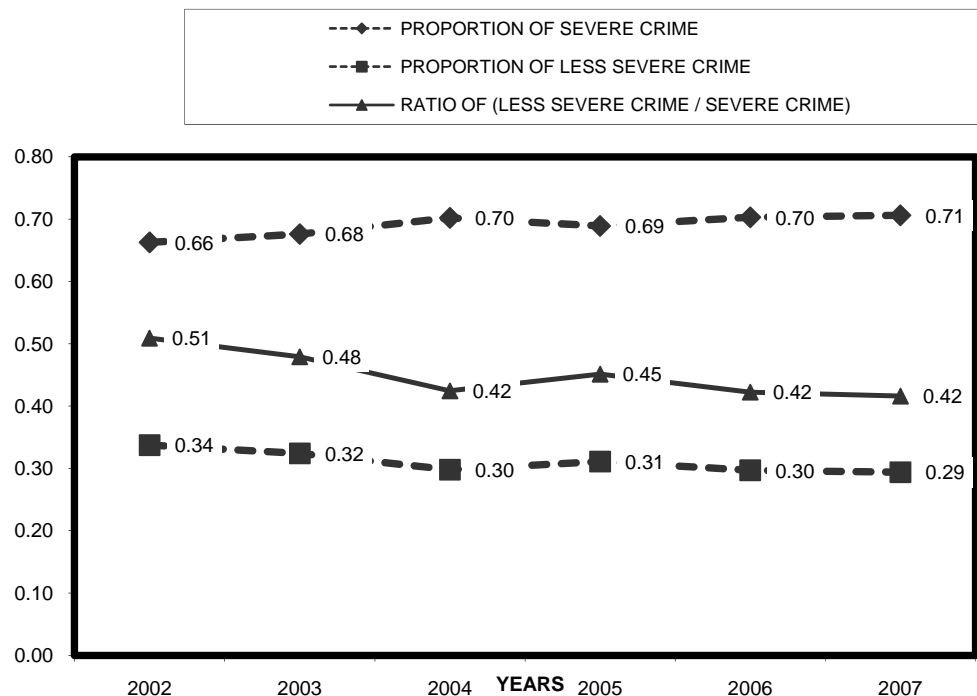
- (ii). These police stations should be equipped with corresponding technology, trained human resource, information bank and other essentials.
- (iii). Special training to be organised to cater to specialised activities like tourism, religious pilgrimage, diversity sensitivity, traffic accidents etc.
- (iv). Malkhanas in police stations are a major source of pilferage, misappropriation and theft of not only costly items deposited as case property but also for promoting drug abuse through the sale of narcotics confiscated by the police authorities. During this era of terrorism, misappropriation of the weapons and explosives from Malkhanas happens to be quite common. MHC is over-burdened with paper work. A regular custodian of the case properties has to be appointed for each Thana who should be an NGO. This will also improve the conviction rate since the production of case property is very crucial for the success of the related case.

5.3.3.5 Challenges to Police Station Administration

- (i). **System of Reporting/FIRs**
 - One problem, however, is the inconsistency in the recording of FIRs in the case of cognizable offences apart from the substantive problem of recording of reports/complaints especially against the mighty and the powerful. The public generally is inclined to believe that the recording of FIRs is not done properly and promptly even though the law requires the authorized officials to take note of the information/report in this regard, irrespective of the mode of communication. The first priority, therefore, is to ensure that all the police stations and the officials deployed there follow uniform standards and comply with the law in recording FIRs. The incidence of petty crimes are on the increase, whereas it is not finding reflection in the registration of crimes.

Graph - 1

RATIO AND PROPORTION OF MAJOR AND PETTY OFFENCES IN REPORTING OF TOTAL IPC OFFENCES (Source: Crime in India)



- According to an IDC study, the ratio between petty crimes and the heinous ones is on the decline. For instance, in Punjab the decline shows that for people, the cost (both material and harassment) of reporting petty crime is higher than the outcomes (see Graph 1). It is interesting that in terms of favourableness, districts of Ropar, SAS Nagar, Patiala, Ludhiana and Fatehgarh Sahib are among the good category in performance quartile. Districts of Hoshiarpur, Faridkot, Sangrur and Bathinda fall in the satisfactory category, while Jalandhar, Barnala, SBS Nagar, Kapurthala and Ferozepur districts fall in moderate category. However, the unsatisfactory category districts happen to be Moga, Mukatsar, Mansa, Gurdaspur, Amritsar and Taran Taran (See Table 6).

Table 6
District Wise Ratio of Petty Crime/Heinous Crime of IPC and SLL for Four Years

DISTRICT	2005	2006	2007	2008	AVERAGE RATIO OF LAST FOUR YEARS	PERFORMANCE QUARTILES
ROPAR	1.09	1.41	1.03	1.06	1.15	GOOD
SAS NAGAR	1.12	1.36	0.86	0.64	1.00	
PATIALA	0.70	0.77	0.75	0.73	0.74	
LUDHIANA	0.69	0.69	0.75	0.68	0.70	
F.G. SAHIB	0.92	0.63	0.51	0.58	0.66	
HOSHIARPUR	0.58	0.63	0.65	0.70	0.64	SATISFACTORY
FARIDKOT	0.42	0.61	0.65	0.67	0.59	
SANGRUR	0.49	0.55	0.58	0.62	0.56	
BATHINDA	0.40	0.47	0.57	0.54	0.50	
JALANDHAR	0.44	0.42	0.47	0.52	0.46	MODERATE
BARNALA	0.36	0.55	0.48	0.44	0.46	
SBS NAGAR	0.39	0.47	0.46	0.50	0.45	
KAPURTHALA	0.41	0.44	0.54	0.41	0.45	
FEROZEPUR	0.39	0.41	0.45	0.42	0.42	
MOGA	0.46	0.38	0.42	0.39	0.41	UNSATISFACTORY
MUKTSAR	0.31	0.36	0.52	0.42	0.40	
MANSA	0.29	0.41	0.47	0.38	0.39	
GURDASPUR	0.42	0.51	0.31	0.30	0.39	
AMRITSAR	0.25	0.31	0.30	0.33	0.30	
TARN TARAN	0.12	0.20	0.26	0.22	0.20	
TOTAL						

SOURCE: PUNJAB POLICE HEADQUARTERS
POLICE DISTRICTS MERGED

Q1 0.41
Q2 0.46
Q3 0.64

• **Recommendations**

- The assumption that higher the reported crime rate, more inefficient the policing requires to be re-examined. Rather, it is worthwhile to measure the performance in terms of the ratio between petty crimes and heinous crimes. If this ratio shows increasing trend, it means that the people are reposing greater confidence in the police for the redressal of their grievances. Performance of police should be measured not in terms of the number of crimes registered, but the ratio between the severe and petty crimes overtime.
- **Liberal DDR entries and registration of crimes:** DDR entry points may not be confined to the police station alone. Suvidha Centres and village

level information service centres be upgraded for this purpose so that the complainants are not subjected to any extra burden/ inconvenience. There should be proper monitoring of the entries made in the DDR and the SHOs be made accountable for each and every entry.

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

Efforts should be made to bring the disposal rate in IPC cases upto 75 percent and for SLL cases upto 95 percent by 2012 to make it better than All India's 2006 disposal rate, i.e., 74 percent in IPC cases and 94 percent in SLL cases (Crime in India 2006). An analysis of the total complaints received, investigated and charge-sheeted shows the following trends;

In Punjab, the total complaints received in the year 2007 were 207381. And out of these, 58405 cases (28.16 percent) were registered. This needs to be monitored. In the States like Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Madhya Pradesh, Orissa and Uttar Pradesh, the registration of cases is between 80 percent to 100 percent. Is it inefficiency or variation in the data compilation? This needs to be looked into.

- (a) Out of these registered cases, only 65.4 percent cases were investigated. In other words, only 18.4 percent of the total complaints received finally reached the investigation stage (see Table 7)
- (b) Further, out of sixty-five percent investigated cases, 80.4 percent could be charge-sheeted. In other words, merely 15 percent of the total complaints could reach the courts (see Table 7).

This clearly shows that there is a need to have a re-look at the whole system as it raises number of issues listed hereunder:

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

- (c) Is there a scientific and uniform criteria in place to drop cases at the investigation stage? Or, there are other factors like inefficiency, external stimulus, political compulsion which cause stunting of the justice delivery mechanism.
- (d) Further, in large number of registered and investigated cases, chargesheets are not filed. Is it because the investigation process is tardy, inefficient and compromised?

Or, is it because of systemic checks to avoid harassment?

The process certainly questions the legitimacy of the delivery of justice, which is often termed as tardy, inefficiency, partisan, hence unjust.

Not only this, the disposal rate, particularly in the case of vulnerable sections of society, is low. Efficiency in the disposal of cases relating to these special crimes may be measured in relation to the disposal of cases of general crime.

Table 7

Registration and charge-sheeting in Punjab

Complaints received 2007			
Total Complaints received		207381	
Number of cases registered under			
Total cases registered		58405	
Percentage of cases registered		28.16	
Disposal and Pendency of cases 2007		IPC	SLL
Total number of cases for investigation 2007		35793	22612
Cases investigated		22808	15387
Percentage of cases investigated		63.7	68.0
Charge sheets were submitted		16085	14654
Percentage of cases in which charge-sheet given out of total cases investigated		70.5	95.2
Source: Crime In India; 2007			

- **Recommendations**

Constitution of Dedicated Cadre for Investigation

- The disposal rate is a measure to know the percentage of cases investigated to the total cases meant for investigation (including

pendency) in a year. As investigation is a specialised activity, a dedicated cadre may be constituted.

Efficiency Management

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

Monitoring Mechanism

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

Networking with Professional Support

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

5.4 Traffic Management: Need for an Institutional Framework

A major challenge in the urban settings is the management of traffic. Majority of towns in Punjab have experienced automobile revolution. The existing traffic infrastructure has become dysfunctional leading to widespread violation of traffic rules. For Mega cities, traffic management plan has been prepared by the department. An analysis of the road accidents for 2009 shows that five districts i.e. Fatehgarh Sahib, SAS Nagar, Ropar, Patiala and Barnala are highly prone to fatal accidents.

