<u>Right to Services Acts in India : A Case Study of the Implementation of Sakala Services Act of Karnataka</u>

A Dissertation submitted to the Panjab University, Chandigarh for the award of Master of Philosophy in Social Sciences, in partial fulfilment of the requirement for the Advanced Professional Programme in Public Administration (APPPA)

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46th ADVANCED PROFESSIONAL PROGRAMME
IN PUBLIC ADMINISTRATION
(2020-21)

INDIAN INSTITUTE OF PUBLIC ADMINISTRATION, NEW DELHI

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CERTIFICATE

I have the pleasure to certify that Brigadier Sooraj Sripuram has pursued his research work and prepared the present dissertation titled "**Right to Services Acts in India : A Case Study of the Implementation of Sakala Services Act of Karnataka**" under my guidance and supervision. The dissertation is the result of his own research and to the best of my knowledge, no part of it has earlier comprised any other monograph, dissertation or book. This is being submitted to the Panjab University, Chandigarh, for the purpose of Master of Philosophy in Social Sciences in Partial fulfilment of the requirement for the Advanced Professional Programme in Public Administration of Indian Institute of Public Administration (IIPA), New Delhi

I recommend that the dissertation of Brigadier Sooraj Sripuram is worthy of consideration for the award of M.Phil degree of Panjab University, Chandigarh.

(Dr Sachin Chowdhry)

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<u>ACKNOWLEDGEMENT</u>

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ABBREVIATIONS

AA	Appellate Authority
ARC	Administrative Reforms Commission
BBMP	Bruhat Bengaluru Mahanagara Palike
BPO	Business Process Outsourcing
CEO	Chief Executive Officer
CO	Competent Officer
CPGRAMS	Centralised Public Grievance Redress and Monitoring System
CPGRC	Central Public Grievance Redressal Commission
CRM	Customer Relationship Management
CS	Chief Secretary
CSC	Citizen Service Centres
DA	Designated Authority
DARPG	Department of Administrative Reforms and Public Grievances
DO	Designated Officer
DPAR	Department of Personnel and Administrative Reforms
DSS	Decision Support System
DTH	Direct to Home
e-gov	e-Governance
e-SLA	e-Service Level Agreement
GOK	Government of Karnataka
Government	Government
GRO	Grievance Redress Officers
GSC	Guarantee of Service to Citizen
IAS	Indian Administrative Services

ICT	Information and Communication Technologies
IIMB	Indian Institute of Management, Bangalore
IMRB	Indian Market Research Bureau International
ISO	International Standards Organisation
IT	Information Technology
KAS	Karnataka Administrative Services
KEA	Karnataka Evaluation Authority
KGSCA	Karnataka Guarantee of Services to Citizens Act
LG	Local Government
MIS	Management Information System
MP	Madhya Pradesh
NeGD	National e-Governance Division
NGO	Non Governmental Organisation
NIC	National Informatics Centre
PDS	Public Distribution System
PSGA	Public Services Guarantee Act
RDPR	Rural development and Panchayati Raj
RTI	Right to Information
RTS Act	Right to Services
SAPS	State Agency for Public Services
SPGRC	State Public Grievance Redressal Commission
UK	United Kingdom
UPS	Uninterrupted Power Supply
USP	Unique Selling Proposition

EXECUTIVE SUMMARY

Things took a turn for the better after more than six decades after Independence, when the policy makers decided to narrow down the distance between the government and its citizens. The government machinery that was known for being inefficient, apathetic, corrupt, and most importantly unaccountable, was set for a change since the onset of the 21st century. Promulgation of the Right to Services (RTS) Acts in the country from year 2010 onwards heralded the era of rights-based approach to governance. These Acts did not just occur, but actually evolved over a period of time, starting from 1996-97 when Citizens' Charters were introduced to make government departments lay down standards for public service delivery. Prior to that the common man found it a Herculean task to get routine services from government departments, which often included use of middlemen and payment of bribes. Transparency and accountability were completely lacking at all levels.

Right-based approach to governance caught traction in India in the first decade of the present century with the passage of numerous legislations conferring various rights to citizens, such as Right to Information, National Rural Employment Guarantee Act, Right to Education Act etc. These were supplemented by many judgments of the Supreme Court conferring the right to health, clean environment, food and other social/ economic rights within the ambit of fundamental rights guaranteed by the Constitution. The Citizens Charters were followed by other initiatives such as formation of the Department of Administrative Reforms and Public Grievances (DARPG), Centralised Public Grievance Redress and Monitoring System (CPGRAMS), Sevottam etc. these measures did not have the desired effect since the government servants did not face any

pressure to follow the norms and there was no penal clause to force them to provide timely and efficient services. To address these shortcomings, the RTS Acts were introduced. These legislations not only contained provisions for time-bound delivery of services but also penal clauses for delay in provision of said services. In addition, these Acts also empowered citizens to make claims against the government if the rights are violated. Thus, RTS Acts brought in the much required transparency and accountability that was largely missing in the country till then. The evolution of RTS Acts in India has been studied and covered in detail in this document.

20 states in India have enacted the RTS Acts starting from year 2010. Most of them have borrowed from the provisions of the draft 'Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of their Grievances Bill, 2011' introduced in Parliament by the then Government, which however did not see light of day due dissolution of the Lok Sabha. Karnataka state was the tenth state to enact the "Karnataka Guarantee of Services to Citizens Act 2011 (The Karnataka Sakala Services Act 2011)" and (Amendment) Act, 2014, which was made operational from 01 Apr 2012. Starting from a modest 151 services, it quickly expanded to cover 375 services by 2013-14 and today it stands at 1025 services. This figure is the highest among all states in the country. The Sakala Services Act contains all the relevant provisions to render it effective and is now running efficiently in its ninth year.

While it sounds good on paper and is a sincere attempt by governments at all levels, it is important to see how the laws are actually playing out on ground. Another aspect is that actual time-bound delivery will happen when legislation is complemented by robust systems and infrastructure, simplification and standardization of procedures,

use of e-Governance solutions, capacity building and attitudinal change among front-line staff. It also calls for constant monitoring, review and re-orientation. This is what prompted the researcher to embark on this subject. The objective was to study the 'Sakala Services Act' enacted by the Government of Karnataka in detail. Research was carried out to trace the progress and performance of services provided under the Sakala Mission of Karnataka since inception, study the institutional arrangements evolved by the administration for service delivery, to ascertain user satisfaction with the Mission and also assess staff capability to deliver services efficiently.

A mixed research strategy chosen with the method followed being the Case Study method. For the purpose of data collection, which was primary in nature, the researcher travelled to Bangalore to interact with the Sakala Mission Headquarters, visits to various Government offices in urban and rural districts, restricted to the revenue, Transport and Sub-Registrar departments. The citizens who availed services in these departments as well the officials in the same, were interacted with. A bilingual questionnaire was also floated as a Google Form and also in hard copy to elicit their responses. There were 153 responses to the questionnaire floated among citizens who availed Sakala services, and 50 responses were received from Sakala officials.

