## Administrative Reforms Commission's 1<sup>st</sup> Report titled 'Right to Information – Master Key to Good Governance'

## <u>Details of the Government's decisions on the recommendations</u> <u>of the Administrative Reforms Commission</u>

SI. No.	Recommendations made by Administrative Reforms Commission (ARC)	Government's Decision
	1. The Official Secrets Act (Para 2.2.12):	
1.	(a) The Official Secrets Act, 1923 should be repealed, and substituted by a chapter in the National Security Act, containing provisions relating to official secrets.(1)	(a) The recommendation has not been accepted. OSA is the only law to deal with the cases of espionage, wrongful possession and communication of sensitive information detrimental to the security of the State. This law has stood the test of time and has a very high conviction rate.
		The National Security Act (NSA) provides for preventive powers to deal with likely threats to maintenance of public order and security of the country, maintenance of essential services etc. It provides for preventive detention but does not define any substantive offence. On the other hand, the OSA is a substantive law.
2.	(b) The equivalent of the existing Section 5, in the new law may be on the lines recommended by the Shourie Committee as quoted below:  "5(1) If any person, having in his possession or control any official secret which has come into his possession or control by virtue of: (b1)his holding or having held an office with or under government, or (b2) a contract with the government, or (b3) it being entrusted to him in confidence by another person holding or having held an office under or with the government, or in any other manner, i. communicates, without due authority such official secret to another person or uses it for a purpose other than a purpose for which he is permitted to use it under any law for the time being in force; or ii. fails to take reasonable care of, or so conducts himself as to endanger the safety of	(b) The recommendation has been accepted. MHA will come up with a legislation after due consultations.

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	the official secret; or iii. wilfully fails to return the official secret when it is his duty to return it, shall be guilty of an offence under this section. 5(2) Any person voluntarily receiving any official secret knowing or having reasonable ground to believe, at the time he receives it, that the official secret is communicated in contravention of this Act, he shall be guilty of an offence under this section. 5(3) A person guilty of an offence under this section shall be punishable with imprisonment for a term which may extend to three years or with fine or with both. Explanation: For the purpose of this section, 'Official Secret' means any information the disclosure of which is likely to prejudicially affect the sovereignty and integrity of India, the security of State, friendly relations with foreign states, economic, commercial, scientific and technological matters relating to national security and includes: any secret code, password, sketch plan, model, article, note or document in relation to a prohibited place."(2)	
3.	2. Governmental Privilege in Evidence (Para 2.3.8)  (a) Section 123 of the Indian Evidence Act, 1872 should be amended to read as follows: (1) "123.(1)Subject to the provisions of this section, no one shall be permitted to give any evidence derived from official records which are exempt from public disclosure under the RTI Act, 2005. (2) Where he withholds such permission, he shall make an affidavit containing a statement to that effect and setting forth his reasons therefor (3) Where such officer has withheld permission for the giving of such evidence, the Court, after considering the affidavit or further affidavit, and if it so thinks fit, after examining such officer or, in appropriate cases, the Minister, orally: a) shall issue a summons for the production of the unpublished official records concerned, if such summons has not already been issued	(a) The recommendation has not been accepted. Amendments are not necessary as there is a specific provision under Section 22 of the RTI Act to this effect.

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No.	b) shall inspect the records in chambers; and c) shall determine the question whether the giving of such evidence would or would not be injurious to public interest, recording its reasons therefor.  (4) Where, under sub-section (3), the Court decides that the giving of such evidence would not be injurious to public interest, the provisions of subsection  (1) shall not apply to such evidence.  Provided that in respect of information classified as Top Secret for reasons of national security, only the High Court shall have the power to order production of the records."  Section 124 of the Indian Evidence Act will become redundant on account of the above and will have to be repealed.  Accordingly, the following will have to be inserted at the appropriate place in the Code of Civil Procedure, 1908 and the Code of Criminal Procedure, 1973:  "Any person aggrieved by the decision of any Court subordinate to the High Court rejecting a claim for privilege made under section 123 of the Indian Evidence Act, 1872 shall have a right to appeal to the High Court against such decision, and such appeal may be filed notwithstanding the fact that the proceeding in which the decision was pronounced by the Court is still pending."(3)	
4.	<ul><li>3. The Oath of Secrecy (Para 2.4.4)</li><li>(a) As an affirmation of the importance of</li></ul>	(a) & (b): The recommendations were not
5	transparency in public affairs, Ministers on assumption of office may take an oath of transparency alongwith the oath of office and the requirement of administering the oath of secrecy should be dispensed with. Articles 75(4) and 164 (3), and the Third Schedule should be suitably amended. (4)	accepted because in spite of the RTI Act, a Union Minister will be required to maintain official secrets.
5.	(b) Safeguard against disclosure of information against the national interest may be provided through written undertaking by incorporation of a clause in the national security law dealing with official secrets.(5)	