Table 8

Detail of the Road Accident Report District wise in Punjab 01/01/2009 to 30/09/09

Name of the District	2009 Road Accident	2009 MID YEAR POPULATION	2009 ROAD ACCIDENT AFTER PER 1,00,000 POPULATION	2009 QUARTILE RANGES OF ACCIDENT PRONENESS
Kapurthala	347	860841	40.31	DISTRICTS IN HIGHEST QUARTILE RANGE
SAS Nagar	286	827475	34.56	
Barnala	197	609964	32.30	
Fatehgarh Sahib	182	621030	29.31	
Patiala	500	1936108	25.83	
Ropar	189	745153	25.36	DISTRICTS IN UPPED MIDDLE QUARTILE RANGE
Nawanshahar	112	640052	17.50	
Ludhiana	604	3668160	16.47	
Tarntaran	176	1125682	15.63	
Bathinda	210	1383862	15.17	DISTRICTS IN LOWER MIDDLE QUARTILE RANGE
Mansa	122	804119	15.17	
Faridkot	95	648774	14.64	
Sangrur	228	1705443	13.37	
Hoshiarpur	206	1656193	12.44	
Jalandhar	283	2276713	12.43	
Moga	125	1008536	12.39	DISTRICTS IN LOWEST QUARTILE RANGE
Gurdaspur	304	2454240	12.39	
Amritsar	239	2585571	9.24	
Mukatsar	82	900880	9.10	
Ferozepur	165	2048164	8.06	
Total	4652	28506960	16.32	

Q3 25.48

Q2 15.17

Q1 12.42

5.4.1 Reasons for Road Accidents

- (i). The main reason for the high rate of accidents are; increased reliance of the people on personalised transport modes such as cars, two-wheelers, non-motorised transport modes such as bicycles and pedestrians. Alongwith this, there has been a preponderance of the private transport modes such as tricycles, auto-rickshaws, tempos and negligible presence of public transport within the cities.
- (ii). The mixed traffic composition and the road space for inter-city, more for the intra-city transport, besides being inadequate is heavily encroached.
- (iii). Large number of the drivers of the motorised vehicles are untrained. This gets compounded by the large number of illiterate drivers. All this produces anarchy on the roads.
- (iv). High accidental casualties are due to driving vehicles under the influence of alcohol and drugs, rash driving and the lack of medical facilities along the highways.
- (v). Compromised enforcement of traffic rules and road-safety norms like wearing of seat belts, triple riding, violation of traffic signals etc.
- (vi). With increased mobility, the road users like cyclists, motorcyclists, pedestrians are more prone to injuries as compared to four-wheelers owners.

5.4.2 Recommendations

- (i). It is recommended that alongwith Mega Cities Traffic Plans, a State-wide traffic management policy should be formulated.
- (ii). Special plan of action should be prepared to check accidents on the routes and locations in the districts that are prone to accidents.
- (iii). Public sector transport system to be strengthened.
- (iv). Non-motorised transport users should provide training in road safety and they should be challaned in case of violations.

- (v). Procurement of permanent driving licence should be provided after adequate training and strictly on merit.
- (vi). Regular medical checkup and verification of documents of commercial vehicles should be periodically undertaken.
- (vii). Stray cattle or dogs on the roads should be tackled for preventing fatal accidents.

Table 9
Detail of the Accidental Casualties District wise in Punjab 01/01/2009 to 30/09/09

Name of the District	2009 Persons Killed	2009 MID YEAR POPULATION	2009 FATALITY AFTER PER 1,00,000 POPULATION	2009 QUARTILE RANGES OF FATALITY
Fatehgarh Sahib	129	621030	20.77	DISTRICTS IN HIGHEST QUARTILE RANGE
SAS Nagar	133	827475	16.07	
Ropar	112	745153	15.03	
Barnala	85	609964	13.94	
Patiala	250	1936108	12.91	
Ludhiana	396	3668160	10.80	DISTRICTS IN UPPED MIDDLE QUARTILE RANGE
Nawanshahar	69	640052	10.78	
Hoshiarpur	162	1656193	9.78	
Moga	97	1008536	9.62	
Sangrur	141	1705443	8.27	
Bathinda	112	1383862	8.09	DISTRICTS IN LOWER MIDDLE QUARTILE RANGE
Jalandhar	178	2276713	7.82	
Gurdaspur	189	2454240	7.70	
Mansa	55	804119	6.84	
Mukatsar	60	900880	6.66	
Faridkot	42	648774	6.47	DISTRICTS IN LOWEST QUARTILE RANGE
Kapurthala	51	860841	5.92	
Ferozepur	112	2048164	5.47	
Amritsar	136	2585571	5.26	
Tarntaran	55	1125682	4.89	
Total	2564	28506960	8.99	

Q3 11.32
Q2 8.18
Q1 6.61

- (viii). Road encroachments should be removed and in case of non-compliance, accountability to be fixed for the officers who were assigned this task.
- (ix). Violations of the traffic laws should be strictly dealt with as an immediate priority. There is a need to ensure the compliance of traffic rules through awareness and strict regime of enforcement. A perusal of the pattern of challans shows that the most frequent reported contraventions are – driving without helmet, driving without valid driving licence, use of mobile phones during driving, over speeding, drunken driving and driving without number plates.

Table 10

Year	Without helmet	Without licence	Using mobile	Drunken driving	Over speeding	Red-light jumping	Without number plate
2005	17676	12094	483	51	493	2200	1972
2006	21734	21734	1598	86	353	5103	1262
2007	70306	66232	3956	643	970	17036	9123
2008	247564	128894	11232	1683	3849	23955	10691

Source: Police Headquarters, Traffic Wing, Punjab

- (x). With a view to restoring order on the roads and build deterrence it is recommended that law should be strictly enforced without exception. Traffic violations can be fatal and, therefore, political interference and other influences should be purged. Two-pronged strategy be adopted;
- Heavy penalty should be imposed for serious violations like **jumping red light, use of mobile phones, non-wearing of helmets or turban, triple riding, driving without valid driving licence, non-observance of speed limits, non-wearing of the seat belt while driving, consumption of liquor while driving**. Therefore, it is recommended that the present quantum of fine (Rupees two hundred in most of the violations) be increased to at least Rs. 1000/-. Further, repeated violations of this nature should be dealt with

more rigorously involving in confiscation of the driving licence or disqualification from driving.

- If a police officer is found to be lenient with the violators under the influence of bribe, political connections or social status, strict departmental action should be taken.
- A Traffic Advisory Committee be set up in the Community Policing Resource Centres to function as an interface between the traffic police and the commuters. The CPRC Committee can act as a Traffic Advisory Committee to avoid multiplicity of oversights. These Committees may perform the following functions:
 1. To redress the complaints relating to the functioning of the traffic police.
 2. Plan and advise on parking, regulation of traffic like speed limits etc.
 3. To resolve disputes between citizens and contractors/staff of parking lots.
 4. To grant permission for using traffic space for public functions.
 5. To regulate delivery of driving documents
 6. To plan education and awareness to the commuters regarding traffic rules and traffic congestion through FM radio and other available media.
 7. To help appoint traffic marshals to assist the police to make their functioning as transparent as possible.
 8. A citizen's traffic awareness and information unit may be set up in each CPRC at the district level, CPSC at the sub-divisional level and police station outreach centres in police station level.

5.5 Police Service Delivery Framework

5.5.1 Police is facing a major challenge to institutionalise community involvement in delivery of services, containment of crimes and for ensuring police accountability. The emphasis has to shift from enforcement perspective targeting the community as potential criminals to crime prevention with community participation. There is a caution. Built-in prejudices against the women, the migrant, the scheduled castes may keep them on the margins and exclude them as partners in this venture. Community policing is to be seen integral to policing per se. In other words, there will not be separate community policing officers or functionaries; every policeman shall be sensitized to the community policing perspective, equipped with community policing skills and assigned community policing tasks as per his placement

- Community policing is to be a collaborative effort channelised through procedures and protocols.
- Community policing is to be a professional rather than voluntary effort.
- Community policing is to re-establish a link between the police and the community to deliver service in an efficient, equitable and effective manner.

The existing community policing efforts were either reductionist or attempts to abdicate. These efforts were directed to provide single window service and to use community representatives as facilitators for traffic management and security through neighbourhood watch groups. In other words, it is policing for the community and through the community and not policing along with the community.

There is need for evolving a collaborative interactional relationship between the police and the community. The perspective needs to be interactive with the multi-cultural reality and sufficiently empower the community and the police to identify and resolve conflicts by themselves and in response to the specificities of social institutions and norms like casteism, racism, religiosity and gender relations.

NEED FOR INSTITUTIONALISATION

- Easy and dignified access of the public to police service
- Improves community- police relations
- Transparency in service and dealings
- Forum to address the rights of all citizens and sections of the community
- Builds confidence of the people in crime management and grievance redressal

CPRCS: THE CONCEPT

- An **institutionalized** effort to integrate community policing with the existing policing system.
- It provides **space for police-community partnership** in crime prevention, grievance redress, victim assistance and information related to law, rules and procedures, civic rights and duties.
- It has a built-in **mechanism of coordination** with civil, judicial and non-government organisations
- The CPRC is a four-tier system of policing in partnership with the community, managed through committees having representatives of the civil society, specialists, NGOs, police functionaries and the civil administration.
- At the state level, a Community Affairs Division (CAD) has been set up. The second tier consists of district level CPRCs (23) and the third tier the sub-divisional CPRCs (76). The outreach is provided at the thana / police station level (284) i.e. the fourth tier.
- All these tiers have forward and backward linkages. The state level steering committee provides policy guidelines, support for capacity building and strengthens the system of co-ordination. All other tiers provide backbone services and evolve their own local level and need based schemes.
- Each CPRC is an **autonomous registered society** collectively managed by representatives of the community and police functionaries. It provides citizens **dignified access** to police related services and a forum to implement community oriented programmes.

