

**BEFORE THE GOA STATE INFORMATION COMMISSION**

**Seventh Floor, Kamat Towers, Patto, Panaji, Goa.**

**Complaint No.187/SIC/2011**

Ashok Desai,  
309, 3<sup>rd</sup> floor,  
Damodar Phase-II, Near Margao Police Station,  
Margao-Goa. .... Complainant

**V/s**

Shri Pradeep S. Naik,  
PIO, Chief Officer of Canacona Municipal Council  
At Chaudi Canacona -Goa. .... Opponent

**CORAM :**

**Shri Prashant S.P. Tendolkar**, State Chief Information  
Commissioner,  
**Smt. Pratima K. Vernekar**, State Information  
Commissioner,

**FILED ON: 28/12/2011**

**DECIDED ON:20/09/2016**

**O R D E R**

1) This order deals with the issue of maintainability of the present Complaint in the backdrop of the judgment of the Hon'ble Supreme Court of India dated 12/12/2011 in Civil Appeal Nos. 10787-10788 of 2011 (***Chief Information Commissioner and another v/s State of Manipur and another***).

2) The relevant facts that arise herein for the purpose of deciding the maintainability is that the complainant herein filed application, dated 3/11/2011, u/s 6(1) of the Right to Information Act 2005 (RTI Act) seeking certain information. The said application was not responded to hence there is deemed refusal.

3) Being aggrieved by such refusal, the Complainant herein filed complaint before this Commission in terms of section 18 of the RTI Act seeking several prayers more particularly seeking information as sought as/also for imposition of penalties on PIO.

4) The parties were notified but none appeared on behalf of the complainant or the respondents. However the complainant had filed written submissions on merits of the complaint but no arguments are advanced on the maintainability of the complaint.

5) We have considered the records as also the provision of the RTI ACT. We have also considered the ratio laid down by the Apex court in the case of ***Chief Information Commissioner and another v/s State of Manipur and another (supra)***. The core issue that requires to be decided rests on the interpretation of section 18 and 19 of The Act, whether they are exclusive or complementary to each other.

6) On close scrutiny of the facts, it is seen that the complainant had filed his application u/s 6(1) of the RTI Act, seeking certain information. As per the complaint the said application resulted in refusal of information. Being aggrieved by such refusal the complainant has filed the present complaint u/s 18 of the RTI Act to this Commission. Besides other reliefs, the Complainant has also sought the direction to furnish the information as sought for by application u/s 6 (1) of the RTI Act.

7) Section 18 of the Act opens with the words "*Subject to the provisions of this Act-----*", which implies that this section operates in consonance with and not in conflict with or independent of the rest of the provisions of the

Act. Thus section 18, as per the Act cannot be said to be an independent section but is subject to the provisions of this Act. In other words section 18 does not enjoy an overriding status over other provisions, more particularly section 19. Hence both these sections are to be read together.

8) This Commission has dealt with a similar issue in Complaint No.171/SIC/2010. Complainant therein had filed a complaint against the order of PIO rejecting his request by invoking exemption u/s 8(1)(e) of the RTI Act. The SIC then, by his order, dated 24.06.2010 had held that in the said situation the proper course of action for the complainant therein would have been to file first appeal and adjudicate the propriety of refusal before first appellate authority.

9) Contrary to this ratio, this commission, in another complaint filed by one Mr. Rui Ferreira against Reserve Bank of India, directed the PIO to furnish the information sought, though the complainant therein had not filed the first appeal against the order of PIO.

This order landed before the Hon'ble High Court of Bombay at Goa Bench, being *CRA No.113 of 2004*, [***Reserve Bank of India v/s Rui Ferreira and others (2012(2) Bom.C.R.784***)] wherein the Hon'ble High court while dealing with similar situation , at para (8) thereof, has observed:

*"8. Further, the question that arises is whether the Commission would have entertained a complaint from respondent no.1 directly under Section 18 when respondent no.1 had failed to file an appeal against the order of the PIO of the*

*Co-operative Bank rejecting the request and against the order of the Reserve Bank of India, refusing the request on the ground that the information is protected by Section 8(1)(a) of the Act. Section 18 confers power on the State Information Commission to receive and inquire into a complaint from any person in the nature of supervisory in the circumstances referred to in that Section. Thus the State Information Commission may entertain a complaint from any person who has been unable to submit a request to the PIO because no such officer has been appointed or if the PIO has refused to accept his application for information or an appeal under the Act; or whether the person has been refused access to any information requested under the Act or whose request has not been responded within the time specified under the Act etc. The case of respondent no.1 does not fit into either of the circumstances referred to under Section 18(1)(a) to (f). The PIO of the Co-operative Bank and the RBI have rejected the request for information after considering the request in accordance with law. The Act provides for appeals against such orders vide Section 19. Section 18 commences with the words:*

*1)Subject to-----"*

10) In another case, while dealing with similar facts, the Hon'ble Apex Court, in the case of **Chief Information Commissioner and another v/s State of Manipur and another (civil Appeal No. 10787-10788 of 2011)** has observed at para (35) thereof as under:

*"Therefore, the procedure contemplated under Section 18 and Section 19 of the said Act is substantially different. The nature of the power under Section 18 is supervisory in character whereas the procedure under Section 19 is an appellate procedure and a person who is aggrieved by refusal in receiving the information which he has sought for can only seek redress in the manner provided in the statute, namely, by following the procedure under Section 19. This Court is, therefore, of the opinion that Section 7 read with Section 19 provides a complete statutory mechanism to a person who is aggrieved by refusal to receive information. Such person has to get the information by following the aforesaid statutory provisions. The contention of the appellant that information can be accessed through Section 18 is contrary to the express provision of Section 19 of the Act. It is well known when a procedure is laid down statutorily and there is no challenge to the said statutory procedure the Court should not, in the name of interpretation, lay down a procedure which is contrary to the express statutory provision. It is a time honoured principle as early as from the decision in Taylor v. Taylor [(1876)1 Ch. D. 426] that where statute provides for something to be done in a particular manner it can be done in that manner alone and all other modes of performance are necessarily forbidden."*

The rationale behind these observation of apex court is contained in para (37) of the said Judgment in following words.