The researcher managed to get detailed insight into the functioning of the Sakala Mission as well as the implementation of the Sakala Services Act in Karnataka. It can be said that the Sakala Mission is functioning efficiently and effectively, meeting its objectives and has been able to achieve high level of citizen satisfaction. The officials who are engaged in delivery of services were found to be responsive and alive to the challenges. All of them were willing to take on additional work burden and displayed

commitment towards success of the Mission. Responses received from citizens and officials to the questionnaires have been recorded in detail in the document, followed by analysis of the same. The Mission has more enabling factors than disabling ones and follows certain best practices that can be emulated and studied by other state administrations. It is pertinent to mention that the achievements of the Mission have been in spite of major political turmoil in the state of Karnataka in the past few years, which is testimony to the will of the Government, strength of the initial foundation and robust procedures in place. The major findings are:-

    a.   Organisation. The organization of the Sakala Mission has been lean, effective and not undergone any change since inception. The role is restricted to monitoring the implementation of the Sakala Act but does not have any powers beyond the same.

    b.   Staffing.   Staffing has been adequate and stood the test of time. There have however been frequent changes in the top hierarchy of the Mission.

    c.   Number of Services. While the number of services has crossed 1000, the level of utilization is very skewed. A department having maximum services under Sakala is not necessarily attracting the maximum number of applications.

    d.   Appeals and Compensation. The number of appeals filed, and compensation paid since inception indicate poor application of the provisions of the Act. It indicates that either awareness is not adequate or that citizens are not willing to file for compensation.

    e.   District and Taluk wise ranking system has been effective and has fostered competition.

    f.   Service Delivery timelines have reduced over the years since inception.

g.   System of monitoring, reporting and analysis is well automated and effective. There is scope for further refinement.

h.   Average pendency state is 4.55% and rejection state is over 6%.

i.   Sakala Helpline is effective, efficient and provides Sakala Mission with tangible information, analytics and citizen feedback. Feedback from Non-Sakala complaints is not fully harnessed for the benefit of the citizens. There is scope for further automation and application of AI, ML and other modern technologies.

j.   Review of terms and conditions of temporary staff is required to elicit better staff morale and output.

k.   Maximum percentage of respondents came to know about Sakala Mission only upon their visit to the service centre. The percentage that came to know through Government awareness campaigns is very less.

l.   Awareness of Sakala helpline number and Sakala logo is low. Surprisingly, the rural respondents had better awareness.

m.   Respondents were generally satisfied with the application process.

n.   Awareness of respondents as regards stipulated timelines of service delivery was found to be low.

o.   Miniscule percentage of respondents applied for compensation/ filed an appeal.

p.   Overall satisfaction with Sakala Mission is very good, which also included timely service, attitude of Sakala officials, grievance redressal as separate parameters.

q.   Respondents had many suggestions, relating to increase in public awareness, reduction in timelines, better approach of Sakala officials, issue of

timely SMS alerts after process completion, software issues improvements in application process etc.

r.   Workload of officials varies among departments. A review of the same followed by allocation of more manpower and infrastructure resources to the departments with heavy workload is required.

s.   Officials are well versed with the provisions of the Sakala Act and are committed to the success of the Mission.

t.   20% of officials felt that they were not adequately trained. This is an issue for introspection.

u.   As per officials surveyed, delays in processing occurred mainly due to software and technical issues.

v.   Officials of certain departments cited manpower shortages. This needs to be addressed.

w.   Temporary hired operators requested for better job surety and stability.

Based on the findings and analysis, recommendations have been made in Chapter 5. The broad recommendations are as follows:-

a.   Organisation. Fixed tenures of senior incumbents in the hierarchy may be considered for the sake of continuity and greater efficiency and review of terms and conditions of outsourced / temporary staff should be carried out.

b.   Powers.   Sakala Mission Headquarters should get more teeth to enforce the correct implementation of the Sakala Act.

c. Services.

    i.   Increase in number of services under Sakala be weighed against the achievement of tangible benefits. Under subscribed services may be considered for deletion.

    ii.   The workflow and procedures for high volume services that are prone to delays should be reviewed.

    iii.   Public awareness campaign to spread awareness of newly introduced services be ensured.

d. Public Awareness of Sakala Mission.

    i.   Needs to be enhanced.

    ii.   Social media presence be increased.

    iii.   Awareness of Sakala logo and helpline be increased.

e. Software integration followed by launch one omnibus software.

f. Compensation be paid as an automatic process, without appeals for the same. Integration of the same in upcoming Sakala 2.0.

g. Disposal of long pending appeals be addressed.

h. Sakala Helpline be further strengthened, software upgraded and awareness in rural areas of the same be spread.

i. Balancing of workload and manpower between departments be carried out.

j. Efforts to reduce number of rejections should be made.

k. Sakala Mission should take measures to strengthen the grievance redressal process and instill confidence in the citizens regarding the effectiveness of the process.

l.   External Assessments, including   Impact Assessments should be conducted periodically to get accurate feedback.

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Chapter 1 - Introduction and Evolution of RTS Acts in India, Objectives and Research Methodology

1.1   Efficient public service delivery is an integral part of good governance. An ideal service delivery framework would include the elected representatives or policy makers, the service delivery agency and the beneficiaries or the citizens themselves. Indicators of good governance in any nation are the simple things such as openness and accessibility, accountability and timelines, a responsive administration. Transparency is another important factor, that is accomplished through explicit information and dissemination of rules, plans, procedures and activities to all concerned. We in India, are painfully aware of the notoriously wide disparity between what the laws say and how they are actually implemented on ground. The common man often ends up paying a bribe or taking an illegal route to get his basic services, be it a birth certificate or registration of his house. This applies pan India, be it cities or villages, rich or poor. Arbitrariness, carelessness, lack of empathy, corruption et al. are the words often associated with Government servants, and by extension, to the politicians and bureaucrats. The Government servant did not feel accountable to the citizen and performed as per his whims and fancies in an arbitrary manner, thus denying the citizen his basic rights. Grievance redressal was not at all a priority and a citizen was invariably at a loss to understand why his request was either denied or delayed due to lack of transparency and arbitrariness of the Govt servant. Public service delivery in India thus suffered from serious lack of accountability and transparency.

1.2   The beginning of the Twenty first century, however, brought in welcome winds of change. Shaking off the colonial hangover after almost six decades of independence, the first two decades of the 21st century witnessed numerous initiatives of the Central

Government and State Governments alike, towards improving public service delivery. Earliest precursor to the RTS Acts were Citizen's Charters, introduced in India in 1997, which was voluntary in character[1]. These for the first time made a commitment to assure service delivery with transparency and accountability framework. Right-based approach to governance caught traction in India with the passage of numerous legislations conferring various rights to citizens, such as Right to Information, National Rural Employment Guarantee Act, Right to Education Act etc. These were supplemented by many judgments of the Supreme Court conferring the right to health, clean environment, food and other social/ economic rights within the ambit of fundamental rights guaranteed by the Constitution. The Citizens Charters essentially neither specified any time frame for service delivery nor any for grievance redressal. In order to improve Public Service Delivery, a service excellence model called "Sevottam" was initiated in 2006 to give a new thrust to the implementation of Citizens Charter. This was introduced by a few departments/ministries of the Government of India and States and led to process improvement and better service delivery. A web-based portal for lodging complaints by the public, named Centralised Public Grievance Redress and Monitoring System (CPGRAMS) was launched in 2007. It became operational in all the Ministries and Departments of the Government along with numerous subordinate organisations. While these efforts were noteworthy, due to the absence of an overarching structure, their impact was diffused and limited. It was felt that 'Rights based approach' should be followed in this respect by making the Citizens Charter statutory and ensure that public had the right to get delivery of services within stipulated timelines. These became the precursor to the central Government introducing the 'Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of their Grievances Bill, 2011'. Though

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[1] Dolly Arora (2008).

the Bill never got passed due to the dissolution of the Lok Sabha[2], it acted as a cue to many States to promulgate their own Right to Services Act (Government Act) in respective States. In fact, couple of States such as Madhya Pradesh and Bihar promulgated the Right to Services (Government) Act in 2010 itself. These legislations not only contained provisions for time-bound delivery of services but also penal clauses for delay in provision of said services by government officials. These Acts also empowered citizens to make claims against the government if the rights are violated. Thus, RTS Acts brought in the much required transparency and accountability that was largely missing in the country till then.