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	4. Exempted organizations (Para 2.5.6)	
6.	(a) The Armed Forces should be included in the Second Schedule of the Act.(6)	(a) The recommendation has not been accepted. However, Defence Ministry may like to bring a comprehensive proposal for consideration.
7.	(b) The Second Schedule of the Act may be reviewed periodically.(7)	(b) The recommendation has been accepted.
8.	(c) All organizations listed in the Second Schedule have to appoint PIOs. Appeals against orders of PIOs should lie with CIC/SICs. (This provision can be made by way of removal of difficulties under section 30)(8)  5. The Central Civil Services (Conduct)	
	Rules (Para 3.1.4)	
9.	<ul> <li>(a) Civil Services Rules of all States may be reworded on the following lines:</li> <li>"Communication of Official Information:</li> <li>Every Government servant shall, in performance of his duties in good faith, communicate to a member of public or any organisation full and accurate information, which can be disclosed under the Right to Information Act, 2005.</li> <li>Explanation – Nothing in this rule shall be construed as permitting communication of classified information in an unauthorised manner or for improper gains to a Government servant or others.(9)</li> <li>6. The Manual of Office Procedure (Para</li> </ul>	accepted.
	3.2.3)	
10.	(a) Para 116 of the Manual of Office Procedure, needs to be reworded as follows: "Communication of Official Information: Every Government Servant shall, in performance of his duties in good faith, communicate to a member of public or any organization full and accurate information, which can be disclosed under the Right to Information Act. (Nothing stated above shall be construed as permitting	(a) The recommendation has been accepted.

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	communication of classified information in an unauthorized manner or for improper gains to a Government Servant or others)."(10)	
11.	(b) Para 118 (1) should be deleted.(11)	(b) The recommendation has not been accepted. (This para in the Manual of Office Procedure is about treating the notes portion of a file as confidential).
12.	(c)The State Governments may be advised to carry out similar amendments in their Manuals, if such provisions exist therein (12)  7. Classification of Information (Para 4.1.8)	(c) The recommendation has been accepted.
13.	(a) The GOI should amend the Manual of Departmental Security Instructions in the following manner:  (i) Information Deserving Classification (Para 3) It would be advisable for each Ministry/Department to identify the information, which deserves to be given a security classification. Ordinarily, only such information should be given a security classification which would qualify for exemption from disclosure under the Right to Information Act, 2005. The Classification of documents should be done as per the following guidelines.  Section of the RTI Act to which Classification information pertains  8(1)(a) Top Secret 8(1)(b) Confidential 8(1)(c) Confidential 8(1)(f) Secret 8(1)(g) Top Secret/Secret 8(1)(g) Top Secret/Secret 8(1)(h) Secret/Confidential 8(1)(j) Confidential/restricted 9 Confidential/restricted Explanation: The above-mentioned classification should be generally followed. It is quite possible that information may be covered by more than one exemption; in that case the information should be given the classification of the higher category. Also if it	accepted with modifications and it was noted that it was not possible to classify documents on the basis of various Sections of the RTI Act. However, the first para of the existing para 3 of the Manual of Department Security Instructions might be amended by incorporating the following in the existing provisions:  "It would be for each Ministry/Department