Monitoring Tool for CPRC, CPC and Police Station Outreach Centres

	High	Medium	Low
• Spatial ambience			
• Committee formation and functionality of committees			
• Registration as NGO			
Backbone activities			
• Grievance redressal			
• Community services-cum-			

information			
• Victim Assistance			
• Child unit			
• Gender Cell			
• Diversity			
• Public funding			
• Networking			
• Computerisation			
• Manpower training			

Outcomes

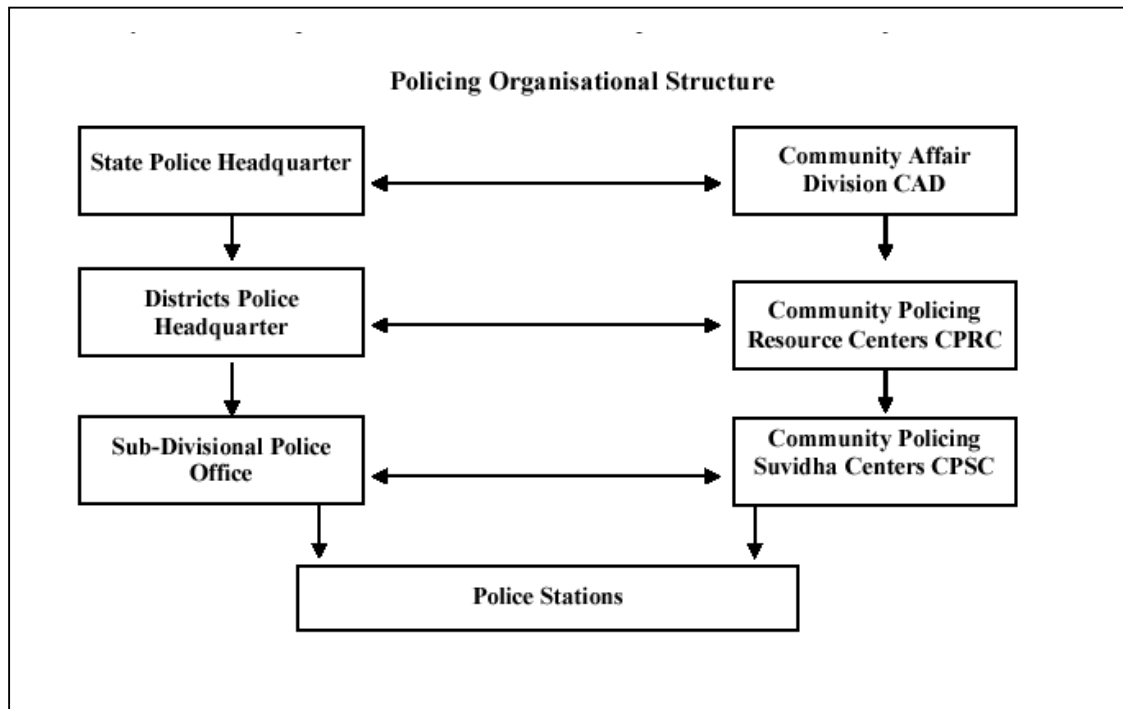
- Builds police and community partnership
- Availability of standardised and regular services in all CPRCs
- Spatial disconnect bridged
- Creation of specialized units for service delivery
- Development of systems :
 - Women and child helplines and corresponding assistance
 - Provision of policing procedures, rules and regulations (city/area specific)
 - Development of software for data management and complaint management
- Local specific needs incorporative in backbone activities
- Police distrust of women complainants undermined
- From police apathy to complaints of marital discord to police sympathy and registering of complaints.
- Presence of female police at all times
- Community leaders participation in service delivery is ensured

Challenges

- Community policing yet to be mainstream in policing
- Gender bias permeates service delivery
- Diversity in terms of social placement yet to be reflected

- Professional services outside the scope of police yet to be delivered (most gender counselors are women from “high society” rendering social work).
- Community and police yet to integrate as a collaborative unit

Streamlining Of Functioning Of Community Policing Resource Centre



The Community Affairs Division (CAD)

CAD will be set up at the Punjab Police Headquarters to design, develop, implement and monitor programmes in the area of community policing. The CAD will take decision on various reports and periodical returns which will be required to be received from the field units for better monitoring and implementation of the scheme. A Nodal Officer of the CAD in the rank of ADGP nominated by the State Government will be responsible for policy formulation, implementation, review and evaluation of the scheme. The Nodal Officer shall be assisted by the IGP/Head-quarters who shall be redesignated IGP/Headquarters-cum-Community Affairs. An officer in the rank of DIG shall be posted in CAD and shall be designated DIG Community Affairs. The CAD shall function in consultation and conjunction with a State Level Steering Committee and District Committees.

Community Policing Resource Centres

District Level Committee

_ The number of members of a District Level Committee should not exceed 25.

_ District Senior Superintendent of Police – Convener

_ Community Representative – Co-convener

Members

Official members

- SP (Headquarters) cum Community Affairs.
- DSP (Headquarters) cum Community Affairs. (Convener)
- District Health Officer
- District Education Officer
- District Women and Child Welfare Officer
- Representative of state and district level NGOs*
- Advocates*
- Expert from the fields of Sociology and Psychology*

* As per requirement.

Non-official members

- Heads of medical colleges or hospitals, principals of schools and colleges, senior academics, renowned poets, theatre and cultural personalities – 5
- Representatives of NGOs and community representatives – 3
- Commerce, industry, trade union, youth representatives – 5

Note: - At least four women shall be nominated as members.

Term: The term of the members shall be two years extendable up to three years.

Functions

- These committees shall issue guidelines for running the CPCR and shall also be responsible for coordinating their activities. All proposals for new proposed schemes shall be examined by the committee.
- The committee shall meet at least four times in a year.
- The decisions taken by the committee shall be sent to the state level co-ordination committee through CAD for information.

Administration of the CPCR at District Level

The SP (Headquarters) shall be responsible for the smooth running of the CPCR and will be redesignated SP/Headquarters-cum-Community Affairs Officer.

The DSP (Headquarters) shall be in charge of the CPCR and shall be redesignated DSP/Headquarters-cum-Community Affairs Officer.

Two non- Gazetted officers of the police department will be engaged to provide CPRC services.

Local NGO and volunteer support should be mobilised to implement various schemes from time to time.

Units under Community Policing Resource Centres

Grievance Redressal Unit

Community Service cum Information Unit

- **Foreign counter**
- **Verification counter**
- **Crime counter**
- **Crime counter**

Victim Relief Unit

Child Protection Unit

Community Policing Centre (CPC) At The Sub-Division Level

Sub-Division Level Committee

- _ The number of members of a Sub-Division Level Committee should not exceed 20.
- _ Deputy Superintendent of Police – Convener
- _ Community Representative – Co-convener

Members

Official members

- DSP (Subdivision) cum Community Affairs. (Convener)
- Sub-divisional Magistrate
- Senior Medical Officer
- Child Development Project Officer
- Block Development and Panchayat Officer

Non-official members

- Heads of colleges/schools– 3
- Representatives of NGOs and community representatives – 5
- President of business associations, youth clubs and Nehru yuva kender etc.– 5
- Social Workers (state awardees)-2

Note: - At least four women shall be nominated as members.

Term

The term of the members shall be two years extendable up to three years.

Functions

- These committees shall monitor and implement the decisions and guidelines of district level committees and suggesting them about their subdivision specific problems.
- The committee shall meet at least four times in a year.
- The decisions taken by the committee shall be sent to the District level committee for information.
- Monitoring and evaluating the performance of Police Station Outreach Centre and forwarding the periodical report to the District level committees. District Level Committee will in turn send the district level combined report to the Community Affair Division at State Headquarter.

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

Administration of the CPC at Sub Division Level

- The DSP Sub-division shall be responsible for the smooth running of the CPSC and will be redesignated as DSP/Sub-Division- cum-Community Affairs Officer.
- One non- gazetted police officer will be engaged to provide CPSC services.
- Local NGO and volunteer support should be mobilised to implement various schemes from time to time.

Police Station Outreach Centre (PSOC)**Police Station Level Committee**

- _ The number of members of a District Level Committee should not exceed 15.
- _ Station House Officer– Convener
- _ Community Representative – Co-convener

Members**Official members**

- SHO cum Community Affairs Officer. (Convener)
- Additional SHO

- Medical Officer of Community Health Centre

- Heads of colleges/schools– 2

Non-official members

- Representatives of NGOs– 2

- Area Councilor/ Sarpanches 2

- Representative of youth clubs.– 2

- Representative of Resident welfare Organisation / Village Committees-2

- Social worker- 2

Note :- At least four women shall be nominated as members.

Term

The term of the members shall be two years extendable up to three years.

Functions

- These committees shall monitor and implement the decisions and guidelines of district level committees.
- To mediate and resolve non-serious cases with amicable and honorable resolution for both parties of disputes.
- The committee shall meet at least four times in a year.
- Report any issue to the Division Level Committee for information.

To bring community policing services up to the level of police stations is the ultimate goal to achieve. Hence every police station shall be developed as the Police Station Outreach Centres to provide community services.

Administration of the PSOC

- The SHO of the Police Station shall be responsible for the smooth running of the Police Station Outreach Centres and will be redesignated SHO/ Police Station-cum-Community Affairs Officer.
- One non- gazetted police officer will be earmarked to provide police services.
- Local NGO and volunteer support should be mobilised to implement various schemes from time to time.

Services To Be Provided By CPRCs/CPCs/Police Station Outreach Centres

Verification Counter

- NOC for arms licences.
- Permission for religious/political processions.

- Permission for use of loudspeakers/orchestras at religious or social functions.
- Request for security arrangements at political/sports/religious and social functions.
- Character/service verification.
- Verification for registration of vehicles.
- Verification of Tenant.
- Registration of servants.
- Other verifications.

Crime Counter

- Copies of F.I.R.
- Copies of untraced reports.
- Progress of investigation of criminal cases.
- Parole cases.
- Economic offences-fraud, forgery, cheating etc.
- Fraud/cheating by travel agents.

Foreigners Counter

- Registration of foreigners-their arrival and departure.
- Extension of residential permits of foreigners.
- N.R.I. complaints and enquiries.
- Passport verification.
- Emergency/urgent passport verification.
- MRG enquires for loss of passports abroad.

Special Service Counter**Victim Relief Centre**

- List of hospital and dispensaries (Display information)
- Cognizable crime against women and punishment (poster)
- Violence against women (Poster)
- First aid facility
- Ambulance services
- Hotlines for women

Women cell / As a Referral to District level Women Cell**Economic offences cell****Grievance Redressal Counter**

- This unit shall function to redress the grievances of the common citizens either against police/police station staff /police station outreach centre or otherwise. CPRC/CPSC/PSOC in-charge to listen to the grievance thrice a week.
- Meeting of women, traffic and economic offence cell to be organised in this unit.