1.3   An examination of the provisions and implementation of the Right to Services Acts passed by various States reveals that while intentions were noble, execution has not been up to the mark. In comparison, however, the 'Karnataka Guarantee of Services to Citizens Act', also known as the 'Sakala Services Act 2011', the tenth such Act to be passed in year 2011-12, has taken noteworthy strides. As on date the Mission covers 1025 services under 98 departments[3]. This is the highest coverage in the whole country. The notable feature of this policy move was that it attempted to treat bureaucrats, Government officials and citizens as stakeholders collaborating towards the same goal. Latest technology infrastructure and automation have been exploited extensively to achieve sound monitoring and feedback. Now in its ninth year of operation, it was felt that a detailed study to understand the Sakala Mission would facilitate analysis of the progress and performance, staff capability and user satisfaction. This would also be

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[2] Narayanasamy V., The right of Citizens for Time Bound Deliver of Goods and Services and Rederessal of their Grievances Bill, Lok Sabha No. 131, 2011. http://darpg.gov.in/darpgwebsite_cms/document/file/Citizens_Bill131.pdf.

[3] As per data shared by the Sakala Mission of Karnataka.

useful for other states in the country who are keen to improve their services. In this chapter, the concept of public service delivery and its essentials as well as the evolution of RTS Acts in India has been discussed.

Rights-Based Approach

1.4   The rights-based approach to development is not a new concept.[4] Rooted in concept of human rights – a notion upheld by United Nations in its various conventions affirms that every human being on this earth has an equal right to live a life of dignity and to develop his/her full abilities and to participate in his or her own development. The Indian constitution provides a framework to enforce these rights and the various articles which protect the fundamental rights of all citizens irrespective of caste, class, common gender or any other social status. The right to equality and liberty, fundamental right to life etc. are some of the basic civil and political rights guaranteed in the Indian Constitution. Large portion of the Indian population were being discriminated against and prevented from enjoying these rights. Major reasons were lack of adequate laws, lack of accountability of the state towards its citizens in guaranteeing basic service delivery and the continuing exclusion of certain classes and social groups from access to basic resources. A rights-based approach is a useful way to reorient the present system which is political and managerial in nature, to an accountable, legal and less discretion-based one. Over the years rights-based strategies have become synonymous with good governance[5]. The central Government in India has accordingly followed the path. Thus, if public service delivery is seen as a right, it will help the government bring new legibility and control over its officials. When citizens' rights are

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[4] Gready, P., & Ensor, J. (2005).

[5]   Robinson, N. (2012).

violated (i.e. if any service is not provided to them as promised), they can make a claim against the government, and also report the erring official so that he can be brought to book. There has been an effort to bring in transparency, accountability and responsiveness in the process through legislations such as the Right to Services Acts, coupled with large scale proliferation of automation and Information and Communication Technologies (ICT).

<u>Public Service Delivery</u>

1.5   By definition, Public Service is "A commodity or service which is non-rivalrous and non-excludable in nature, and is supplied in public interest regardless of income, jurisdiction by the government to its people who have by a social consensus, democratically elected the government and vested it with the power to do so[6]. The service could be publicly funded, contracted, commissioned or procured". This includes broad based public goods such as public education, healthcare, water and power supply, sanitation, social security, employment exchanges etc. It also would include subsidies and targeted transfers such as Public Distribution System (PDS) i.e. the ration shops, input subsidies to farmers, free electricity, free water, gas cylinders, direct benefit transfers etc. Other kinds of government services such as ration entitlement cards, common license, certificates etc. which are issued by the government are also covered under public services. It is the right of every citizen to expect the government to provide all the public services as entitled or laid down as per policy. In India, the delivery aspect of public services is largely lacking due to apathy, poor accountability and transparency standards displayed by the elected leaders and the Government machinery. The common man is resigned to the fact that it is normal to adopt illegal means to get his

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[6]   Chandra, Amit, and Bhatia, Surbhi (2015).

work done in a Government office. Public service delivery involves the interplay of state and non-state actors and various interest groups in a democratic and federal polity like India and it also defines the way and extent to which the policies and reforms in a country are effectively implemented. Political economy of a country also has a major role to play in the development of its policy process and reform agendas which in turn will affect the kind of public service delivery provided to the citizens. It is the right of a citizen to expect good service from the taxes paid by him/her to the government regularly and the public money that is spent. The question that remains is to see how best the aim of effective public service delivery can be attained.

1.6   An ideal service delivery framework would commence with the elected representatives or the policymakers who decide what service is to be delivered to the citizens and for which they lay down the necessary policy measures. The next link in this chain is the service delivery agency which is responsible to deliver this service to the citizens/ consumers as per the policy laid down. The last and most important link in this chain are the citizens/ consumers themselves, who are the recipients of the promised service.   The devil lies in the details, i.e., the actual execution. The service delivery per se would be a collaborative provision that has to emerge between the various agencies involved such as the government departments, the marketplace and civil society agencies. In today's age it is also important to take into account the firms that provide the backbone of ICT for delivery of public services. Another important aspect is accountability, which has to be sought from the ruling government. This can be ensured by a vibrant media, vigilant judiciary and various other non-state and non-governmental organizations that serve as watchdogs to ensure that service delivery is effective.

1.7   Julian Le Grand (2007) talks of four models in his book, "The Other Invisible Hand -Delivering Public Services Through Choice and Competition"[7]. In the book he discusses four means of public service delivery which could be based on Trust, Command and Control, Voice, and Choice & Competition. Each of these models has its own advantages and disadvantages. What is required is a healthy amalgamation of all these to achieve effective public service delivery. If we take the Trust model, it may sound romantic that the public servant can be trusted to work on his own. At least in India, with present work culture and ethos, it would be too much to expect all government servants to be public spirited altruists. We also cannot separate altruism in public services from paternalism where in the service provider is more likely to provide what he thinks the users need rather than what the users may actually want. In the Command & Control model, the government servant may be instructed or directed to deliver a good or service by higher authority. We cannot discount the demoralization and demotivation of those on the frontline of service delivery especially if they are professionals who are not used to receiving orders and have been trained to believe that they will have substantial autonomy and independence in their work. This leads to distortion of priorities and incentives for gaming behaviour of various kinds such as fiddling of figures, to more subtle ways of meeting the target by changing behaviour in undesirable ways. In the Voice model, the users of services communicate their views about the desired quality of service directly to the service providers. We are only too aware of how accessible the voice model would be to the population in a country like India wherein large number of citizens are illiterate and belong to the lower strata. Such a system would favour the self-confident and articulate middle class and will tend to steer the services in their direction at the expense of those who are not very well of or

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[7] Le Grand, J. (2007).

voiceless. The Choice and Competition model may seem to be an ideal one wherein the users choose the service they want from those offered by competing providers. India is yet to graduate to that level where private participation is encouraged and citizens get choice of choosing their service provider for any service. One has to perforce depend on the government agencies to deliver public services. While these models may seem ideal, not all are suited to the Indian context. One could say that Command & Control model is followed in India, supplemented by a system of rewards and punishment.

Essentials for Effective Public Service delivery

1.8   R Chandrashekhar, Additional Secretary, e-Governance, Government of India famously said[8], " The reality of the public sector today is that it is assessed by the efficiency of its service delivery. No longer is the effectiveness of the public sector measured by the revenue it generates or the employment it provides...". The quality and efficiency of public service delivery would be seen as the main indicators in today's age, largely due to rising citizens' expectations. Therefore, this topic is a top priority for all Governments. This requires a customer-centric strategy. In order to establish new models of public service delivery, this should be focused on integration between all organisations and leveraging technology and expanded public-private partnerships.

1.9   To improve upon customer experience, certain key areas have to addressed[9]. These are:-

  a. <u>Speed</u>. Deliver the service in the shortest possible time.

