

<u>TRANSPARENCY AND ACCOUNTABILITY IN PUBLIC</u> <u>ADMINISTRATION: THE PILLARS OF RIGHT TO INFORMATION</u>

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<u>Abstract</u>

Transparency and accountability are rightly considered to be the two pillars of the Right to Information which forms the basis of good governance policy. The Right to Information came into being because of the underlying premise that every citizen deserves to be aware of the working of the administration of his country. It is the duty of the government to satisfy the questions of its citizens relating to the public administration, which in turn would help in promoting and securing a good governance structure in the administrative set-up of the country. This research paper would be elucidating upon one of the most important offshoots of Public Administration, that is, Transparency and Accountability with reference to the Right to Information. It is a well-established fact that transparency and accountability play a vital role in maintaining a balanced relationship between the citizens and the administration of a country. It has also been conclusively settled that adoption of a transparent system of governance alongside provisions pertaining to Right to Information ought to be given due significance keeping in mind the larger public interest and the public good that emanates from it. There is no doubt that it effectively strengthens the concept of a democratic system of government by making the working of the administration transparent and accountable for whatever decisions it takes. So, the researcher of this paper aims to enlighten the readers about the need for the two pillars of transparency and accountability on one hand, while establishing a relationship between the right to information and public administration on the other hand, with the intention of giving the readers an insight into the fact as to how the consciously aware citizens of a country ultimately make the public administration successful.

Keywords: Right to Information, Transparency, Accountability, Challenges, Implementation.



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Introduction

Transparency, accountability and information encompass three of the seven particular portions of 'administration' distinguished by the "1992 World Bank report on Governance and Development" in its mission for 'good administration'. Subsequently, the resident's entitlement to data is progressively being perceived as a critical instrument to advance receptiveness, straightforwardness and responsibility out in the open organization. Truth be told, undetectable government has turned out to be out of date in this time of progression and globalization. Why Right to Information? The cooperative connection among wrongdoing and mystery is currently all around perceived.

The information provided by the government, acts as a support for the people to involve themselves more into democratic process and be a part of it. But the most peculiar part being that initially when India was still under the process of colonization, many laws were made to make right to information not part of the public domain, for example according to the Official Secrets Act, 1923, public authorities were to remain secretive about the government affairs of work and the officials were not allowed to discuss any governmental activities to the common masses and after India got its Independence, India was still skeptical about the acceptance of right to information.¹ According to "Rule 11 of the Central Civil Services Rules 1964", provided that officers will not be allowed to release any material related to governmental records.² But from 1977, the conservatism revolving around the very notion of fear in relation to right to information started to slide off. Citizens became more aware of their and the government's right and responsibilities, since then started the spark of the right to information. The Right to Information finally came into force in the year 2005 after it was gradually approved by many states in the country, the first such state being Tamil Nadu.³ This article gives an insight into the measures that can be taken to lead the country towards the path of good governance.

¹ Sumi Arnica, "Open Government and Right to Information", Legal Services India http://www.legalserviceindia.com/legal/article-63-open-government-and-right-to-information.html accessed 30 October 2020.

² Sahina Mumtaz Laskar, "Importance of Right to Information for Good Governance in India", Bharati Law Review<http://docs.manupatra.in/newsline/articles/Upload/AC9CD2C7-B8AD-4C5A-B910-3751BFE5CB28.pdf> accessed 30 October 2020.

³ Kartik Kachhawah, "Right to Information: A Multi-Dimensional Approach towards Good Governance", Lawctopus https://www.lawctopus.com/academike/right-to-information-act/> accessed 1 November 2020.



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The privilege to data fortifies the establishments of vote-based system. To cite the Franks Committee of the United Kingdom, "An administration which seeks after mystery points, or which works in more noteworthy mystery than the compelling behaviour of its legitimate capacities require, or which transforms data administrations into purposeful publicity organizations, will lose the trust of the general population. It will be countered by poorly educated and ruinous feedback".⁴ This article written by Albert Abel enlightens the readers about the new landmark set by the Franks Committee in the United Kingdom. It also specifically dwells into the details relating to the legitimate expectations of the citizens and the legitimate capacity of the public administration in relation to the effective accountability in day-to-day administration.