Chapter 6 Institutional Framework for Delivery of Services (Urban and Rural)**6.1 Introduction**

- 6.1.1 One of the key challenges in the delivery of services to the citizens is the plethora of interfaces currently in place for services from different departments. With the delivery of services increasingly being automated and web enabled, the front end customer facing interfaces can be suitably detached from the actual departmental locations.
- 6.1.2 While on the demand side, penetration of internet, broadband and setting up of common service centres (CSC kiosks) under National E-Governance Plan are going to give adequate impetus to the process of online services, it is the effective and pragmatic steps on the supply side, which would hold the key to the success of electronic delivery of services to the citizens.
- 6.1.3 The supply side of citizen services interwoven with the legacy requirements even after considerable simplification would need a well established, quality infrastructure of shared service centres owned by the Government but operated and maintained by private service providers. Such a shared infrastructure across different agencies would avoid duplication of cost as well as enabling greater standardization in the processes.
- 6.1.4 This infrastructure of service centres in urban and rural areas would enable the proposed rural CSCs by the private partners and other such initiatives to be effectively utilized.

6.2 Urban Civic Service Centres

- 6.2.1 There is an urgent need to bring together the services of all the departments under one single umbrella and give citizens a “multi-service” - “single-window” experience in the cities apart from eradicating the undue harassment met by the citizens due to lack of transparency.
- 6.2.2 The objectives of such a civic service centre are:
- (i). Provide hassle free one-stop solution to the citizen
 - (ii). Minimize multiple interaction points for the citizen and hence reducing the wastage of their valuable time.

- (iii). Provide better turnaround time in receipt, processing and issue of services
- (iv). Transparency in delivery of services

6.2.3 Success Stories: E-Sampark, Chandigarh

Chandigarh had taken such an initiative more than five years back and is running a network of e-Sampark Centres across the city of Chandigarh. The infrastructure for these centres was built by the Government while the operation and maintenance has been entrusted to a private partner, who has successfully completed its tenure and Chandigarh Administration is currently in the process of selecting the new private partner to operate and maintain these e-Sampark Centre.



6.2.4 Success Stories: City Civic Centres, Ahmedabad

Municipal Corporation, Ahmedabad, Gujarat has set up civic service centres across the city to facilitate better performance of the delivery of municipal services like birth and death registration, building plan, primary health and education, city cleanliness, water supply, sewage, road, street-lights, parks and garden through e-governance to citizens of the city. Ahmedabad Municipal Corporation has established six City Civic Centres located in five zones of Ahmedabad city and also created forty-three ward civic offices all these interconnected via intranet/ Internet connectivity. Citizens have the facility to pay through net/bank/ cyber café.

- 6.2.5 It is accordingly proposed to set up Civic Service Centres in the urban areas. These urban civic centres would be set up under the aegis of department of local government to provide it necessary impetus and also a large number of civic services being delivered by the department. Other departments would also use the same infrastructure for delivery of their services.
- 6.2.6 While the main urban civic centre's may typically have 10-15 counters, there should also be provision to open such centres at convenient locations such as neighborhood shopping

areas, malls where the size could vary as per the availability of space. The standard layout and other processes would however be common across the urban civic centres.

6.2.7 Master Urban Civic Centres – Every city would have one master urban civic centre showcasing the delivery of services to the citizens as one stop citizen service centre. The type of centre may depend on the type of urban local body.

Main Urban Civic Centres										
	Type of Centre ->	A	B	C	D	E				Total
1	Local Bodies - Corporations			3	2					5
2	Local Bodies - MC Class I				25					25
3	Local Bodies - MC Class II				44					44
4	Local Bodies - MC Class III					30				30
5	Local Bodies - Nagar Panchayats					29				29
	Total			3	71	59				133

6.2.8 Other Civic Service Centres (CSCs)

Apart from the Main Civic Centre in every urban local body, there would mandatorily be number of other civic centres spread across the city. The minimum number of such centres could be as follows:

- (a). **Municipal Corporation Towns** = 25 Urban CSCs 5 in each of the 5 Municipal Corporations in Punjab

- (b). **Class-I Local Bodies**= 75 Urban CSCs (There are 25 Class-I Local Bodies in Punjab , 3 Urban CSCs would be set up at each Class-I Local body area)
- (c). **Class-II Local Bodies**= 90 (There are 45 Class-II Local Bodies in Punjab , 2 Urban CSCs would be set up at each Class-II Local body area)
- (d). **Class-III Local Bodies**= 30 (There are 30 Class-III Local Bodies in Punjab , 1 Urban CSCs would be set up at each Class-III Local body area)

6.2.9 Indicative Scale of Infrastructure at Service Centres

The space requirement for various master urban civic centres need to be worked out making provision for various support services required in such centres. An indicative scale of space requirements for different categories of centres is given below:

	Space per Operator Window	30	30	30	30	30
	Waiting Space per citizen	16	16	16	16	16
	Category of Centre	A	B	C	D	E
	Number of Counters	20	15	10	5	2
	Number of citizens for waiting area	80	60	40	20	8
Sno.	Item					
1	Network Devices, Data and Application Server, UPS	200	150	100	50	25
2	System Administration and Other Back Office Activities	400	250	150	100	50
3	Front End Windows	600	450	300	150	60

4	Waiting Space for the citizens including Front Office.	1280	960	640	320	128
5	Space for Genset	0	0	0	0	0
6	Space for Security	0	0	0	0	0
7	Miscellaneous	0	0	0	0	0
	Total	2480	1810	1190	620	263

All the service centres in the urban areas would be as per standard layout and would provide for the following key features:

- (a). State of the art infrastructure to provide good service experience to citizens and enhance the public image of Government
- (b). Backend Processing facility
- (c). To be connected to SWAN
- (d). The ownership would be of the Government and management would be from the private partner
- (e). Creation of this service delivery infrastructure would tremendously reduce the cost; improve the design, reliability and security infrastructure. There would be redundancy built for server failures, high quality power with Genset backup, round the clock security and other facilities to ensure high uptime and availability of the computer systems.
- (f). If each department was to create its own infrastructure, it would not only be an extremely difficult task but also huge cost implications. Further, it would be difficult to upgrade the systems and ensure continued quality of service.

- (g). The IT infrastructure i.e., Server, computers, UPS, Printers, Network etc is proposed to be setup in PPP mode.

6.2.10 G2C Service Delivery Workflow

While envisaging various layers and interfaces in the delivery of services, it is important to define the workflow amongst various entities for clarity amongst all stakeholders:

	CSC Kiosks	Master Civic Service Centres	Back end Processing Department
Input	<ul style="list-style-type: none"> Application form made available to the rural /urban citizen Guidance in form filling Filled Application form accepted along with fees and charges Receipt issued to citizen through software Data Entry of forms using the portal(web enabled) Application number generated through the application For service that require physical presence of citizen, the time schedule for visit to Master CSC/Concerned 	<ul style="list-style-type: none"> File received from CSC Applications may also be received directly from citizens For service that require physical presence of citizen, the activities are completed at the Master CSC The team at Master CSC does the Preliminary processing of applications /physically segregated on the basis of concerned backend department and give it to nodal officer appointed by GoP at Master CSC Status updated in Software Nodal Person from GoP transfers the file to concerned departments and updates the 	<ul style="list-style-type: none"> The concerned department processes the application

	<p>department is given to citizen</p> <ul style="list-style-type: none"> Physical file transferred to Master CSC depending upon the Block level/SDM Level/District level service 	status in software	
Output	<ul style="list-style-type: none"> The final out put is given to the citizen 	<ul style="list-style-type: none"> The Nodal officer of GoP receives the output and updates the status in software <p>The output is transferred to the team for delivery through CSC</p>	<ul style="list-style-type: none"> Output is sent to the respective Master CSCs
<p><u>Overall Administration</u></p> <ul style="list-style-type: none"> The service delivery process is regularly monitored by a Steering Committee headed by the Chief Secretary/At all levels of Administration through MIS reports generated by software The delays in processing the applications by the concerned backend department can be rectified by regular status monitoring. 			

6.3 E-Gram Centres

6.3.1 In order to support and simplify governance for the government as well as the rural citizens, the village panchayat, the lowest rung of Panchayati raj system has to be empowered to harness Information and Communication Technology to raise the level of access and quality

of services. It is possible only if the village panchayat is equipped with the IT infrastructure and support services by setting up an e-Gram Centre in each panchayat.

6.3.2 The key objective for such an E-Gram Centre would be

- (a). To develop village Panchayats as the delivery point of e-services of different government departments
- (b). To fulfill the objectives of the 73rd and 74th Constitutional Amendments
- (c). To infuse the five E's of governance – ease, economy, efficiency, effectiveness and ethics
- (d). To bridge information and technology gaps between the urban and the rural sectors
- (e). To provide other commercial services through E-Gram

6.3.3 It may be pertinent to mention that Punjab Government has already transferred some 13 subjects pertaining to seven key departments to PRI's. The Panchayati Raj institutions accordingly have to discharge onerous responsibility to the citizens by providing efficient services in respect of functions/ services transferred to them. A list of functions transferred to PRIs are given in the following table:

Name of the Department	No. and date of notification/ instruction	Subjects devolved as against Sr. No. of the XI Schedule of the Constitution of India
Social Security, Women and Child Development	11/133/2001/6ss/159, dated. 9-1-2004	<p>25. Women and Child development</p> <p>26. Social Welfare including welfare of handicapped and mentally retarded</p> <p>Activities: Punjab State has set up a fund for disbursement of social security pensions to the concerned beneficiaries.</p>

Name of the Department	No. and date of notification/ instruction	Subjects devolved as against Sr. No. of the XI Schedule of the Constitution of India
		The Gram Sabha has been empowered to identify and select the beneficiaries. The disbursement of pensions is done through gram panchayat.
Scheduled Castes and Backward Classes	9/15-2002-WC-6/50, dated. 14/1/2004	27. Welfare of the weaker sections and in particular of the schedule castes. Activities: The panchayat in coordination with education department distribute free books and scholarship to the scheduled castes.
Water Supply and Sanitation	13/49/2003-5 B & R – II/149, dated.13-1-2004	11. Drinking Water Activities: Out of 3200 rural water supply schemes, 876 single villages' schemes and their 1294 regular and 656 muster roll employees have been transferred to gram Panchayats.
Rural Development and Panchayats	6/20/94/G-1/2003/37013-37223, dated.12-11-2003	10. Rural Housing 20. Libraries 21. Cultural Activities