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[8] Price Waterhouse Coopers (2007).
[9] Ibid.

b.   Engagement. Services delivered should be participatory and trustworthy, with customers needs at the core.

c.   Responsive.   Any variation in meeting service levels should be identified through a suitable mechanism followed by appropriate changes in the service delivery organization.

d.   Value. The service delivery mechanism must be cost effective and value be driven by customer outcomes.

e.   Integration. The service delivery mechanism should be so integrated that there should be no wrong door policy for the customer.

f.   Experience.   Customer delight has to be achieved on the same scale as they experience from any private player.

1.10   Process re-engineering from the Government's side is necessary to ensure that citizen needs are kept at the core while planning and executing effective public service delivery. There are initiatives by many states at various levels which demonstrate how, in the right circumstances, effective public service delivery models can be developed by combining the complementary capabilities and cultures of the public and private sectors. Technology can also be a key enabler. Any effective public service delivery mechanism would do well to focus on the following five key strategic enablers[10]:-

a.   Citizen Centricity. First and foremost is the identification of citizen needs. Services be designed around them and on a wide scale with smooth interface and infusion of technology. Thereafter sound service standards that reflect customer-oriented measures must be laid down. The training of

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[10] Price Waterhouse Coopers (2007).

Government servants engaged in service delivery to keep the citizen in the fore front of his activities has also to be carried out.

b. <u>A Connected Government</u>. Most Government organisations tend to work in silos. Removing these silos and creating a connected government calls for the alignment of a common citizen-centric vision with objectives, outcomes, information and process flows. This should be headed by a visible dynamic leadership at a strategic level that sets common goals and also puts in place an enabling policy and legal framework.

c. <u>Capacity Building of Staff</u>. Delivering effective public services calls for multi-level transformation, the most important being the Government servant who faces the citizen/customer. Changing the way he thinks and acts, how he views his roles, and how he executes the same. Training plays a key role in this step.

d. <u>Deliver the Promise and Realize the Benefits</u>. The overall goals of public service delivery must be clearly understood to deliver the promise. Once achieved, ensure risk management measures are in place, which can be achieved through clearly-defined goals, fixed time-frames, continuous performance monitoring, risk sharing, and awareness of any challenges arising.

e. <u>Continuously Improve and Innovate</u>. The sustainability of the schemes requires creativity and quality improvement. Benchmarking, which can enable the company to recognise which facets of their service delivery can benefit from innovation, as well as how best to document and accept new approaches, will further facilitate this.

Evolution of Right to Services Acts in India

1.11   The philosophical foundation of the directive principles of state policy, as laid down in Part IV of the Indian Constitution, states that India is a welfare state. This specifically suggests that the State plays an important role in protecting and promoting the rights of people, as well as in caring for their well-being, and spends a substantial proportion of the budget on social provision and the implementation of policies. The socio-economic principles that constitute a welfare state make it the government's responsibility to provide its citizens with fair and reasonable service. Through its different levels, national, state and local, the government strives to provide equal living standards by opening up schools and hospitals, running an effective public delivery system and improving people's living standards. The Government may employ its own resources as well as from that of the public sector for effective delivery of services.

1.12   The Right to Services laws in India owe their origin to the Citizens's Charter of United Kingdom (UK), promulgated in 1991. The then Prime Minister of UK, John Major explained it the following way[11]:-

> *"It will work for quality across the whole range of public services. It will give support to those who use services in seeking better standards. People who depend on public services – patients, passengers, parents, pupils, benefit claimants – all must know where they stand and what service they have a right to expect."*

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[11]   Speech by John Major MP at the Conservative 1991, referred in the Twelfth Report of the Committee, From Citizens Charter to Public Service Kingdom , (2007-08), 15 July 08 at para 6, as covered in Thulaseedharan, S. (2013). Right To Public Services In India-a New Legal Scenario. Journal of the Indian Law Institute.

1.13   The Citizens Charter of UK was followed by the Charter Mark Scheme in 1997. This was followed by the Customer Service Excellence Standards. This culminated into the 'Public Service Guarantees' which was intended to act as a mechanism for setting out the standards of service provision that people can expect from public services. The Citizens Charter of UK was also the trigger for such initiatives in Belgium Canada (Service Standards Initiative, 1995), (Citizens' Charter, 1997) and so on.

1.14   <u>Citizens' Charter</u>.   The Citizen's Charter initiative came up in India with the slogan of 'Putting People First'[12] as a written declaration by government agencies enlisting a collection of promises, service delivery requirements and redress and remedial measures in the event of non-compliance with the same. The first drive for public service reforms in India was presented in 1997 by Prime Minister I K Gujral as part of the 'Action Plan for Efficient and Responsive Government'. The recommendations of the 'Conference of Chief Secretaries held in 1996 to develop 'An agenda for effective and responsive administration'[13] were related to public accountability, which should be interpreted in a broader sense to include public satisfaction and responsive delivery of public services. It also proposed the phase-wise implementation of citizens' charters for as many service entities as possible in central and state government departments. The first direction given by the Union Government to the ministries and departments in 1996 was to initiate the approval of the formulation of citizens' charters requiring ministries and departments to recognise areas with a broad public interface. For industries with large public networks (e.g. railways,

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[12] Chandra, Amit, and Bhatia, Surbhi (2015).
[13]   Dolly Arora (2008).

telecommunications, post offices, public distribution systems), a decision was taken to formulate the Citizen's Charter.

1.15   In 1997, a conference of all Chief Ministers was held in New Delhi, named the 'Action Plan On Effective And Responsive Government'[14], that laid thrust on three main areas, viz. making administration accountable and citizen friendly; ensuring transparency and right to information; and taking measures to motivate the Civil Services. These charters, however, ended up being more of a ritualistic exercise mainly because they were prepared without involvement of the citizens, who are the main clients and stakeholders. There was just no relation with any service delivery improvement and information about the charters did not percolate down the line. The key challenges faced were:-

a. Aligning public service delivery performance in India with citizens expectations.

b. Institutionalising continuous improvement and assessment of performance in the government organizations against clear and improving standards.

c. Benchmarking quality of service delivery by government organizations and grading them on performance.

d. Providing government organisations involved in public service a scheme for acquiring and retaining a symbol of excellence in service delivery.

1.16   By   April   2006,   111   Citizens'   Charters   of   the Ministries/Departments/Organisations of the Central Government and 668 Charters of the various Agencies of State Governments and Administrations of the Union Territories

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[14]   Dolly Arora (2008).

had been published bilingually on respective websites and in national gazettes[15]. Some big roadblocks in implementation were faced by the Citizen's Charter initiative as it was not legally binding but voluntary in nature. An analysis undertaken by the Indian Institute of Public Administration's 2008 Citizen's Charters report found that many charters were non-existent or obsolete, lacking accuracy in requirements, responsibilities and mechanisms. After careful examination of the charters, the study concluded that there was a lack of transparency and knowledge, and 98 percent of the charters skipped the framework for processing feedback and systematic analysis. It also pointed out that charter-making was frozen in time as a one-time exercise because after its formulation, there was no oversight, analysis or update. Needless to say, such negligence is often representative of the general lack of dedication to public service that also translates into administrative work in coping with anything as primary as the generation of knowledge about a governmental agency. Therefore the liaison of the citizen with his government is witness to a number of detentions, from persistent delays due to tedious procedures to waiting in line in anticipation of a file to 'pass' in the agency, to lack of knowledge and finally, unconstitutional tactics that people would like to use to stop all the inconvenience.