I. NEED FOR TRANSPARENCY AND ACCOUNTABILITY

In India the appearance of open market and unhindered commerce has guaranteed a merciless rivalry for the crown jewels of capital and in result a segment of its open is allied with the neorich with dumbfounding riches and achievement. It has been seen that an administration which works is grater mystery is more inclined to debasement when contrasted with an administration which works in more prominent receptiveness. This is the reason, the right to information is considered as a noteworthy advance in engaging individuals to battle state degradation. The Indian Prime Minister, Narendra Modi believes that frontier past increased with position common biases limited the Indian nation to be viable despite challenges from the time of advancement, privatization and globalization.⁵ Thus, we are seeing a prompt issue of various information requests and the limitation of organization to turn out with yield aids.

Consequently, the requirement for straightforwardness and responsibility is well felt at all levels of administration to guarantee appropriate schematic conveyance and to proceed with the authenticity of the organization by co-selecting the general population through responsibility measures as they are the citizens through whose cash the whole organization meets its necessities.⁶ The author of this article has rightly pointed out the measures that need to be taken

⁴ Albert S. Abel, "The Franks Committee Study: A New Landmark", Wiley Online Library https://doi.org/10.1111/j.1754-7121.1959.tb00534.x accessed 1 November 2020.

⁵ Prime Minister of India, Narendra Modi, addressing at the 10th Annual Convention of RTI law.

⁶ Prabhakar Tripathi, "Improving Transparency and Accountability in Government through Effective Implementation of the Right to Information Act, Department of Personnel & Training



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for the proper implementation of RTI in public administration regime. As it were, the opportunity has already come and gone the organization ends up responsible to the genuine ace and opens itself to open investigation by guaranteeing straightforwardness in the entirety of its dealings. No more it can flourish under the Official Secrets Act, 1923 obtained from the provincial period as an instrument of enslavement.⁷

II. RELATIONSHIP BETWEEN RIGHT TO INFORMATION AND ADMINISTRATIVE ACCOUNTABILITY

The Right to Information granted to the citizens of India is one such unique right that functions as a bridge between the common people and the public administration. It leaves no chance for a secrecy between the administration and the citizens with certain exceptions to be kept in mind while filing an RTI. The idea of right to know was first talked about in the report prepared by the Second Administrative Reform Commission under the name "Right to Information: Master Key to Good Governance" wherein it talked about the idea that if all sections of the society could be empowered to have access to any information relating to the government, the it could lead to a more accountable administration which would make it more efficient and transparent as well. It gives a golden opportunity to the general public to gather information about government decisions and public policies. The Right to Information, administrative accountability and good governance are all interlinked with each other. A country with a good governance can guarantee to its citizens better administration when they have the right to know about all government policies and decisions.⁸ The author of this article has given special consideration to the transparency

Good governance and RTI are both part of a successful public administration, that is to say, greater accountability and transparency in administration. There are certain goals that the lawmakers while drafting the RTI Act expected to achieve. These goals are somewhat along the lines of the minimum expectations that the citizens of a country would have from the public

<https://dopt.gov.in/schemes/improving-transparency-and-accountability-government-through-effective-implementation-right> accessed 1 November 2020.

⁷ Shilpa, "RTI: A Tool to Strengthen Good Governance and Tackling Corruption", International Journal of Humanities and Social Science Invention, ISSN (Online): 2319–7722, Volume 2 issue 2 http://www.ijhssi.org/papers/v2(2)/version-3/I224651.pdf> accessed 31 October 2020.

⁸ A.N. Tiwari, "Transparency and Accountability in Administration", Orissa Law Review (2004) http://magazines.odisha.gov.in/Orissareview/aug2004/engishPdf/Pages27-31.pdf> accessed 1 November 2020.