*"37. We are of the view that section 18 and 19 of the Act serve two different purposes and lay down two different procedures and they provide two different remedies, one cannot be substitute for the other."*

Again at para (42) of the said judgment their lordships have observed.

*"42. Apart from that the procedure under Section 19 of the Act, when compared to Section 18, has several safeguards for protecting the interest of the person who has been refused the information he has sought. Section 19(5), in this connection, may be referred to. Section 19(5) puts the onus to justify the denial of request on the information officer. Therefore, it is for the officer to justify the denial. There is no such safeguard in Section 18. Apart from that the procedure under Section 19 is a time bound one but no limit is prescribed under Section 18. So out of the two procedures, between Section 18 and Section 19, the one under Section 19 is more beneficial to a person who has been denied access to information."*

We also find a similar view expressed by the Hon'ble High Court of Karnataka at Bangalore in *Writ petition nos.19441/2012 & W.P.Nos.22981-22982/2012*.

11) Contrary to the above ratio this Commission in the Complaint No 518/SCIC/2010 decided on 07/10/2010 filed before it u/s 18 of the RTI Act, had directed the PIO to disclose the information. Said order also was challenged

before the Hon'ble High Court of Bombay at Goa in ***Writ Petition No. 739 of 2010. (Goa Cricket Association v/s state of Goa and Others)***. In said petition several contentions were raised one out of the same was that if the complainant was aggrieved by rejection of his application by PIO remedy available to the Complainant was to file an appeal before first appellate authority. The Hon'ble High Court after considering the Judgments in the case of Reserve Bank of India v/s Rui Ferreira and others (supra) as also in CIC v/s State of Manipur (Supra) reversed the said order of CIC with observation :

*" 7. The fact situation in the present case is almost identical and though we may not castigate the decisions in the same harsh words, the same principle would apply. Section 18 of the Act confers jurisdiction on the State Information Commission to entertain the complaint in cases which do not include the case of refusal by the public authority to disclose the information. The remedy available to the complainant, in such a case, therefore, is by way of First Appeal before the First Appellate Authority".*

12) On careful analysis of the above decisions of the Hon'ble High Court and the Hon'ble Supreme court, nothing remains to be discussed further. The issue regarding maintainability of the complaints u/s 18, seeking information, without filing appeals u/s 19(1) of The RTI Act, as involved herein is laid at rest and the position of law is laid down as above. The facts involved in the case in hand and those before the Hon'ble High Court and the Hon'ble Supreme court are identical.

13) Nowhere it is suggested that an information seeker cannot approach the Commission under Section 18, but

only after he exhausts the alternate and efficacious remedy of First Appeal, before approaching the higher forum. Judicial institutions operate in hierarchical jurisprudence. An information seeker is free to approach the Commission by way of a Complaint under Section 18, if his grievance is not redressed, even after the decision of the First Appellate Authority. As held above, Section 18, is "*subject*" to provisions of Section 19 and Section 19 provides for an efficacious remedy to the fundamental requirement of information under the Act. Such a remedy of filing first appeal would also be in conformity with the provisions of section 19(5) of the Act and grant a fair opportunity to the PIO, to prove that the denial of request for information was justified before any action of penalty is initiated against him. Seeking penalty and information by way of complaint without first appeal, would be violative of such rights.

14) Earlier this commission has found that there are several files pertaining to complaints pending since 2008. It was further observed that during the individual hearings of such complaints, most of the complainants have remained absent continuously. Also PIOs have challenged the maintainability of such complaints before the commission as no first appeals were filed.

As a larger intricate legal issue of maintainability of such complaints without first appeal, was involved in several matters, this commission felt it necessary to constitute full bench of the commission to hear such issue. Accordingly CIC constituted full bench of the commission comprising of CIC and both SICs. All the complaints were heard in a common hearing on



20/4/2016. By order dated 27/5/2016 passed by the full bench of this commission, it is held that the complaints u/s 18 of the RTI Act cannot be entertained unless the complainant exhausts his remedy of first appeal u/s 19(1) of the act seeking enforcement of his fundamental claim of seeking information.

15) In the circumstances we hold that the present complaint filed against rejection of the application for information is not maintainable. Considering the submissions on behalf of the complainant, that the present complaint is being proceeded before this commission under the bonafide belief that such complaints are maintainable, we find that the interest of the complainant is required to be protected. We therefore proceed to dispose the present complaint with the **order** as under:

16) Complaint stands closed. Complainant is granted liberty to file first appeal under section 19(1) of The RTI Act in respect of the rejection/refusal of his request for information vide his application, dated 3/11/2011, within thirty days from the date of receipt of this order. If such an appeal is filed, the first appellate authority shall decide the same on merits in accordance with law, without insisting on the period of Limitation.

The rights of the complainant herein to file complaint in case the complainant is aggrieved by the order of the first appellate authority in such appeals, are kept open .

Parties to be notified. Copy of this order shall be furnished to the parties free of cost. Proceedings stands closed.

Pronounced in the open court.

**Sd/-**

**(Prashant S. P. Tendolkar)**

State Chief Information Commissioner  
Goa State Information Commission  
Panaji –Goa

**Sd/-**

**(Pratima K. Vernekar)**

State Information Commissioner  
Goa State Information Commission,  
Panaji –Goa