1.17   Establishment of Organisations. The Directorate of Public Grievances was established on 1 April 1988 to establish and reorient policy priorities for ensuring citizen-centric services[16]. Set up to investigate individual complaints filed with four Central Government Agencies, today the roles of the Directorate have extended and now include complaints from most central government organisations. It is the appeal body

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[15]   Chandra, Amit, and Bhatia, Surbhi (2015).
[16]   Ibid.

addressing complaints where the plaintiff failed to be rectified by the organization's internal hierarchy. It also has the right to invite files and officers to determine whether justice is being delivered in a timely manner. If it is not happy with the results, it will make recommendations that the company must follow and enforce within a span of one month. This was succeeded by the Department of Administrative Reforms and Public Grievances (DARPG) that has taken on the task of establishing honesty and efficiency in the public sector, by reengineering and enhancing current processes as a nodal agency that formulates and implements policies within its reach. In terms of regulation and service delivery, it has a dual function as the policy formulator and oversight of current, monitoring and ensuring standards are adhered to by all ministries and departments. Its eight divisions have fitted the government machinery with a range of initiatives, such as the initiative of the Citizen's Charter, Public Grievance Policy, Government Quality Control, e-Governance, Administrative Laws Analysis, etc[17]. Some of the fields within the framework of the DARPG are recording and dissemination of best practices and processes, information & facilitation counters, and civil services reforms. An Office Memorandum of 1988 mandated appointment of officers of not less than the rank of Director/Deputy Secretary (or equivalent) should be appointed as the Director of Public Grievances in each Ministry. His functions included setting up a Management Information System (MIS) to monitor the procedures and identifying areas with a higher rate of recurring grievances which might call for a more intensive review of policy. Other measures included having a Single Window System and Meeting-less Wednesdays to enable proper hearing of grievances and direct interaction with the officer in charge. Helplines were also setup to facilitate lodging of complaints.

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[17]   Ibid.

1.18   <u>The Sevottam Model</u>.   SEVOTTAM, designed by DARPG in 2006 as a service delivery excellence evaluation tool, was a 'Nine Criteria Model for Citizen Centricity,' meaning 'Uttam Seva'. It is a three-module evaluation method related to Citizens' Charters, Public Grievance Resolution and Quality in Service Delivery with citizen-centric characteristics. The model synthesises the nine requirements for compliance into the three modules above. The Citizens Charter module allows the government to publicly announce information about the rights of citizens, to better educate citizens and thus to enable them to demand better services. The module for Public Grievance Redress includes a good grievance redress mechanism that operates in a way that makes the citizen more comfortable about how the company reacts to concerns or grievances regardless of the final decision. The third model of Excellence in Service Delivery postulates that an organization can have an excellent performance in service delivery only if it is managing the key ingredients for good service delivery well and building its own capacity to continuously improve delivery. With the adoption of Sevottam, India became the first country in the world to publish a public service delivery quality management criteria standard[18]. The first Sevottam Certification was awarded in March 2008 to the Department of Posts, Gol Dakkhana, New Delhi. Research reveals that the Sevottam model did not succeed since most departments and states paid lip service and did not implement in letter and spirit. Again, lack of a statutory provision precluded functioning in letter and spirit.

1.19   <u>Second Administrative Reforms Commission (ARC)</u>.   The Government's views on redressal of grievances of the citizens can be clearly understood from 12th

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[18] Dolly Arora (2008).

Report of the 2nd ARC, called "Citizen Centric Administration: The Heart of Governance," The Second Administrative Reforms Commission, stated that[19]:-

"The basic principle of a grievance redressal system is that if the promised level of service delivery is not achieved or if a right of a citizen is not honoured then the citizen should be able to take recourse to a mechanism to have the grievance redressed. This mechanism should be well publicized, easy to use, prompt and above all, citizens must have faith that they will get justice from it."

1.20   Centralised Public Grievance Redress and Monitoring System (CPGRAMS). This web-enabled solution called the CPGRAMS, was set up in June 2007 to streamline and integrate the whole grievance process. This online portal helped to file, track and monitor all complaints efficiently. The system became capable of generating automated acknowledgements/receipt-cum-registration number and enabled checking status of applications.

1.21   Legislations.   The Government of India also brought in few legislations that empowered the citizens and made them aware of their rights and entitlements. Legislations such as the Right to Information Act 2005 and the Consumer Protection Act 1986, to protect, inform, as well as assure the consumers of their interests and empower them to speak against unfair trade practices were introduced. These also spawned number of activists, NGOs et al. who took up numerous matters relevant to

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[19]   Government of India, Second Administrative Reforms Commission, Citizen Centric Administration; The Heart of Governance, 12th Report. 2009.

welfare of citizens with the Government. Such Acts can be said to be the precursor to the RTS Acts that proved to be the game changer.

1.22   <u>Need for an Act</u>.   In spite of the government machinery discussed in the preceding paragraphs, the efforts to reduce malpractices were more or less futile, resulting in a gap between the administration and the citizens, which needed to be bridged. The measures did not have the desired effect due to reasons ranging from inadequate budget allocation, lack of incentives and procedural complexities, to demand for bribes, and discourteous officials. World Bank Report of 2004 broadly outlined the ways services are failing the poor into four categories, viz. inadequate budgeting, money or service not reaching the beneficiaries, weak incentives to officials for effective service and of course lack of demand form the citizen/consumer primarily because they fail to take advantage, or may not have access to the same, thus generating a low level of public services and development outcomes among the poor. The GoI in turn observed similar symptoms vide its OM No. 394739/PLCY/PG-88(7)-Vol. III10[20] :-

a.   <u>Corruption</u>.   The pervasiveness of rampant corruption in the form of red tape, bribery, favouritism, nepotism and prejudice while delivering services eats away equality, contributes to a common view of all government workers and processes as opaque and lacking a culture of ethical work and channels out the resources of the country. It discourages the common man from pursuing public servants for justice or service. Long processes and complicated administrative systems allow people to check for alternative ways to get the job done faster and the easier way out is to find corruption.

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[20]   Chandra, Amit, and Bhatia, Surbhi (2015).

b. <u>Lack of Awareness</u>. Details regarding the Charter and what it entitles individuals to, does not percolate down the line. For complaints lodged, acknowledgments are not given. If individuals are not conscious of their own rights, there is little that can be done if they are disappointed. At times, no justifiable explanation is given when refusing a petition, and there is no show of specific details about who is to be approached and how. Just 12 per cent of the rural population and 30 per cent of the urban population were aware of their Right to Information in a study of the RTI Act taken up in 2010.

c. <u>Non-Revision of Rules</u>.   Prepared mostly without the participation of people and stakeholders, the rules and guidelines are hardly changed, refreshed or revised, if available, poorly defined and complex.

d. <u>Absenteeism</u>. Instead of representing the public, government servants believe their role is authoritative in nature. Incidents of lack of motivation and responsibility, officials not complying with their assigned schedules, not being available for appointments, being distracted, holding hours of personal calls on the phone, being absent during working hours, or going on indefinite lunch breaks are a daily cause of inconvenience for people and go unreported and unchecked.

1.23   The Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of their Grievances Bill, 2011 was introduced in the Lok Sabha in December 2011. Though this never saw light of day due to dissolution of the Lok Sabha, it served as a catalyst, with numerous states of the country following suit and enacting their own Acts. Madhya Pradesh was however the first state to enact it in year 2010 itself, known as 'Madhya Pradesh Lok Sewaon Ke Pradan ki Adhiniyam, 2010'. Till date 20 states

have enacted the Right To Public Service Act (RTS Act) with different names having five common features:-

a. Assurance of the service.

b. Service within a stipulated time frame.

c. Holding designated officers accountable.

d. A system of grievance redressal by two stage appeal.

e. A system of penalty and fine for delay/denial in service.

1.24   Summary.   As discussed above, the Right to services laws have materialised after number of iterations, including deliberations, legislations and formation of many organisations to address the requirements of citizens and provide them the best services. With the incorporation of e-governance and ICT, the implementation of the Acts and monitoring thereof, have received a fillip. It is envisaged that these Acts will further go from strength to strength in the years to come.