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administration. The main goals that the administration tries to accomplish through the RTI Act are:

- 1. Transparency: Transparency can be understood to mean that there is no secrecy between the public administration and the common people. All the decisions taken by the government during its working as well as all the policies formulated by the government are all transparent and easily accessible to the citizens with the help of Right to Information guaranteed to the citizens. The decision-making process of the administration is done with proper rules and regulations. It means that all the required information can easily be accessed by the common people, i.e., the ones who are affected by such policies and decisions. By giving the citizens access to the information, the lawmakers have intended to make the whole functioning of public administration more transparent and the decision-makers have been made accountable for whatever decisions they take or whatever policies they draft. Although there are certain exceptions to the same and certain government departments are exempted from revealing any information, the citizens can still file an RTI if there is a case of human rights violations relating to that particular administrative department. These exemptions are made in the best interest of the citizens and the country at large. The basis of RTI is that the citizens are the taxpayers which gives them every right to question the government and be well-informed with all the decisions and policies relating to public administration. Apart from governmental institutions, the citizens can access information of private authorities as well by conveying the same to the "controlling authority" which then conveys the same to the concerned private authority via a notice served under Section 11 of the RTI Act.⁹ At some point this privilege is abused by few individuals, yet the quantity of abuse is far not as much as the advantage out of it 10
- 2. Greater Accountability: Accountability is one such factor that is required for in all fields, whether governmental or private. It can be said to be one of the main requirements of a good administration which is why both governmental as well as private institutions must be made accountable for their working and functions. Getting informed about the happenings, non-

⁹ Dipali Singh, "Impact of the Right to Information Act, 2005 in Institutionalizing Transparency and Accountability in Indian Governance", Central Information Commission https://cic.gov.in/sites/default/files/Impact%20of%20the%20Right%20to%20Information%20Act.pdf> accessed 31 October 2020.

¹⁰ Dr. Manmohan Singh, former Prime Minister of India, Valedictory Address at the National Convention on RTI, October 15, 2006.



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happenings and other related information relating to an institution's working gives power to the general public and having the Right to Information leads to better accountability and a transparent system of administration. RTI is one such instrument that transfers the power in the hands of the citizens by giving them the right to question and inquire and access any information with certain exceptions to it.¹¹ This makes the government to give an account of whatever has been inquired by the citizens in order to maintain the confidence among them by giving justifications for whatever decisions are taken by any department of the government. However, it is an established fact that accountability cannot exist without the presence of rule of law.

- **3.** Accessibility: The RTI Act has very-well made sure that the common people have an easy access to the information of the government relating to its various departments about the decisions taken by it, its records, policies and finances among other details. All such information is easily available to all sections of the society without any discrimination. One splendid thing that the RTI has eradicated is the gap between the common people and the public administration which has definitely strengthened the administration and has made the nation building process even stronger. It has also helped in enlightening the citizens about the shortcomings of the government and various limitations at different levels. A transparent administration also develops a trust in the minds of its citizens and ensures them that they are a part of a democracy in its true sense.¹²
- 4. Participation: A good administration understands and appreciates the interest of its citizens in keeping the system transparent and efficient at the same time. Therefore, the participation of both men and women in a country's administration clearly help in making the administration better. Being a democracy, the intention of our lawmakers and our forefathers has been very clear that they want participation of all sections of the society in the administration of the country without any discrimination. A good administration must take into account even the interests of the most weak or vulnerable sections of the society without having to make them realize the same.¹³ The Right to Information Act allows the general public, i.e., the citizens of

¹¹ Ibid, 4.

¹² Subhankar Kar, "Right to Information: A Helping Hand of Transparent Government", Central Information Commission https://cic.gov.in/sites/default/files/RTI%20a%20helping%20hand%20of%20government.pdf accessed 31 October 2020.

¹³ Chetan Agrawal, "Right to Information in India Tool for bringing Transparency in the Indian Administrative System", LAMBERT Academic Publishing



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India to participate in the administration by inquiring about and making the administration more transparent and accountable. This reduces the imbalance of power and also gives an opportunity to the citizens to take part in the day-to-day governance and raise their voices in case of any injustice which would strengthen our democratic system of government.¹⁴

III. INFORMED CITIZENS: A KEY TO TRANSPARENCY & ACCOUNTABILITY

Transparency and responsibility aren't just components of good administration yet a prime prerequisite for educated citizenship. As we probably are aware, in a majority rule government as in India all power streams from the sovereign specialist of the nationals.¹⁵ They comprise a definitive power and choose about the idea of administration by choosing appropriate agents to run the organization. Thus, the organization is responsible to the political official and thusly to the overall population on the loose. In any case, practically speaking the hypothetical responsibility has been given a quiet internment by looking for the command of general society once in a multi-year term through votes and keeping them in dim for more often than not by administration intransience, red-tapes and haziness of basic leadership process.¹⁶ Henceforth, the need to turn it around and put the genuine ace in its legitimate position.