Name of the Department	No. and date of notification/ instruction	Subjects devolved as against Sr. No. of the XI Schedule of the Constitution of India
		<p>22. Markets and Fairs</p> <p>29. Maintenance of community assets</p> <p>Activities: The department of rural development and Panchayats works in co-ordination with panchayat bodies.</p>
Health and Family Welfare	<p>2/135/3-3HB6/160, dated. 1-1-2004.</p> <p>and 8-12-2005</p>	<p>23. Health and Sanitation, including hospitals, primary health centres and dispensaries</p> <p>Activities: The Panchayat Secretaries have been authorized to register birth and death and to issue certificates. 1186 rural dispensaries have been transferred to panchayat bodies. To run dispensaries, 1158 service providers have been recruited till Sept. 2007. Provision of medicine is also made.</p>
School Education	<p>SO/PA9/94/SC, 30, 31, 119, 120 & 180/2003, dated. 12-1-2004</p> <p>Notification dated. 3-3-2006, 10-11-2006 etc.</p>	<p>17. Education, including primary and secondary school</p> <p>Activities: The management of primary education is transferred to ZP. A total of</p>

Name of the Department	No. and date of notification/ instruction	Subjects devolved as against Sr. No. of the XI Schedule of the Constitution of India
		5752 primary schools with sanctioned posts of 13034 ETT teachers have been transferred to panchayat bodies. Supplementary nutrition and scholarships and free distribution of books to schedule castes are being operated by panchayat bodies.
Veterinary Services	Notification no. 32/27/06-AH-7/4652 dated 4-8-2006	Animal Husbandry Department had transferred 581 veterinary hospitals

6.3.4 The department of Rural Development and Panchayati Raj executes different development and welfare schemes and activities at the GP Level and also provides various G2C services to the citizens. PRI has tremendous role in planning, implementation, funding, accounting, monitoring and reporting of the respective schemes/ services.

6.3.5 A study by the department of rural development and Panchayat has brought out number of concerns and gaps in the current system largely on account of lack of requisite skills and ICT infrastructure at appropriate level.

Stakeholder	Challenges / Issues	Proposed Interventions
ICT Requirements	Shortage of manpower	Adequate manpower should be provided to perform the activities more efficiently and effectively

Stakeholder	Challenges / Issues	Proposed Interventions
	Lack of training and awareness related to usage of computers	Officials should be provided with proper training on the basic usage of computers to perform the day to day operations
	Lack of skilled manpower to perform specialist functions	Skilled manpower should be provided so that specific tasks can be performed in a better manner
	Lack of infrastructure like PC, printers and connectivity	Adequate infrastructure should be provided at Block levels and GP Levels
Department of Social Security, Women and Child Development	Shortage of trained manpower	Adequate skilled manpower should be provided to perform the activities more efficiently and effectively. Basic training on usage of computers should also be provided to the officials.
	Lack of IT infrastructure at various levels.	Proper infrastructure like PC, printers, internet connectivity and automated systems should be provided to all employees so as to make data available online. Online reports like list of beneficiaries, consolidation of the list at BP and DP level, disbursement amount can be generated in time. This in turn would help to save lot of time and money for reconciliation.

Stakeholder	Challenges / Issues	Proposed Interventions
	Lack of funds for general expenses like stationary, printing	Adequate funds should be provided to meet basic day- to- day operational costs.
	Delay in getting funds (Pension) from Centre for Centrally sponsored schemes	Timely receipt of funds for disbursement of pension
Department of Panchayati Raj and Rural Development	Timely reports are not available	Reports should be consolidated from the district level using computers and mechanism should be devised through which reports can be extracted.
	Accuracy of reports is questionable	Data collated through various sources should be validated and verified at each level so as to maintain the integrity of the data.
	Online data and manual data does not match	Proper controls to be evaluated and implemented to avoid mismatch in the reports available online and manually.
	Lot of time is wasted in follow-up for collection of data	Online system to be devised for collation and reporting of the data.
Department of Health	Incorrect and delayed reporting leads to improper planning and	Efficient, errorless, automated monitoring and fund utilization reporting

Stakeholder	Challenges / Issues	Proposed Interventions
	execution of the services/schemes. Fund flow monitoring is also not effectively monitored in current system.	
Department of Sports	Shortage of trained manpower at different levels	Adequate manpower should be provided to perform the activities more efficiently and effectively. Skilled workers can submit developmental requirements and reports directly into the system at the GP Level.
	Lack of support from PRI's at GP in implementing the schemes	Timely receipt of utilization certificate and proper support for implementing schemes from PRI at GP.
Department of Education	Quality and reliability of reporting, and timely submission is a huge challenge	Proper skilled workers should be employed for collection of data so that data collected is accurate. An online system should be present for capturing, monitoring and reporting purpose.
	Lack of knowledge and reliability of data at the Gram Level are the major concerns faced in collection and collating	Proper training should be provided at various levels on various schemes.

Stakeholder	Challenges / Issues	Proposed Interventions
	the monitoring reports at the State level	

6.3.6 It is accordingly proposed to equip all the tiers of PRI's with state of the art ICT facilities and capabilities to deliver the schemes and services to the citizens efficiently and effectively to fulfill the aspirations of the citizens. The e-Gram centres at the village level can truly emerge as one stop service centres for many line departments at the village level. These e-Gram centres would also enable the PRI's to build internal capability by automating most of the routing accounting and reporting functions.

6.3.7 Success Stories - Gujarat e-Gram Vishwa Gram Scheme

- (i). The State of Gujarat has successfully completed providing ICT capabilities to all its village Panchayats and connecting them through a VSAT based network. All Panchayats have an e-Gram centre where payment and certificate related services are being delivered to the citizens apart from being used for the internal functions of the Panchayat. At many places, these centres are also delivering copies of land records online by connecting to e-Dhara, the land records computerization project.
- (ii). These e-Gram Centres have also led to large scale training and capacity building in the PRI's by using Voice and Video capabilities of the network connectivity. The network architecture of the project has been depicted below:

Network Architecture of eGCI Project Service Provider : Airtel



6.3.8 Services for Rural Citizens

Currently, a large number of services are being delivered at the Panchayat level and they are all being done manually making it an inefficient and cumbersome process causing harassment to the citizens and making it impossible to measure the quality or standard of services and effective supervision.

It is proposed that with the setting up of e-Gram centres, various services currently being discharged manually can be delivered electronically.

Department	Sr. No.	Service
Rural Department	1	Application for Registration of Births (Rural)/Issuance of Birth Certificate
	2	Application for Registration of Deaths (Rural)/Issuance of Death Certificate
	3	Information regarding the works, activities and

Department	Sr. No.	Service
		schemes implemented by panchayat
	4.	To make available the copy of any of the gram panchayat documents
	5	Registration of Houses through Indira Awas Yojana
	6	National Rural Employment Generation Scheme (NREGA)
	7	Swarnjayati Gram Swarozgar Yojana (SGSY)/ Self Help Group
	8	Rajiv Kalyan Yojana (RKY)
Rural Department Department of Social Security, Woman and Child Development	9	Application for handicap Pension
		Application for Widow Pension
		Registration / Application for old age / kisan pension scheme
		Application for Old Age Pension
		Indira Gandhi Old Age Pension Scheme (IGOAPS)
		Indira Gandhi Widow Pension Scheme (IGWPS)
		Indira Gandhi Disabled Person Pension Scheme (IGDPPS)

Department	Sr. No.	Service
Food and Supply Department	10	Issuance of Ration Card
Administrative Reforms	11	RTI Applications for all Panchayati Raj information
Education Department	12	Sarva Shiksha Abhiyan
	13	Mid Day Meal Scheme
Drinking and Water Supply	14	Accelerated Rural Water Supply Programme
Department of Sports	15	Panchayat Yuva Krida Aur Khel Abhiyan (PYKKA)
New Services, which can be added	1	Grievance Handling Filing and Tracking of Grievances
	2	Medium of Social change: a) Nasha Mukti Kendra b) Awareness of foeticide
	3	Monitoring of Schemes of different departments
	4	Formation of Single Window System and Information Centre at Gram Level

6.4 Implementation Modalities

- 6.4.1 It is proposed that the twin initiatives of urban civic centres and e-Gram centres are owned by the department of local government and department of rural development respectively. Suitable functional and autonomous organizations within these departments can be

identified or a special purpose vehicle formulated to carry forward the implementation of these initiatives. Similarly, for community Policing Suvidha Centre and Police Station Outreach Centre, police department pilot the proposals.

6.4.2 The Government to set up a sub-committee to assist the Chief Secretary's empowered committee to:

- (i). finalize proposals including putting in place infrastructure for urban civic centres, e-Gram centres, Community Policing Suvidha Centres, Police Station Outreach Centres;
- (ii). expedite back end reforms;
- (iii). plan for technological support (both hardware and software);

The first phase should be completed before the closing of current financial year.

Chapter 7 Combating Female Foeticide³

7.1 Introduction

7.1.1 The alarm calls over the adverse child sex ratio in Punjab are being heard since the 2001 Census. Child Sex ratio of 793 provided visibility to what was common practice - sex determined pregnancies. The data created a fear that the girl child in Punjab is becoming an endangered species, due to the rampant misuse of the preconception and pre-natal diagnostic tests. These advances in science have allowed parents to choose the sex of their impending progeny - in a patriarchally steeped cultural milieu, the choice is a foregone conclusion - a male child.

7.1.2 The statistics are indeed worrisome: According to the 2001 Census:

- While it is every 29th girl child in India, in Punjab, it is every 5th girl who is missing from birth.
- In other words, for every 1000 girls, as many as 14 are lost in the All-India average while in Punjab as many as 211 in every 1000 are lost.
- In India, 4 percent of the female fetuses are dropped, in China 12 percent and in Punjab 21 percent get dropped during pregnancy.
- Out of the 15 districts in the country with the most unfavourable child sex ratio, 10 are in Punjab, the other 5 in the neighbouring Haryana. No district in these States crosses the 6th percentile rank, with the lowest child sex ratio in the country recorded in Fatehgarh Sahib (Punjab) is 754.