Statement of Problem

1.25   The 'Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of their Grievances Bill, 2011' proposed to be introduced by the Central Government never saw light of day. Several states drafted and promulgated their own Acts since 2010 and committed themselves to ensure time bound delivery of public services. Karnataka State has taken great strides in extending the number of services beyond 1000. This seems to indicate that the implementation of the Mission has been successful and gained traction among citizens. Adequate literature is, however, not openly available to verify the same. Survey of literature also reveals that there have been

reports of slippages/glitches and user dissatisfaction, which is natural when more than 1000 services have to be delivered in time to citizens. The comparatively tardy progress of other states also warrants deeper study. There is a scope for in-depth study of the Sakala Mission to understand various aspects of the Mission, such as its progress and performance, institutional arrangements, user satisfaction, grievance redressal mechanisms, enabling/disabling factors and best practices.

Objectives

1.26   To study the 'Sakala Services Act' enacted by the Government of Karnataka in detail, with the following objectives:-

   a. To trace the progress and performance of services provided under the Sakala Mission of Karnataka since inception.

   b. To study the institutional arrangements evolved by the administration for service delivery.

   c. To ascertain user satisfaction with the Mission.

   d. To assess staff capability to deliver services efficiently.

Research Strategy and Design

1.27   Research Questions

   a.   What is the progress made by the Sakala Mission since inception in terms of number of services, their output and outcomes on major parameters?

   b.   What is the utilisation, growth and efficiency of services as well as effectiveness of service delivery.

c.   What institutional arrangements are in place to deliver stated services with respect to organisational structure, monitoring and feedback mechanisms, advertising and public awareness, benchmarks for achieving laid down goals and to what extent were they achieved?

d.   What is the level of user satisfaction with the services with respect to selected departments/services, including grievance redressal.

e.   What is the capacity of staff engaged in service delivery in discharging their functions in terms of job assignment, qualification, training, system of rewards/punishments etc.?

f.   What are the enabling factors and disabling factors in respect of the Mission?

g.   What are the best practices in the Mission that can be emulated by other states for improving their services?

1.28   Research Strategy.   'Mixed' research strategy:-

a. Qualitative.   Interviews/ interactions, questionnaire and survey of secondary data.

b. Quantitative. Analysis of numerical data and the results of the questionnaires.

1.29   Research Design. Exploratory research design.

1.30   Methods Applied and Data Sources.

a.   Method.   Case Study method.

b.   <u>Data Sources - Primary Data</u>.

    i.   <u>Interview/Interaction</u>.   Interview/interaction with past and present Mission Directors and selected Staff members engaged in service delivery. Factual data related to performance of Mission was also collected.

    ii.   <u>Questionnaires</u>.   Separate semi-structured, open ended questionnaires were administered to citizens who availed Sakala services as well as officials engaged in service delivery,.

    iii.   <u>Reports</u>**.**   Annual reports, monthly reports, circulars, MIS data etc. published by the Sakala Mission.

b.   <u>Data Sources - Secondary Data</u>.   Books, articles, Government data, Government websites and other web resources.

c.   <u>Quantitative Data</u>.   Standard social science research tools were employed to analyse responses to the questionnaires.

d.   <u>Selection of Services</u>.   Since the departments and services were large in number, the survey was restricted to Revenue, Transport and Sub-Registrar departments.

e.   <u>Parameters</u>.   Common parameters for each service such as applications received and disposed off, pendency state, delay in nm of days, appeals filed and disposed off, compensation costs paid to users and penalties levied on staff for delays in processing, etc. were identified and data collected accordingly.

f.   <u>Sampling</u>.

    i.   Purposive and stratified sampling. Officials from Revenue, Transport and Sub-Registrar departments were chosen for survey. Similarly,

citizens who availed services from these three departments were only approached for response.

ii. Questionnaire (Bilingual) was administered to various stakeholders viz. officials of Sakala Mission Headquarters and Designated Officers(DOs) engaged in service delivery at CSCs/kiosks/facilitation centres with minimum sample size of 30. Questionnaire (Bilingual) was also administered to citizens/users with minimum sample size of 50. Effort was made to collect from citizens in both urban and rural areas.

iii. Survey data was collected from Bangalore Urban and Bangalore Rural districts. Survey outside of Bangalore could not be carried out due to Covid restrictions.

Rationale or Justification.

1.31 'Sakala Services Act', the tenth such act to be passed by a state in India, has been most prolific in terms of services covered under the Right to Service legislations. The Government of Karnataka has been able to include more than 1000 services from 98 departments under the ambit of this Act with praiseworthy application of automation and ICT in a short period. The Mission has been in existence for almost nine years and it has reasonably matured. A detailed study of the progress and performance of the Mission since inception along with survey of the organisational and institutional mechanisms, staff capability as well as user satisfaction will help in assessing its effectiveness and efficiency. The research will also attempt to identify enabling/disabling factors and best practices of the Mission. The findings would bring out relevant lessons for other states, scholars and policy makers alike.

Scope, Limitations/ Delimitations**.**

1.32

      a.   The research was restricted to the Sakala Mission of Karnataka.

      b.   The survey was confined to Bangalore and its outskirts only in view of Covid-19 and restricted to three departments, namely, revenue, Transport and Sub-Registrar offices that had maximum traffic of applications under Sakala.

Chapterisation

1.33

      a.   Chapter 1.   Introduction and Evolution of RTS Acts in India, Objectives and Research methodology.

      b.   Chapter 2.   Literature review.

      c.   Chapter 3.   Architecture, Institutional Arrangements and Performance of Sakala Mission.

      d.   Chapter 4.   Findings from the Field.

      e.   Chapter 5.   Analysis and Recommendations.

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Chapter – 2 : Literature Review

2.1   The literature survey was commenced with trying to gain an understanding of the nuances of public service delivery. This would facilitate holistic understanding of the topic in terms of what is expected of Governments with respect to Public Service Delivery, what are the standards and how the same must be executed. Evolution of RTS Acts in India was studied next. The provisions of the draft RTS Bill of 2011 tabled in Parliament and the Karnataka Sakala Services Act 2012 were studied to get an overview of how public service delivery was sought to be executed. Literature pertaining to the implementation of the Karnataka Sakala Services Act as available were also studied for identification of gaps and focus areas for further research.

Citizens Charters

2.2   Dolly Arora (2008) carried out a comprehensive study of citizens charters in the country. The study was sponsored by Department of Administrative Reforms and Public Grievances (DARPG) and conducted under the aegis of the Indian Institute of Public Administration. The study outlines the origin of citizens charters and the status of their implementation by various departments. It also draws attention to the Citizens Charters drawn up by other countries, notably United Kingdom which was one of the front runners. The author underlines the basic rights that are promised by the Constitution of India, fundamental rights and Directive Principles of State Policy et al., however these commitments require for their realisation an administration which is effective, efficient and sustainable. The process began in India with the Conference of Chief Secretaries was held in 1996 in New Delhi to develop 'An Agenda for Effective and Responsive Administration'. The recommendations of this conference included introduction of Citizen's Charters phase-wise for as many service institutions as possible. A letter by

the Cabinet Secretary in 1997 to all Ministries/ Departments highlighted the need for phased introduction of Citizen's Charters incorporating 'essentially citizen's entitlement to public services, wide publicity of standards of performance, quality of services and access to information. It was also desired that consumer organizations, citizen's groups, experts and retired public servants 'are involved in this process. This was quite a paradigm shift at that point of time. This was followed by the Conference of Chief Ministers held in New Delhi In May 1997 adopting an 'Action Plan on Effective and Responsive Government'. The three main areas of the Action Plan discussed in the Conference of Chief Ministers related to making administration accountable and citizen-friendly; ensuring transparency and right to information; and taking measures to clear and motivate civil services. The Conference concluded with clear recommendations for enforcing Citizen's Charters, redress of public grievances, decentralization and devolution of powers and lastly, review of laws, regulations and procedures. The overall aim of all these was to make the government citizen-friendly and accountable. The DARPG also took measures to promulgate its visualisation and the instructions for implementation. In addition, an evaluation of the citizens charters of various government agencies was also carried out in 1998.