Right to Information (RTI) Act, 2005 has guaranteed, all things considered, the free to the dull room of organization by putting a light in its grasp, by method for right of each subject to look for duplicates of any archive, tests of any material or assessment of any work or record. It clarifies that the regular man is at standard with the individuals from Parliament or Legislature in matter of access to data.¹⁷

Legitimately, the RTI Act has taken care of the demand for much required straightforwardness and responsibility benchmarks and amplified the extension for subject mediation in organization by guaranteeing educated citizenship.¹⁸ In the period of appropriate to data, regardless of whether it is the indefensible remain of the Supreme Court Chief Justice not to

<https://www.researchgate.net/publication/282848742_Right_to_Information_in_India_Tool_for_bringing_trans parency_in_the_Indian_Administrative_System> accessed 1 November 2020. ¹⁴ SP Gupta v. Union of India (AIR 1982 SC 149).

¹⁵ *Ibid.*

¹⁶ Prime Minister, Narendra Modi, addressing at the 10th Annual Convention of RTI law.

¹⁷ Borah, Sri Keshbananda, "RTI: a key to Good Governance", International Journal of Humanities and Social Science Invention, ISSN (Online): 2319–7722, Volume 2 Issue2 http://www.ijhssi.org/papers/v2(3/version-1/B231122.pdf> accessed 31 October 2020.

¹⁸ SP Gupta v. Union of India (AIR 1982 SC 149).



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pronounce the property rundown of Judges or a smooth adjustment of Palli Sabha order by the Sarpanch of a Panchayat, people in general has the ability to disentangle the secret behind it and guarantee responsibility from the unwilling ones.¹⁹

Right to Information Act has given a fillip to open hearing and social review as apparatuses of successful common society intercession in guaranteeing responsibility to organization and to battle debasement.²⁰ Narrative proof has reinforced the common society activities to mount powerful promotion focuses and the legislature is feeling the squeeze to react to the requests as it endeavours to be consistent on its choices.

IV. CHALLENGES IN MAKING RTI TRANSPARENT & MORE ACCOUNTABLE

- Lack of Awareness: Section 26 of the RTI Act has very well explained that the suitable administration may create and arrange instructive projects to advance the comprehension of general society, particularly the inconvenience network, with respect to how to practice the privilege pondered under the Act. Anyway, as per the studies, "about 20% of the respondents knew about the RTI Act."²¹ Some of the ways which led to spreading of awareness were:
- Mass broadcasting stations like TV slots, daily papers and so on.
- Conveyance through word of mouth.
- Poverty and Illiteracy: Poverty and illiteracy have proved to be another encounter or a challenge in the way of better implementation of the RTI Act and greater accountability in public administration. A person who does not have a roof to live under or a job to earn his livelihood from doesn't care about these administrative upgrades even if it involves their rights. This is because they are not educated enough or sometimes not educated at all to understand the gravity of concepts like Right to Information. Therefore, it becomes very difficult to successfully implement RTI in a country like India where the portion of illiterate citizens is very high. No matter what, the government is still trying hard and many insufficient endeavours have been made by various governments since the introduction of RTI in the year 2005 with the

¹⁹ Prashant Rao Mulik, "Right to Information and Impact on Administration", Legal Services India http://www.legalservicesindia.com/article/2511/Right-to-Information-and-Impact-on-Administration.html accessed 31 October 2020.

²⁰ Dr. Roopinder Oberoi, "Institutionalizing Transparency and Accountability in Indian Governance: Understanding the Impact of Right to Information", IOSR Journal of Humanities and Social Science, Volume 11, Issue 4 <http://www.iosrjournals.org/iosr-jhss/papers/Vol11-issue4/G01144153.pdf?id=6309> accessed 1 November 2020.

²¹ Prime Minister, Narendra Modi, addressing at the 10th Annual Convention of RTI law.