A disaggregate analysis is further perturbing:

- The practice of female foeticide continues to be widespread - in 2002, every 5th household acknowledged undergoing foeticide. The fear of the enforcement machinery decreased the acknowledgement if not the practice. In 2006, every 7th household revealed having undergone female foeticide. The numbers of female foeticide could vary from a single instance to the more common 3, to as many as 14 abortions.
- 48.2 percent of Punjab's women feel there is no harm in female foeticide.
- 'A male child is our need, a Gods gift' that is the voice of 89 percent in Punjab (2006)

³ This is an abstract of the paper prepared by Dr. Rainuka Dagar, Director (Research), Institute for Development and Communication, Chandigarh. For a detailed paper, please refer to website: www.idcindia.org

- Of concern is the fact that female foeticide is practiced most by the educated, legally informed, people with means, by the Sikh peasantry and cuts across the rural and urban divide.
- In 1995, female foeticide was widely practised. According to an IDC Study, male-determined pregnancies increased with the order of births. Thus, in rural areas, 87 percent of the third pregnancies in the upper strata were confirmed male fetuses. In Urban areas, it was higher with 95 percent of the upper income women carrying their third pregnancy reporting a confirmed male fetus.
- Use of sex determination tests was mentioned by 26.8 percent in 2006 with the urban areas reporting a marginally higher figure of 28.1 percent in comparison to 26.4 in the rural areas.
- 10.5 percent of the upper income, 16.8 percent middle income, 9.6 percent lower income groups acknowledged undergoing female foeticide.
- Field Studies reveal that the more educated resort to higher use of sex determination tests.

7.1.3 The above statistics belie the hectic efforts of policy makers, activists and the government machinery to check gender violence. There is an intense public engagement on this issue. In fact, it has generated attention and activity across the spectrum of 'do gooders'. In 2004, a national paper reflected the bustle on the issue with its coverage occurring 147 days in the year. There is no forum in which this concern has not been articulated - it is widely debated in the educational institutions, showcased in cultural spaces with Lohri being celebrated for the girl child by the government functionaries and heard in vernacular music. It forms the content of intense deliberations in government and donor organisations, is a life force for many NGOs, has raised ethical issues in medical associations, is a spearhead activity of the women's forums and even the religious clergy pronounced an edict against female foeticide. While the issue has found mention in the manifestos of political parties, interest groups are yet to consolidate and shape the political agenda on the life and death of the girl child.

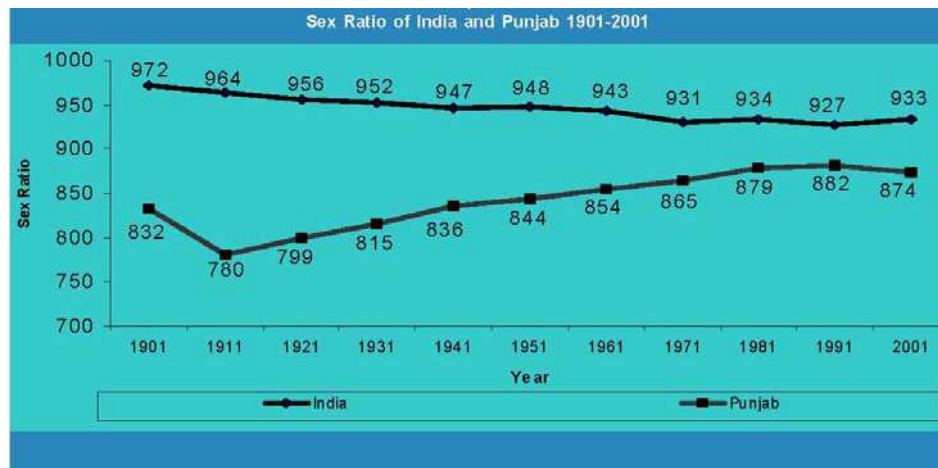
7.2 The Phenomenon of Missing Females: Unveiling Its Legacy In Punjab

7.2.1 Sex Ratios: A Historical View

The adverse sex ratio in Punjab is not recent. In fact, from the time Census figures are available, i.e. 1881, Punjab has had the dubious distinction of being the Indian state with the

most negative sex ratio until 1971. It now continues to be among the states with a high imbalance in the male and female numbers (See graph 1).

Graph 1



The historically adverse sex ratio testifies to the persistent unfavourable condition of women in Punjab. The lack of technology has never hindered the disposal of unwanted females. At the turn of the century, it was female infanticide that was practised in Punjab⁴.

Historically, Punjab has had fewer women than was biologically designated. In 1901, the sex ratio was 832, while the Indian average was 972. Certain factors in Punjab were more predisposing in their influence on these numbers, than they were in the rest of India. In fact, among the states, Punjab represented the worst conditions for female survival.

7.2.2 Regional Sex Ratios: Cultural Specificities

Besides the variations in the sex ratio among child age groups, regional variations in the sex ratio reflect social impediments to the natural sex ratio. While the 2001 sex ratio of Punjab is among the lowest in the country, large variations within the districts exist. Ludhiana, with 824, has the lowest female representation while Hoshiarpur with 935 has the most favourable sex ratio. The map provides a visual display of areas (demarcated in tehsils) reflecting different ranges of sex ratio. These areas show a consistency in the sex ratio over the years.

⁴ Gupta, Jyotsana Agnihotri. 2000. *New Reproductive Technologies, Women's Health and Autonomy : Freedom or Dependency*. New Delhi : Sage publication, pp. 530-531

A look at the patterns of sex ratio over the century reveals that there has been a historical consistency among the regions with regard to sex ratio (Seen Graph 2 in Annexure to Chapter 7).

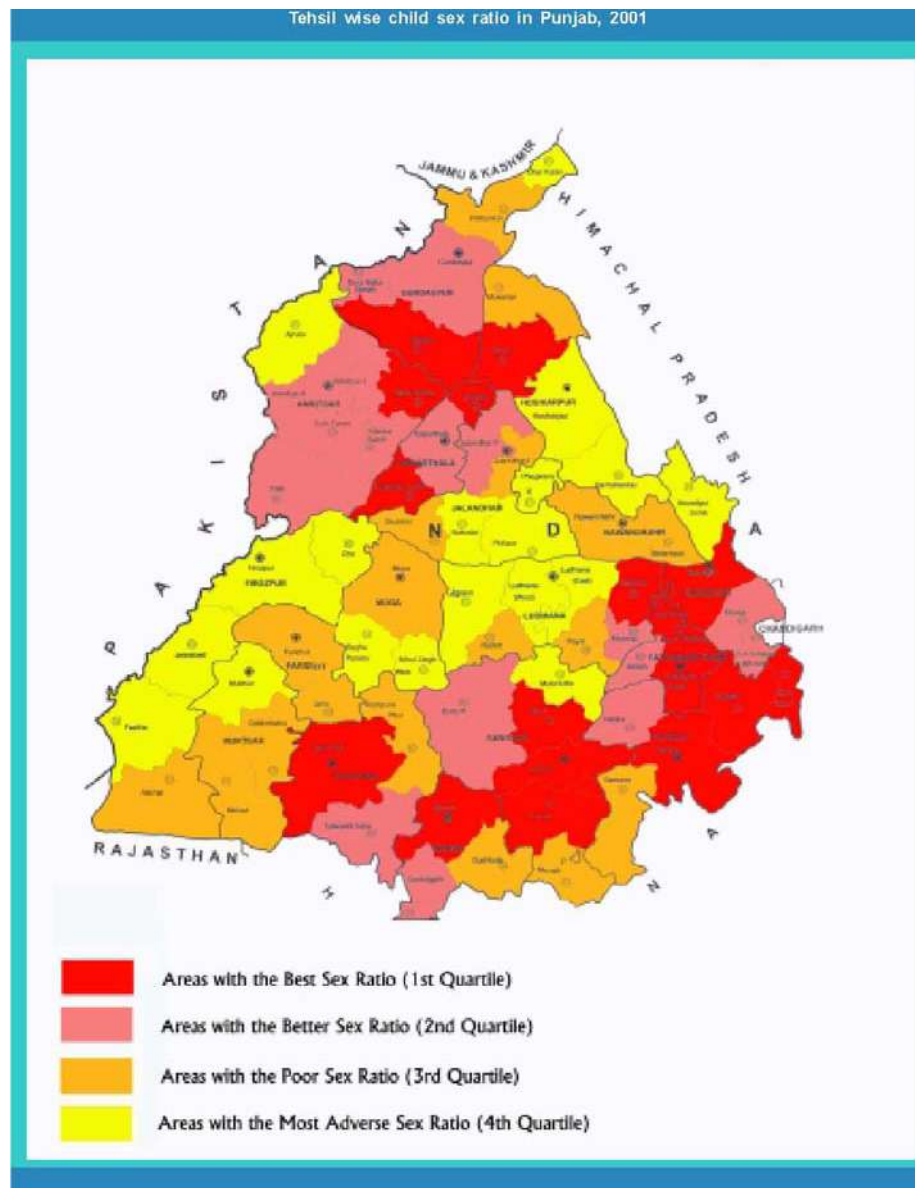
Malwa, which is characterised as a feudal region that experienced agricultural development rather later, has the poorest sex ratio. In fact, historically, the districts of Ropar, Fatehgarh Sahib and Ludhiana share the lowest sex ratio. In contrast, the Doaba region has had the most favourable sex ratio, always above the state average. Hoshiarpur, in particular, has the highest sex ratio. The Majha region comprising Gurdaspur and Amritsar has had sex ratios hovering around the state average. While the sex ratio is a cumulative indicator of women's placement over time, the child sex ratio is indicative of the trends in improvement or deterioration of the status of women.

An analysis of the sex ratio and child sex ratio reveals a distinct pattern based on cultural zones of Punjab. Districts in the zone of Malwa, namely Bathinda, Sangrur, Fatehgarh Sahib, Patiala as also Ropar and pockets of the Majha region have the most adverse sex ratio as well as an adverse child sex ratio in 2001. Interestingly, in most of these districts (Fatehgarh Sahib, Patiala, Sangrur and Ropar) the decline is far greater in the rural child sex ratio (see Map 1).