2.3   Study by Dolly Arora (2008) made number of observations which basically indicates that the implementation of Citizens Charters was found wanting. Major observations relate to non-existent and out-dated charters, imprecise standards, commitments and mechanisms, ritualistic treatment to the charter document but no affirmative action, poor communication at all levels, no accountability and review mechanisms and it seemed to be a one-time exercise frozen in time. Above all the initiative suffered from poverty of participation and failure of communication, marked

by poor, undefined, ambiguous standards and commitments. It carried low visibility and had negligible presence not only in public domain but also within the organisation. The study concluded with precise recommendations and areas for intervention. An action plan was also suggested for bringing in effectiveness. The following components were suggested:-

    a.   Initiate a review and revision of the content of Citizen's Charter.

    b.   Institutionalise consultative and participatory processes.

    c.   Hold meetings/ workshops to involve employees at cutting edge level to identify the possible initiatives for the realization of service standards.

    d.   Make Charter available at all levels, including at the delivery units.

    e.   Give wide publicity to the specific service standards offered by the Citizen's Charter.

    f.   Improve procedures for effective implementation and institute an effective monitoring and evaluation system.

    g.   Identify and address the infrastructure, technology and human resource needs and capacity development requirements.

    h.   Seek citizen satisfaction surveys.

    i.   Take a quarterly meeting with nodal officers to review the implementation.

    j.   Institute system of awards for good performance.

2.4   It is evident that these are very practical and implementable suggestions. The Sakala Mission has incorporated almost all these aspects as the results of the survey will reveal.

Right to Services Acts

2.5   This draft Bill [Government of India (2011)] named the "The Right Of Citizens For Time Bound Delivery Of Goods And Services And Redressal Of Their Grievances Bill, 2011" was introduced in the Lok Sabha in 2011. This Bill never saw light of day due to dissolution of the Lok Sabha. This draft Bill was the precursor to the Right to Services Acts promulgated by 20 states since 2010-11. The preamble to the Bill made evident the spirit behind it, which was *"to lay down an obligation upon every public authority to publish citizens charter stating therein the time within which specified goods shall be supplied and services be rendered and provide for a grievance redressal mechanism for non-compliance of citizens charter and for matters connected therewith or incidental thereto"*. The major highlights of the proposed Bill were:-

a.   Recognizes citizens' right to time bound delivery of goods and services as well as redressal of grievances.

b.   Citizens Charters get a statutory character since it now required public authorities to publish the same within six months of the Act coming into force.

c.   Public authorities were mandated to establish information and facilitation centres for effective service delivery, and to appoint Grievance Redress Officers (GROs) at Central, State, district and sub-district levels. GROs were to be appointed at the local government level (municipalities and Panchayats). Such appointments were to take place within six months of the Act coming into force.

d.   An appeal system was put in place. Citizens could place an appeal against the decision of a GRO to a Designated Authority (DA) with time limit for disposal being 30 days. The Act also mandated the setting up of public grievance redressal commissions at the State and Central level

(SPGRC/CPGRC). Such appeals had to be disposed off within 60 days. Further, the orders of the SPGRC/CPGRC could be appealed against before the Lokayukta/Lokpal.

2.6   "Karnataka Guarantee of Services to Citizens Act 2011 (The Karnataka Sakala Services Act 2011)" and (Amendment) Act, 2014 [Government of Karnataka (2011)], was enacted by the Government of Karnataka in 2011, the tenth such Bill in the country. It is a very well drafted piece of legislation. The Bill seeks to 'provide for guarantee of services to citizens in the State of Karnataka within the stipulated time limit and for matters connected therewith and incidental thereto'. Comprising of 20 sections and about 28 sub-sections, the Act is comprehensive. The highlights are :-

a.   Section 3(1) and 3(2).   Right to service within stipulated time frame. Mandates that it is the duty of every designated officer and his subordinate public servant of the Public Authority to provide the citizen related services specified in the Schedule to the citizens eligible to obtain the service, within the stipulated time and also display the same on the notice board of their offices.

b.   Section 4.   Notification of services, designated officers, competent officers, appellate authority and stipulated time limits. The schedule can be amended to add new services.

c.   Section 5.   Providing services within the stipulated time frame. Designated Officer shall within the stipulated time, either provide service, or reject the application recording the reason in writing & intimate to the applicant the procedure for approaching CO. Mandatory Acknowledgement for all applications seeking notified Sakala services shall be given.

d.   <u>Section 6</u>.   Monitoring the status of the application by the applicant. Every citizen having applied for a service shall be provided an acknowledgement number known as the 15 Digit unique GSC number and shall be entitled to monitor the progress of his application from time to time through portal or call centre.

e.   <u>Section 7</u>.   E-governance of services through mutual understanding - Services to be delivered in the stipulated time period as part of e-governance.

f.   <u>Section 8</u>.   Payment of compensatory cost to the citizen in case of delay in delivery of services. The citizen is entitled to seek compensatory cost @Rs 20 per case per day, in case of delay or default up to Rs 500.

g.   <u>Section 9</u>.   Liability to pay compensatory cost rests with the Government officer responsible for delay.

h.   <u>Section 10</u>.   Appointment of competent officer to impose cost against the Government servant or the Designated officer.

i.   <u>Section 11 &12</u>.   Procedure governing fixing of liability and right of appeal by public servant.

j.   <u>Section 13</u>.   Appeal by the aggrieved citizen in case of delay or upon rejection of application.

k.   <u>Section 14</u>.   Developing culture to deliver services within fixed period. Section 14(4) also states that if an official commits more than 7 defaults, disciplinary actions must be taken.

2.7   The Act was supplemented by The SAKALA RULES and schedule. The schedule is amended from time to time upon inclusion of new services. These are quite self-explanatory and easy to comprehend and execute.

<u>Analysis of RTS Acts</u>

2.8   Sindhu Thulaseedharan (2013) examines the parliamentary and governmental initiatives in India towards achieving the 'right to services' through law making and implementation mechanisms. It also analyses the state RTS Acts in a comparative perspective. The data has been collected from secondary data sources. In its findings the author has discussed the evolution of various legislations by the states as well as the comparison of the RTS Act enacted by them. The study also distinguishes between 'Motivation- centric' approach and 'Punishment-centric' approach adopted by the states. It found that very few states have adopted the 'Motivation- centric' approach and maximum have adopted the latter, which will not go down well with the staff engaged in public service delivery. Only a broad overview of the RTS Acts was given in the report and the details of implementation have not been covered fully. Swagata Raha (2012), in his paper analyses the Government of India Bill of 2011 in detail. Using the case study method, the author lists out the various pre-requisites for implementation of the Bill, pan India.   There is, however, no effort to study the institutional and organizational setup that is required if in case the bill must be implemented properly. Amit Chandra and Surbhi Bhatia (2015) carried out an assessment of the provision of services based on accessibility, availability, efficiency and regularity. They also carried out a comparative analysis of RTS Acts in 19 states, in addition to examining the existing system of redressal and the e-Governance model. The authors bring out the limitations of the Central Act, challenges faced with respect to e-readiness, digital divide, infrastructural constraints, lack of awareness and low literacy levels, lack of skill development and training, political and legal challenges, privacy and security. This report gives only a broad overview without focus on any individual state. It will be worthwhile to study the improvements in the Sakala Mission five years hence in the

light of this report. Ashok Kumar Sircar (2012) carries out an analysis of the RTS Act laws enacted by various states in India vis-a-vis the role of Local Governments (LG) and devolution of powers. He finds that LGs are only managing central schemes and have not been involved in delivery of services under the RTS Act. He also found that services related to the poorer sections of population are lesser in number. The current research will attempt to ascertain role of LGs too while interacting with functionaries of Sakala Mission.