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	is felt by the competent authority that	
	circumstances of a case demand a higher	
	classification than what is indicated above,	
	then the same may be done by an authority,	
	which is empowered to give such a	
	classification	
	Provision should be made to include annual	
	confidential reports of officers and	
	examination question papers and related	
	matters in the exemptions under the RTI Act.	
	This may be done by way of removal of	
	difficulties under Section 30.	
	(ii) Upgrading and Downgrading (Para 2.3)	
	Documents once classified as "Top Secret" or	
	"Secret", should remain so classified as long	
	as required but not exceeding 30 years. Documents classified as confidential and	
	restricted should remain so for a period not exceeding 10 years. However, the competent	
	classifying officer may, for reasons to be	
	recorded in writing, authorise continued	
	classification beyond the period prescribed	
	above if information, the disclosure of which	
	would cause damage to national security or	
	national interest. A recipient officer of	
	appropriate rank in a Ministry or Department	
	may upgrade the security classification of a	
	document received from outside, but this	
	raised classification will be limited only to the	
	Ministry or Department. (S)He will, however,	
	have no authority to downgrade the security	
	classification of a document received, without	
	the concurrence of the originator. Within the	
	same Department, an officer superior to the	
	originator would have the authority to	
	downgrade or upgrade the classification.	
	(iii) Officer Authorised to Accord the Grading:	
	Top Secret Not below Joint Secretary	
	Secret Not below Deputy Secretary	
	Confidential Not below Under Secretary	
	The State Governments may authorise	
	officers of equivalent rank to accord the	
	grading.(13)	
	8. Building Institutions (Para 5.2.5)	
14.	(a) Section 12 of the Act may be amended to	(a) The recommendation has not been
	constitute the Selection Committee of CIC	accepted as the existing provision in the
	with the Prime Minister, Leader of the	Act has no infirmity and that it should
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	Opposition and the Chief Justice of India. Section 15 may be similarly amended to constitute the Selection Committee at the State level with the Chief Minister, Leader of the Opposition and the Chief Justice of the High Court. (14)	continue.
15.	(b) The GOI should ensure the constitution of SICs in all States within 3 months.(15)	(b) The recommendation has been accepted.
16.	(c) The CIC should establish 4 regional offices of CIC with a Commissioner heading each. Similarly regional offices of SICs should be established in larger States.(16)	(c) The recommendation has not been accepted as it involves huge financial implications and does not appear to serve any purpose.
17.	(d) At least half of the members of the Information Commissions should be drawn from non civil services background. Such a provision may be made in the Rules under the Act, by the Union Government, applicable to both CIC and SICs.(17)	(d) The recommendation has not been accepted as the Act provides that persons of eminence in public life with wide knowledge and experience in different fields might be appointed to the post of Chief Information Commissioner / Information Commissioners.
	9. Designating Information Officers and Appellate Authorities (Para 5.3.4)	
18.	(i) All Ministries/ Departments / Agencies / Offices with more than one PIO have to designate a nodal Assistant Public Information Officer with the authority to receive requests for information on behalf of all PIOs. Such a provision should be incorporated in the Rules by appropriate governments.(18)	(i) The recommendation has not been accepted as the provisions regarding receiving applications under the Act are adequate and that there is no need to make any rules as recommended by the Commission. However, it has been decided that executive instructions could be issued requesting the public authorities to specify a central point where all the RTI applications could be deposited/received.
19.	(ii) PIOs in Central Secretariats should be of the level of atleast Deputy Secretary /Director. In State Secretariats officers of similar rank should be notified as PIOs. In all subordinate agencies and departments officers sufficiently senior in rank and yet accessible to public may be designated as PIOs.(19)	(ii) The recommendation has not been accepted as the Act does not prescribe the level of PIOs. The information is generally available at lower level and it is easier to provide the information to the information seeker at that level.
20.	(iii) All public authorities may be advised by the Government of India that alongwith the Public Information Officers they should also	(iii) The recommendation has been accepted.