What is revealing is that the districts with the lowest sex ratio and the lowest child sex ratio are also the districts which have witnessed the largest decline in child sex ratio since 1991. These areas represent the most hostile conditions for women. It is perhaps here that pre-natal diagnostic techniques have been misused the most. Ludhiana is the only exception. While it has the most adverse sex ratio of 824 in the state, it has not had that significant a decline in the child sex ratio in comparison with Punjab as a whole. Perhaps, the low sex ratio is caused by single male migration to this industrial centre.

The historical-regional consistency now seems on the verge of a change. Gurdaspur and Amritsar in Majha and Kapurthala in Doaba are districts with the highest decline in the child sex ratio. In fact, the map depicting the 0-6 child sex ratio according to tehsils shows that areas of Gurdaspur, Amritsar, Hoshiarpur and apurthala is among the worst in the state.

Map 1

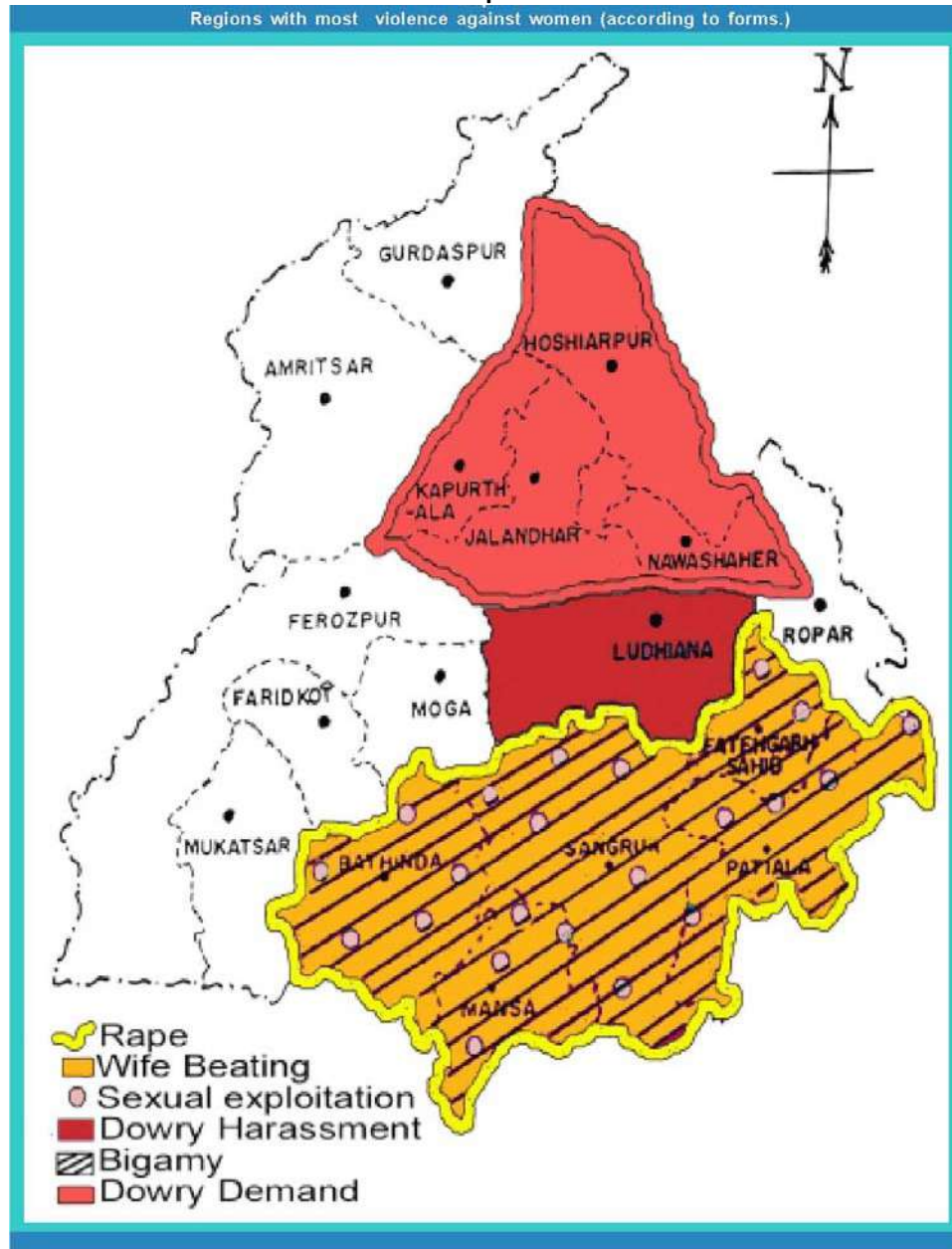


7.2.3 A Composite Picture: A Life Cycle of Gender Differentiation

An analysis of the extent of gender violence in Punjab reveals that women in the entire life cycle face one or the other form of gender violence. Punjab has been witnessing an increase in the number of atrocities. For instance, reported dowry deaths rose from 51 to 153 during the period 1991-2005 - an increase of 200 percent. The figures of dowry harassment are even more alarming and reflect an increase of more than 3000 percent in the same period

while the number of cases increased from 11 to 378. In 2001, reported cases had reached 1110. Molestation cases have registered an even higher increase.

Map 2



But these are only the reported figures. Victimology surveys in gender shows that the proportion of reported to unreported cases is high though it varies in the form of violence. Thus, for every reported case of dowry harassment, 299 went unreported, for dowry deaths,

reporting is higher with 27 deaths going unreported for every registered dowry death⁵. In a study in 2001, every 4th household in Punjab faces dowry demand and every 28th household has mentioned dowry harassment⁶. In fact, the entire life cycle of women continues to be fraught with physical violence. Life stages of birth, marriage and post-marriage give rise to distinctive forms that are systemic in the form of abuse of the female. The female faces deprivation in terms of foeticide prior to birth, dowry and associated abuse connected with marriage while wife beating and subjugation can be a constant companion after marriage. Sexual abuse, however defies its inception according to the life stage retaining flexibility to cause disruption of the female body and gender at any age. In keeping with the adverse conditions for women, the regional specificities in terms of sex ratio and child ratio reflect similar trends in other forms of violence against women. Malwa was found to have the maximum cases of rape, wife beating, sexual exploitation and bigamy (See map - 2).

7.3 Framework of Interventions and Recommendations

7.3.1 Institutional Framework

- Social Security and Women and Child Development Department to be made nodal department.
- A Programme Management Cell to be constituted. Programme Management Cell be guided by a Governing Board with Chief Secretary as a Chairperson with the following members:
Member Secretary: Secretary of Women and Child Department
Members: Secretaries of Health, Education
Rural Development
Welfare of Scheduled Castes and Backward Classes
Labour and Employment
Human Development
Planning Department
- The Project Management Cell should be headed by a dedicated officer of IAS or PCS cadre.

⁵ Kumar P. and Dagar R. Atrocities Against Women, IDC

⁶ Dagar, Rainuka. 2001. *Combating Violence Against Women in Punjab*. Chandigarh: Institute for Development and Communication.

- This cell should provide for policy guidelines, capacity building, strengthening systems of planning, management and inter-departmental co-ordination.
- Operationalise an action plan to target cultural neglect, female foeticide and infanticide to address the declining child sex ratio.

7.3.2 Tracking a Girl Child through Life Cycle

- There is a need to track a girl through her life cycle. It is not merely female foeticide, but also discrimination in the health and education spheres which add to the female child mortality. A disaggregate analysis that studies the gender gap in infant mortality, discrimination in health care and field data suggest that females continue to suffer cultural neglect at each stage. According to the sample registration system data from 2001 to 2005, more female infants than males are dying each year, in both rural and urban Punjab. Data from the Health Department for the number of girls by below 14 years admitted in PHCs in a five-month period in end 2002 also reveals that lesser girls are admitted but the percentage of girl deaths is double that of boys. To state an example of neglect - a premature girl child needed to be kept in an incubator that would have cost Rs. 25,000/-. The family decided that this amount could be better utilised as a fixed deposit for her dowry, if she survived without medical care. The baby was not provided the needed medical attention and died.

Recommendations

- **Regulating the health delivery system:** To fix the targets for reducing maternal mortality and provide promotional incentive of Rs. 1000/- to pregnant mothers belonging to BPL families from three months pregnancy to three months post-pregnancy. To gear the health delivery system to oversee the enactment of PC-PNDT Act within the health delivery circles i.e. from the supply side instead of regulating or tracking the demand side.
- **Tracking a girl through her life cycle** from birth to death, including sphere of health, education, skills and atrocities against women. The existing schemes may be restructured to cover her life cycle. The Commission is of the view that the Government may deposit Rs. 5000/- per girl child for first three years.
 - (a) To check cultural neglect, a girl child family must be given incentive of Rs. 1200/- every year for first five years.

(b) And thereafter it should be linked with education:

- On admission in Class – 1 (Age 6 years) – Rs. 2100/-
- On admission in Class – 6 (Age 11 years to 17th) – Rs. 2400/- p.a.
- On admission in Class – XII (Age 18 years) – Rs. 11000/-
- Girl attaining the age of 21 years – Rs. 50000/-
- A package of schemes at the village level ranging from recognition of families – conducting marriages without dowry exchange and imparted technical degrees to daughters belonging to families with only girl children.

7.3.3 Combating Violence Against Women

An analysis of the extent of gender violence in Punjab reveals that women in the entire life cycle face one or the other form of gender violence. Punjab has been witnessing an increase in the number of atrocities. For instance, reported dowry deaths rose from 51 to 153 during the period 1991-2005 - an increase of 200 percent. The figures of dowry harassment are even more alarming and reflect an increase of more than 3000 percent in the same period while the number of cases increased from 11 to 378. In 2001, reported cases had reached 1110. Molestation cases have registered an even higher increase.

Recommendations

- There is a need to formulate strategies inclusive of legal awareness, counselling, incentives and strict enforcement of laws. For instance, preventive and enforcement strategy must be formulated addressing moderate and extreme forms of violence ranging from dowry exchange, dowry harassment to dowry death.
- For preventing dowry exchange, a village level scheme to be formulated to honour those who have married without dowry. To check dowry harassment an institutionalised counselling centre to be set up in CPRCs in partnership with the police and community.
- Similarly, a multi-pronged strategy for eve-teasing, molestation and rape should be formed. A special drive to register cases of eve-teasing and molestation be initiated build deterrence in the long run.
- A special training to be imparted to act as a counsellor with a rape victim rather than investigator.