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aim of getting RTI applications via electronic means i.e., via email or official government portal, which has been made possible for the government with the utilization of Section 26(3c) of the RI Act.²²

- Absence of User Guides: The user guides working for a portal have to make sure that the users or the applicants using that portal or website have proper knowledge of how to file any application or how to solve their queries regarding the use of that particular website. The absence of availability of such user guides pose a huge challenge on the successful implementation of the RTI Act since it creates a great deal of difficulty for the applicants because of the complex system of filing any application and gathering any information.
- Lack of Cooperation: The lack of cooperation from the bureaucrats is a major drawback that has led to the unsuccessful implementation of the RTI Act. Sometimes the bureaucrats don't easily give the information that they are inquired about by the citizens just because they don't want to reveal that particular information as it might prove to be detrimental to their own interests. Another reason for not disclosing such information could be that they simply want to show their supremacy which develops because of a "colonial mindset".²³
- Lack of Records: It is a well-established fact that the Indian administration has never been appreciated for the maintenance of records, be it of any kind. The records in any department of the government have never been maintained properly which implies that there is lack of an efficient system of maintaining records which means that sometimes there is a situation where the officials of a department are not even able to find the information that a person has inquired about. This ultimately leads to a lack in accessing the information from the concerned department.²⁴
- Lack of Uniformity: One of the reasons for the unsatisfactory implementation of RTI Act has been lack of uniformity in its application in different states. This implies that the level of awareness regarding the concept of RTI also varies from one state to another thus creating a complex system rather than a uniform one.²⁵ For example, in states like Punjab and

²² SP Gupta v. Union of India (AIR 1982 SC 149).

 ²³ Dr. Sheila Rai, "Transparency and Accountability in Governance and Right to Information in India", Department of Political Science, University of Rajsthan, Jaipur <http://rti.img.kerala.gov.in/RTI/elearn/GovernanceandRTIinIndiaSHEILA_RAI.pdf> accessed 1 November 2020.
²⁴ Prime Minister, Narendra Modi, addressing at the 10th Annual Convention of RTI law.

²⁵ Kamla. "ROLE OF RTI ACT IN MAKING GOVERNANCE ACCOUNTABLE AND TRANSPARENT." The Indian Journal of Political Science, vol. 73, no. 2, 2012, pp. 321–330., www.jstor.org/stable/41856594. Accessed 1 November 2020.



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Uttarakhand, majority of the population is aware about the advantages of the Right to Information, whereas in states like Uttar Pradesh and Gujarat the level of awareness among the general public is relatively very low.

Fear of Criticism: Sometimes, bureaucrats intentionally hide information from the general public and do not provide them with the information that they are seeking because of the fear of being criticized for a particular policy and that giving out that information might tarnish their reputation among the general public.

V. SUGGESTIONS FOR BETTER ACCOUNTABILITY AND BETTER IMPLEMENTATION OF THE RTI ACT

- As it has already been mentioned above that most of the citizens of our country are not even aware about their rights that have been guaranteed by the RTI Act. Some are not even aware that there exists an RTI Act. In order to spread awareness about this issue, the government must publicize the RTI Act on a huge extent which would obviously require allocation of funds which must be done with the help of CIC.
- Apart from government, even NGOs and common societal associations can prove beneficial for the publicity of RTI Act as they are capable of taking this initiative forward and prepare for huge campaigns on a regular basis keeping in mind the actual objective of such measures. These activities should ideally be focussed towards powerless gatherings like, ladies, ranchers, centre and average workers individuals because of the fact that these classes of individuals are the more influenced bunches who endure because of the misuse of open specialists.²⁶
- With the Right to Information (RTI) Act, 2005 finishing a time of its authorization, ample opportunity has already past for our legal crew to return to its up to this point received moderate methodology as for submitting itself before this dynamic bit of enactment went for guaranteeing straightforwardness and responsibility in working of each expert so it gives a

²⁶ Parth Verma, "Has RTI been successful in bringing transparency into governance?", Civils Daily <https://www.civilsdaily.com/mains/q-4-an-informed-citizen-is-better-equipped-to-have-a-better-vigilance-on-the-instruments-of-governance-in-order-to-make-the-government-more-accountable-to-the-governed-in-the-light-of-above-statemen/> accessed 1 November 2020.