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	designate the appellate authority and publish both, together.(20)	
21.	(iv) The designation and notification of Appellate Authorities for each public authority may be made either under Rules or by invoking Section 30 of the Act.(21)	(iv) The recommendation has not been accepted as it is not necessary to do so by framing rules or issue of orders under Section 30. However, necessary executive instructions would be issued by the Department of Personnel and Training.
	10. Organizing Information and Record keeping (Para 5.4.11)	
22.	(a) Suo motu disclosures should also be available in the form of printed, priced publication in the official language, revised periodically (at least once a year). Such a publication should be available for reference, free of charge. In respect of electronic disclosures, NIC should provide a single portal through which disclosures of all public authorities under appropriate governments could be accessed, to facilitate easy availability of information.(22)	(a) The recommendation has not been accepted as it is difficult to print information periodically and practically not possible. A small change in situation would require another edition of the publication. It is also not cost effective. However, there is already an RTI portal where all the Ministries/Departments may post their information.
23.	(b) Public Records Offices should be established as an independent authority in GOI and all States within 6 months by integrating and restructuring the multiple agencies currently involved in record keeping. This Office will be a repository of technical and professional expertise in management of public records. It will be responsible for supervision, monitoring, control and inspection of record keeping in all public offices.(23)	Administrative Reforms & Public Grievances should be strengthened by
24.	(c)Public Records Office would function under the overall supervision and guidance of CIC/SIC. (24)	
25.	(d) As a one time measure, GOI should earmark 1% of the funds of all Flagship Programmes for a period of five years for updating records, improving infrastructure, creating manuals and establishing the Public Records Offices. (An amount not exceeding	(d) The recommendation has not been accepted as updating of records, improving of infrastructure and creating manuals is a continuing process for which no separate funds are needed to be earmarked. However, all public authorities should

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	25% of this should be utilized for awareness generation.)(25)	update their records, improve their infrastructure etc. from within their resources by making provisions in their budget.
26.	(e) As a one time measure, GOI may create a Land Records Modernisation Fund for survey and updation of all land records. The quantum of assistance for each State would be based on an assessment of the field situation.(26)	(e) The recommendation has not been accepted as the States are already modernizing their land records, which is also one of the components of the national E-Governance Programme. There is, therefore, no need to create such a Fund.
27.	(f) All organizations, which have jurisdiction over an area equal to or exceeding a district, should be funded and required to complete the process of digitization by the end of 2009. All sub-district level organizations should complete this task by the end of 2011. The controlling Ministries/ Departments at Union and State level should lay down a detailed road map for this purpose with well-defined milestones within 6 months, so that this could be implemented as a priority item in the Eleventh Five Year Plan.(27)	(f) The recommendation has been accepted in principle. However, this is an ongoing process. Digitization will be done by Ministries/Departments in identified priority areas.
	11. Capacity Building and Awareness Generation (Para 5.5.5.)	
28.	(a) Training programmes should not be confined to merely PIOs and APIOs. All government functionaries should be imparted atleast one day training on Right to Information within a year. These training programmes have to be organized in a decentralized manner in every block. A cascading model could be adopted with a batch of master trainers in each district. (28)	(a) The recommendation has been accepted.
29.	(b) In all general or specialized training programmes, of more than 3 days duration, a half-day module on Right to Information should be compulsory. (29)	(b) The recommendation has been accepted with a modification that in all training programmes of one week or more wherever possible a one hour module on Right to Information should be included. Training Division has issued instructions to this effect to all Central Ministries/Departments, State Govts., Central Training Institutes and State Training Institutes.

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30.	(c) Awareness campaigns should be entrusted to credible non profit organizations at the State level. They should design a multi media campaign best suited to the needs, in the local language. The funds earmarked (as mentioned in para 5.4.11.d) could be utilized for this purpose.(30)	(c) The recommendation has been accepted as far as it relates to expenditure from the normal budget.
31.	(d) Appropriate governments should bring out guides and comprehensible information material within the prescribed time.(31)	(d) The recommendation has been accepted.
32.	(e) The CIC and the SICs may issue guidelines for the benefit of public authorities and public officials in particular and public in general about key concepts in the Act and approach to be taken in response to information requests on the lines of the Awareness Guidance Series referred to above (para 5.5.1).(32)	(e) The recommendation has been accepted with a modification that such guidelines may be issued by the appropriate Government in consultation with the CIC/SICs.
33.	12. Monitoring Mechanism (Para 5.6.4)  (a) The CIC and the SICs may be entrusted with the task of monitoring effective implementation of Right to Information Act in all public authorities. (An appropriate provision could be made under Section 30 by way of removal of difficulties).(33)	(a) The recommendation has been accepted
34.	(b) As a large number of Public Authorities exist at regional, state, district and sub district level, a nodal officer should be identified wherever necessary by the appropriate monitoring authority (CIC/SIC) to monitor implementation of the Act. (34)	
35.	(c) Each public authority should be responsible for compliance of provisions of the Act in its own office as well as that of the subordinate public authorities.(35)	(c) The recommendation has been accepted.
36.	(d) A National Coordination Committee (NCC) may be set up under the chairpersonship of the Chief Information Commissioner with the nodal Union Ministry, the SICs and	(d) The recommendation has been accepted.