7.3.4 Deinstitutionalizing male preference: The underlying theme to promote gender justice would involve turning the girl into an asset from a perceived liability. The social structure promoting male child preference would need to be addressed.

Recommendations

- As a short-term measure, a pension scheme for parents of girl children should be started. It is proposed that in the existing old age pension scheme the age limit in case of parents of one or two girl children only may be relaxed to 50 years.
- Similarly, for transferring of property in the name of women, concession in registration fees may be enhanced.

7.3.5 Capacity building: encouraging women as productive earners: Draw a strategy for economic activities for SHGs and women's groups including linking financial organizations, demands of the private sector while arranging technical assistance.

7.3.6 Departments: To prepare an action plan as per the guidelines and life cycle approach (see illustration).

ACTION PLAN OPERATIVES FOR DELIVERABLES (Department wise)

1. Regulation and enforcement of PC-PNDT Act.

Life Stages: Pre-birth	0 – 3	3 – 6	6 – 18	18+
Department: Department of Health				
<ul style="list-style-type: none"> Tracking of child on health, immunisation parameters and provide scheme to improve health of undernourished, regular health check-up of undernourished 				
<input type="checkbox"/> PC&PNDT Act <ul style="list-style-type: none"> Target supply side of sex selective technologies Social and community policing to be deployed to control clients use of sex selective technologies Social fencing to check supply nexus for sex selective methods 		<ul style="list-style-type: none"> Incentive schemes on birth of girl child for lower income groups Social recognition to parents on birth of girl child 		

Life Stages: Pre-birth	0 – 3	3 – 6	6 – 18	18+
Others: Legal literacy on PC-PNDT Act				
Department: Department of Social and Security and Women and Child Development				
<ul style="list-style-type: none"> Promotional incentive of Rs. 1,000/- to pregnant mothers from 3 months pregnancy to 3 months post-pregnancy 				
	<ul style="list-style-type: none"> NT (D) 1/ (i) Nutrition (ICDS 50:50) - Strengthen ICDS component to gender gap in immunisation, nutritional intake and safeguarding health of malnourished and sick children SW 3.5 Kanya Jagriti Jyoti scheme social security to the girl child Balika Samridhi yojana 			
<ul style="list-style-type: none"> Social and community policing to check use of sex selective technologies Social fencing to check cultural practices where male child preference is enacted 				
Department: Department of Education				
				<ul style="list-style-type: none"> Legal literacy in schools and colleges regarding PC&PNDT Act, Dowry Act, Protection Against Domestic Violence Act, Sexual Harassment at workplace, rape, molestation laws etc. Social policing to check violence against women –

Life Stages: Pre-birth	0 – 3	3 – 6	6 – 18	18+
				dowry, sexual harassment

2. Schemes and incentives

Life Stages: Pre-birth	0 – 3	3 – 6	6 – 18	18+
Department: Department of Education				
		<ul style="list-style-type: none"> EDE 2 /ED 1.7 Sarv Shiksha Abhiyan (50:50) 		<ul style="list-style-type: none"> Promotional schemes for higher education Recognition to families that have not taken dowry in marriage
Department: Department of Women and Child Development				
			<ul style="list-style-type: none"> NT (D) 2/ (iii) Nutrition (Kishori Shakti Yojana) (50:50) NT(D)3/(iv) Nutrition (under nourished adolescents girls – ACA) 	
Others: SWW (D) 1/SW 12.1 Financial assistance to widows and destitute women				
Department: Department of Welfare of SCs/BCs				
			<ul style="list-style-type: none"> SCE (D) 2 /SC 2.12 Attendance Scholarship to SC primary girl students 	<ul style="list-style-type: none"> SCE(S) 1/ SC 2.2 Hostels for boys/girls in schools/colleges state share. (CSS: 50:50) SCE (S) 2 /SC 2.15 Construction of Hostels for OBC boys and girls in School and Colleges (CSS: 50:50) SCE (S) 4/ SC 2.14 Free text books to S.C girl students studying in 10+1 and 10+2 (SC girls living below

Life Stages: Pre-birth	0 – 3	3 – 6	6 – 18	18+
				poverty line) • SCOP (D) 1/SC 4.7/4.8 Ashirwad to SC/Christian Girls and daughters of Widows at the time of their marriages (Replaced of Shagun Scheme)
Department: Department of health				
Others: DHS 8/ PH 7.31 Balri Rakshak Yojna				
Department: All Departments (Examples from Haryana)				
Others: <ul style="list-style-type: none"> • Incentives to promote importance to women = 2 percent less duty on property registration • Loans in less rate if property in women's name 				

3. Capacity building and income generation for women

Life Stages: Pre-birth	0 – 3	3 – 6	6 – 18	18+
Department: Department of Health				
	<ul style="list-style-type: none"> • Awareness generation on health care of girl child in poorer communities • Use RMP/Dai – household nexus to provide health services through incentives to Dai and RMP 			
Department: Department of Labour and Employment Department				
		<ul style="list-style-type: none"> • LW 6: Rehabilitation of girl child labour by giving them incentives in Education from Ist Standard (New Scheme) 	<ul style="list-style-type: none"> • LW 5: Education Incentives to the Female Child Labour after 5th Standard (New scheme) 	<ul style="list-style-type: none"> • Schemes providing skills • Schemes for income generation activities
Department: Department of Rural Development				
Others: RDS(D)-1/CD 1.11 Swaran Jayanti Gram Swa-Rozgar Yojana (CS:SS) (75:25)				
Department: Department of Women and Child Development				

				<ul style="list-style-type: none"> • SWW (S) 2-Empowerment of Women- Mahila Jagriti Yojana • CS-2 Swayam Sidha Scheme (100% Centrally Sponsored)
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4. Awareness generation and mobilisation

Life Stages: Pre-birth	0 – 3	3 – 6	6 – 18	18+
Department: Department of Education				
				<ul style="list-style-type: none"> • Provision of safeguards to protect young girls
Department: Department of Women and Child Development				
<ul style="list-style-type: none"> • SWW(S)1/SW 3.14 Awareness programme for improving adverse sex ratio 				
Department: Department of Health				
<ul style="list-style-type: none"> • SWW(S)1/SW 3.14 Awareness programme for improving adverse sex ratio 				

Building Support or Change

The strategy envisages that grassroot organisations, support structures such as panchayats, mahila mandals and local NGOs would be the forefront vehicle for implementing the strategy. There is need for sensitising these agents of change and to provide them with certain infrastructure facilities and resources to enable successful intervention. For instance, provision of resource material and training would be a prerequisite. Skills pertaining to community mobilisation, a PRA, networking, besides conversance with the law, judicial and administrative functioning will be necessary.

Supporting change

Creating networks for support structures, line departments, teachers and religious leaders will initiate an environment for the implementation of strategies. For instance, creation of support

networks among the NGOs and line departments. Different support structures can be provided with a list of addresses describing the resources, the NGOs or line departments provide. For instance, one NGO can be specialising in providing legal literacy, another in micro enterprises, while the women's cell can provide a one-window grievance redressal facility to the victims. Thus such support networks will link the services to the panchayats giving information about whom to approach for additional information.

Box 1

Gendered Community policing

The Punjab Police has taken certain initiatives to combat violence against women. Their approach is based on creating partnerships with the people in the community, as also with the support structures. The aim is not only to spread awareness, but also to bridge the access of the community to the police and incorporates the following issues:

Gendered community policing is aimed at:

Incorporating a victimology perspective

Victim-blaming targets the victim for the violation of rights or the abuse. Women

victims are perceived as having provoked the abuse. Therefore, they are treated as abettors to the crime, rather than as victims.

Initiating gender justice rather than equality for women

Promotion of women's rights in the equality frame is rebounding on women. Equal rights to property are decried in the face of dowry. Equal remuneration for equal work does not lead to equal outcomes. Positive discrimination such as maternity benefits is an increased labour cost. Therefore, sensitisation to gender justice is a priori to legal intervention.

SUSTAINING CHANGE

Area wise networking within different sections of the community such as the youth, parents, religious leaders, government departments such as hospitals, or service providers like doctors and ANMs, and teachers from schools and colleges will help sustain the programme, whereby relevant information can be reinforced from different sections and broad base the area of intervention.

The programme perspective needs to incorporate support structures of the community such as family elders, youth leaders, affiliation of groups such as sports clubs, religious organisations, industry etc. since the target group does not exist in isolation.

The social context includes the family, the community, schools, the media and extends to cover government policies and legalities. The support structures provide not only protection from risk behaviour such as alcoholism or prostitution but also help in promoting empowerment.

Sustaining change involving community	
Goal	Strategy (Directed at community)
Initiating Gender sensitisation	<ul style="list-style-type: none"> • Generating awareness regarding a biased gender system • Awareness regarding gender violence • Initiate discussions regarding gender practices that are discriminatory.
Supplementing resources	<ul style="list-style-type: none"> • Involving NGOs and government departments (such as the police) • Generating material and financial resources (local newspapers can carry information, advertise about skills being provided)
Developing skills within the community	<ul style="list-style-type: none"> • Communication skills to especially encourage interaction with the young women victims and other vulnerable to gender abuse • Initiating income generating ventures • Providing productive skills • Encouraging decision making
Enlarging scope of activities	<ul style="list-style-type: none"> • Community mobilization to spread activities
Building pressure groups	<ul style="list-style-type: none"> • Questioning legal measures and policies that are not conducive to gender justice. • Questioning cultural norms which promote the existing gender system, or impinge on

	democratic norms, Challenging existing gender hierarchies.
Creating environment supporting gender just practices	<ul style="list-style-type: none">• Creating pressure groups by involving NGOs, farmer lobbies, teachers, opinion making sections.
Bridging other target groups and population	<ul style="list-style-type: none">• Within the community increase interaction of community leaders, religious leaders, school authorities, NGOs, the media.

Importantly, the target locale in which the groups are contextualized may also need to be provided with skills such as income generation to combat poverty, health facilities, communication skills etc. Developing skills within the community promotes an environment conducive to empowerment and gender sensitization.