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reasonable and solid flag to every one of those commentators who frequently denounce and question its picture as an organization working in a covert and hazy way.²⁷

- Another very important measure can be introducing the basics and principles of the RTI Act in the syllabus of schools as it can prove to be a turning stone in spreading awareness even among school-going children who are the future pioneers of the nation. Therefore, providing education about the RTI Act becomes utmost important so as to spread awareness among all age groups of the society.
- As required by the RTI Act, any information that the citizens wish to seek from the government must be communicated to them within the time period of 30 days at all costs. The problem arises because of the fact that the information system of all the government departments is not uniform, therefore it takes more time to process the required information for which the span of 30 days is not enough. So, this requires for a better and unified system of information and the various governmental departments must be stressed upon the fact that they must provide information at the earliest possible and must keep themselves prepared accordingly.²⁸
- For better implementation of the RTI Act, a national committee must be established with its members belonging to different states of the country so as to monitor the problems relating to the implementation in a more effective manner. It would also help in spreading awareness about the duties and obligations of government officials. There must also be proper interaction between the Central Information Commission and various departments of the government for a better cooperation which would lead to better implementation of the RTI Act.²⁹
- The procedure for the application of RTI is somewhat complex which makes it difficult for some people to even understand and follow the whole procedure for filing an application. Hence, the government must allocate this work of making the application filing procedure less complex to the required department of the government. This would definitely create a good

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²⁷ Shrikrishna Kachave, "RTI Series: Transparency, Information & Right to Information", The Leaflet (Constitution First) <https://www.theleaflet.in/rti-series-part-ii-transparency-information-right-to-information-rti/#> accessed 1 November 2020.

²⁸ Transparency and the Right to Information / Forest Transparency, <http://www.foresttransparency.info/background/forest-transparency/32/transparency-and-the-right-to-information/> accessed 1 November 2020.

²⁹ Amrtha Kasturi Rangan, "Increasing Transparency and Accountability – Another Win!", India Water Portal https://www.indiawaterportal.org/articles/increasing-transparency-and-accountability-another-win accessed 1 November 2020.



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impact as the tough procedures would be ruled out and more people would be able to file applications whenever require

Conclusion

From the research the major loop hole which we found was that the implementation of RTI is not been done to achieve its goal. People in small cities are not even aware of any such schemes neither do they know that they have any such right which they can exercise. RTI is a great democratic step taken towards securing the rights of the citizens and securing the democratic values of the nation.

The first conclusion that can be drawn is that people do not know much about the concept of Right to Information even though it came into effect almost fifteen years ago. There must be awareness campaigns which can lead the people to comprehend the very meaning and concept of Right to Information. The people conducting awareness campaign should discuss that the act is so citizen centric and also if an Act is said to be citizen centric that means that there is a strengthening of democracy and the nation is developing at a good pace.³⁰ The people conducting such awareness campaigns should also discuss and demonstrate to them the procedure to file an RTI and in if their complaints are unheard then in such case, demonstrate and teach them the ways to go for an enquiry.

The second conclusion that can be drawn can be that the implementation must be strengthening as in with the respect of Right to Information. Penalties must be charged to the officers so as to maintain the seriousness of the Act. Right to Information is not just an Act but also part of the Fundamental Rights, hence stating the importance of the Right to Information. The vacancies must be filled so as to lessen the pending cases in the system and providing asset to the very idea of democracy.

The third element that the government needs to focus is the simplification of the process of demanding for information under the RTI Act. There is a global right to information rating, according to which Mexico has acquired the first rank in the global ranking because it had brought changes into its legislation and made their implementation policies easier for the

³⁰ Aruna Roy, "Right to Information Act – A Tool for Good Governance", Rostrum's Law Review, Volume 3, Issue 1 <https://journal.rostrumlegal.com/right-to-information-act-a-tool-for-good-governance/> accessed 1 November 2020.



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citizens, from which India should take example as the implementation policy is too weak, the process of applying for the legislation is tedious as majority of Indians still live under the shadow of illiteracy and this is why the simplest processes should be made available to them so that they can ask and demand for their own rights.

Last but not the least it is not just the citizens that require the training to understand the Right to Information but it is also the people who are part of the whole RTI regime. Officers working to address the complaint do not know exactly how to address the complaints and hence proper training with a proper time period-based frame with a certificate should be given to such officers so that they can provide services to the citizens in a much smoother and effective way. At present, the RTI Act is going through the conclusive stage, significantly more should be done to encourage its development and advancement.

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