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	representatives of States as members. A provision to this effect may be made under Section 30 of the Act by way of removing difficulties. The National Coordination Committee would:	
	(i) serve as a national platform for effective implementation of the Act, (ii) document and disseminate best practices in India and elsewhere, (iii) monitor the creation and functioning of the national portal for Right to Information, (iv) review the Rules and Executive orders issued by the appropriate governments under the Act, (v) carry out impact evaluation of the	
	implementation of the Act; and (vi) perform such other relevant functions as may be deemed necessary(36)	
37.	<ul><li>13. Facilitating Access (Para 6.2.7)</li><li>(a) In addition to the existing modes of payment, appropriate governments should amend the Rules to include payment through postal orders.(37)</li></ul>	(a) The recommendation has been accepted. An amendment has been made to the Fee Rules notifying Indian Postal Order as one of the modes for payment of fee for seeking information.
38.	(b) States may be required to frame Rules regarding application fee which are in harmony with the Central Rules. It needs to be ensured that the fee itself does not become a disincentive. (38)	(b) The recommendation has been accepted.
39.	(c) Appropriate governments may restructure the fees (including additional fees) in multiples of Rs 5. {e.g. instead of prescribing a fee of Rs. 2 per additional page it may be desirable to have a fee of Rs. 5 for every 3 pages or part thereof}.(39)	(c)The recommendation has been accepted.
40.	(d) State Governments may issue appropriate stamps in suitable denominations as a mode of payment of fees. Such stamps would be used for making applications before public authorities coming within the purview of State Governments.(40)	(d) The recommendation has not been accepted as the Indian Postal Order has already been made one of the modes of payment of fee, and as such there is no need to have stamps.
41.	(e) As all the post offices in the country have	(e) The recommendation has been

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	already been authorized to function as APIOs on behalf of Union Ministries/ Departments, they may also be authorized to collect the fees in cash and forward a receipt along with the application.(41)	accepted.
	14. Inventory of Public Authorities (Para 6.3.2)	
42.	(a) At the Government of India level the Department of Personnel and Training has been identified as the nodal department for implementation of the RTI Act. This nodal department should have a complete list of all Union Ministries/Departments which function as public authorities. (42)	(a) The recommendation has been accepted.
43.	(b) Each Union Ministry/Department should also have an exhaustive list of all public authorities, which come within its purview. The public authorities coming under each ministry/ department should be classified into (i) constitutional bodies, (ii) line agencies, (iii) statutory bodies, (iv) public sector undertakings, (v) bodies created under executive orders, (vi) bodies owned, controlled or substantially financed, and (vii) NGOs substantially financed by government. Within each category an up-todate list of all public authorities has to be maintained. (43)	(b) The recommendation has been accepted.
44.	(c) Each public authority should have the details of all public authorities subordinate to it at the immediately next level. This should continue till the last level is reached. All these details should be made available on the websites of the respective public authorities, in a hierarchical form. (44)	(c) The recommendation has been accepted.
45.	(d) A similar system should also be adopted by the States. (45)	(d) The recommendation has been accepted.
	15. Single Window Agency at District Level (Para 6.4.2)	
46.	A Single Window Agency should be set up in each District. This could be achieved by creating a cell in a district-level office, and designating an officer as the Assistant Public Information Officer for all public authorities	The recommendation has not been accepted as it is not possible to setup a single window agency in each district by the Central Government since complaints pertain to different areas and time would be

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	served by the Single Window Agency. The office of the District Collector/Deputy Commissioner or the Zilla Parishad is well suited for location of the cell. This should be completed by all States within 6 months. (46)	lost in distributing them to relevant offices.
	16. Subordinate Field Offices and Public Authorities (Para 6.5.4)	
47.	The lowest office in any organization which has decision making power or is a custodian of records should be recognized as a public authority.(47)	The recommendation has not been accepted as any office which has decision-making power or is a custodian of a record is legally bound to give information under the RTI Act. There is no advantage in recognizing it as a distinct public authority.
	17.Application to Non Governmental Bodies (Para 6.6.6)	
48.	(a) Organisations which perform functions of a public nature that are ordinarily performed by government or its agencies, and those which enjoy natural monopoly may be brought within the purview of the Act. (48)	(a) (b) (c) & (d): The recommendations have been accepted in principle. However, as it is a new Act, the norms would evolve as the jurisprudence develops. Government would look into the specific norms accordingly.
49.	(b) Norms should be laid down that any institution or body that has received 50% of its annual operating costs, or a sum equal to or greater than Rs.1 crore during any of the preceding 3 years should be understood to have obtained 'substantial funding' from the government for the period and purpose of such funding. (49)	The Act does cover NGOs substantially financed through Government funds.
50.	(c)Any information which, if it were held by the government, would be subject to disclosure under the law, must remain subject to such disclosure even when it is transferred to a non-government body or institution. (50)	
51.	(d) This could be achieved by way of removal of difficulties under section 30 of the Act.(51)	
	18. Time Limit for Information Beyond 20 Years (Para 6.7.6)	
52.	(a) The stipulation of making available 20-year old records on request should be applicable only to those public records which need to be preserved for such a period. In respect of all	(a) The recommendation has been accepted.

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	other records, the period of availability will be limited to the period for which they should be preserved under the record keeping procedures (52)	
53.	(b) If any public authority intends to reduce the period upto which any category of record is to be kept, it shall do so after taking concurrence of the Public Records Office as suggested in para 5.4.11.(53)	(b) & (c) The recommendations have not been accepted.
54.	(c) These recommendations could be implemented by way of removal of difficulties under Section 30 of the Act.(54)	
	19. Mechanism for Redressal of Public Grievances (Para 6.8.3)	
55.	States may be advised to set up independent public grievances redressal authorities to deal with complaints of delay, harassment or corruption. These authorities should work in close coordination with the SICs/District Single Window Agencies, and help citizens use information as a tool to fight against corruption and misgovernance, or for better services. (55)	The recommendation has been accepted.
	20. Frivolous and Vexatious Requests (Para 6.9.5)	
56.	(a) Section 7 may be amended to insert sub section (10) as follows: "The PIO may refuse a request for information if the request is manifestly frivolous or vexatious.  Provided that such a refusal shall be communicated within 15 days of receipt of application, with the prior approval of the appellate authority.  Provided further that all such refusals shall stand transferred to CIC/SIC, as the case may be and the CIC/SIC shall dispose the case as if it is an appeal under section 19(3) of the RTI Act".(56)	· · ·
57.	(b) It may be provided that information can be denied if the work involved in processing the request would substantially and unreasonably divert the resources of the public body	(b) The recommendation has been accepted subject to the deletion of the second proviso from the proposed provision. However, necessary changes

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	Provided that such a refusal shall be communicated within 15 days of receipt of application, with the prior approval of the appellate authority.  Provided further that all such refusals shall stand transferred to CIC/SIC, as the case may be and the CIC/SIC shall dispose the case as if it is an appeal under section 19(3) of the RTI Act.  This may be accomplished by way of removal of difficulties or framing of appropriate	may be made in the language of the provision.
	Rules.(57)  21. Application of the Act to the Legislature and the Judiciary (Para 7.11)	
58.	(a) A system of indexing and cataloguing of records of the legislatures, which facilitates easy access should be put in place. This could be best achieved by digitising all the records and providing access to citizens with facilities for retrieving records based on intelligible searches. (58)	(a) The recommendation has been accepted.
59.	(b) A tracking mechanism needs to be developed so that the action taken by the executive branch on various reports like CAG, Commissions of Enquiry and House Committees is available to legislators and public, online. (59)	(b) The recommendation has been accepted in principle.
60.	(c) The working of the legislative committees should be thrown open to the public. The presiding officer of the committee, if required in the interest of State or privacy, may hold proceedings in camera. (60)	(c) The recommendation has been accepted.
61.	(d) The records at the district court and the subordinate courts should be stored in a scientific way, by adopting uniform norms for indexing and cataloguing.(61)	(d) The recommendation has been accepted.
62.	e) The administrative processes in the district and the subordinate courts should be computerized in a time bound manner. These processes should be totally in the public domain.(62)	(e) The recommendation has been accepted.

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