2.9 Nick Robinson (2012) examines the implementation of Right to Public Service Acts in Madhya Pradesh and Bihar. He also evaluates their impact within the broader context of reforms needed for greater administrative accountability in these states. Field survey, Interviews and interaction with population were adopted in the methodology. The author found that Implementation was ineffective with officials especially found to be ambiguous as to their role. One of the objectives of current research is also to examine what measures are being taken by Sakala Mission to keep its staff motivated. The aspect of corruption will also be ascertained during the interviews and interactions.

RTS Acts of Other States in India

2.10 Grant Thornton LLP (2019) prepared a report on the smart governance framework, various components of Madhya Pradesh (MP) Public Services Guarantee Act (PSGA) 2010, and institutional framework of the MP government to drive the public service delivery initiative through State Agency for Public Services (SAPS) as a project management unit. Commissioned by the MP Government, the study is more a compilation of the implementation of the Act by the state administration and does not

delve deep into any services per se nor does to seek to identify shortcomings but makes certain recommendations for the way ahead though. Manish Garg (2017 studies the evolution of RTS Acts and study of e-Service Level Agreement (e-SLA) scheme of the Delhi Government. In this field survey, the author brings out numerous shortcomings in the implementation. Using empirical and doctrinal research and methods such as questionnaire-based survey, interview schedule, field visit and collection of data et al. the team found that implementation was not effective. The benefits have not percolated down to the citizens. The working of the e-SLA Mission has structural and infrastructural limitations which is hindering its effective working. This being a recent and comprehensive study, the shortcomings have been noted and will be factored in while preparing the questions for the survey and interviews.

Studies on The Karnataka Sakala Services Act

2.11   Dr. Sanjeevan Bajaj and Shalini Rajneesh (2012-13), in a Case study on e-governance commissioned by NISG under National e-Governance Division (NeGD), examined how e-Governance is becoming a key factor in assessing and enhancing effectiveness of service guarantee legislation using the Karnataka Guarantee of Services to Citizens Act (KGSCA), 2011 and the software deployed for its implementation as an example. They found lacunae such as bottlenecks in the system, lack of citizen awareness, poor standard of training of staff etc. Co-authored by Ms Shalini Rajneesh, IAS, the first Mission Director, Sakala Mission the access to intricate details of the Mission was evident. Since it was published in 2012-13, there is scope for studying improvements in technology, Mission organization, responsiveness of staff and user satisfaction in the backdrop of this paper.

2.12   The Government of Karnataka (GOK) commissioned some agencies to carry out an evaluation in the first two years of implementation of the Sakala Services Act. IIMB (2012) carried out an assessment of usage of Sakala Services in the Pilot Phase (March 2012. The Pilot project was launched on the 1st of March 2012 in Aurad Taluk in Bidar district, Chitradurga Taluk in Chitradurga district, Puttur in Dakshina Kannada District and Dharwad Taluk in Dharwad District and BBMP's Bangalore –Jayanagar. The study assessed the usage of Sakala services across various departments. It was observed that the maximum services availed were from Revenue, Transport and Local Municipal Corporations. While the study found that Sakala Mission as a whole had gained traction, there were shortcomings that had to be addressed. It came up with some recommendations pertaining to following:-

a.   Analysis of defaults to understand root causes. It recommended a systematic preventive and corrective action taking mechanism for default management will assist in making the system robust and error proof.

b.   Definition of disposal of a service was to be redefined. When the process is complete, the citizen has not yet come back to pick up the requested certificate or service. This was because there was no trigger in the system that would automatically inform a citizen that the process was complete and that he could collect the document applied for.

c.   Analyse processes in respect of each service to see if they could be simplified.

d.   A roadmap to increase the number of services under Sakala.

e.   Citizen awareness of the scheme to be increased.

f.   Training of officials be taken up to streamline workflows and clarity of roles.

g.   Application tracking needs improvement.

h.   Backend agencies and processes also to be integrated.

i.   Need to resolve technical glitches.

j.   Staff shortage to be addressed.

2.13   Marianne Bertrand (University of Chicago), Shekhar Mittal (UCLA), Paul Niehaus (UCSD) (2014), on behalf of University of Chicago Booth School of Business carried out an analysis of all Sakala applications received from March 2012 to March 20014. They attempted to find evidence of bypassing[21] of the system and also to see if the higher-ranking districts were cheating systematically. The study group used statistical tools to analyse the data, focussing mostly on the large services where traffic was higher. They analysed the delays and possible efforts to bypass the system. The study was hampered by inaccurate mobile numbers, which is understandable at that point of time since mobile connectivity and number of subscribers, both were low. The study found that there was some delay in del of the large services. The number of rejected applications also reduced over time. Some evidence of bypass by the officials was found but could not be corroborated. The number of delayed applications increased though. This could also have been due to increase in the number of services under Sakala umbrella. The study recommended that number of services under Sakala be increased and also they suggested a change in the ranking system of districts. They found a change in ranking if the modified system was used.

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[21]   The concept of bypassing was clarified during interactions with Sakala Mission officials. To avoid monitoring, the officials deliberately avoided entering GSC Acknowledgement Number in the Sakala software. Alternatively, they did not provide the acknowledgement number to the applicant, thus bypassing the process laid down. This was rampant in the initial years. The same has now reduced to negligible levels through constant education and monitoring.

2.14   Indian Market Research Bureau (IMRB) International (2014) conducted an evaluation of Sakala Mission in year 2014. The purpose was to diagnose the reasons behind the un-steady performance of the Mission. The results were to be used to initiate take steps to ensure that citizens in Karnataka State get all the services they need in time and on demand. It was the intention of GOK that SAKALA should evolve as a role model nationally and internationally. Karnataka Evaluation Authority (KEA) selected IMRB, International to conduct the evaluation and was tasked with providing a professional, objective and impartial assessment of the prevailing ground situation and make suitable recommendations to achieve these objectives. The study highlights are as follows:-

    a.   99% of the citizens reported that they were happy/very happy with the delivery of Service.

    b.   93% of the citizens said that there was no delay/default in the delivery of the service!

    c.   90% of the citizens received a unique 15-digit number (GSC) as an acknowledgement to their service request.

    d.   76% of the citizens contacted the official/staff at application counter for getting information on preliminary process and procedures.

    e.   70% were aware of the Act by the name "Sakala".

    f.   18% of the citizens proactively followed-up from their end on the status of the application.

    g.   Citizens have obtained timely services from Departments of RDPR, Labour Department, Home Department and Commercial Tax.

    h.   18 % of Citizens who availed various Services are Women.

2.15   This study recommended need for greater increase in awareness of the Act's name. There was a need to make Helpdesks more proactive & improve visibility of Notice Board, as only 41% Citizens have noticed them. Since it was voluntary, only 25% citizens preferred to give their mobile numbers. The data operators had to be educated on this aspect. The study also said that usage by women applicants should increase.

Service Quality

2.16 V   Bhargava,   in   his   article   published   on   the   website 'businessmanagementideas.com', discusses the aspects relating service quality and its various dimensions. For Government and its machinery that is engaged in public services delivery, it is important to note the importance of service quality in the scheme of things. Service quality is generally viewed as the output of the service delivery system, especially in the case of pure service systems. Moreover, service quality is linked to consumer satisfaction. Service quality is a perception of the customer. Customers, however, form opinions about service quality not just from a single reference but from a host of contributing factors. The article talks of how to assess gaps in service. Importantly, the article describes the five dimensions of service quality. First is reliability - It is the ability to perform the promised service dependably and accurately; second being responsiveness - the willingness of the service firm's staff to help customers and to provide them with prompt service; third, assurance - ability of the company to inspire trust and confidence in the service delivery; fourth, empathy - When service provider puts himself in the shoes of the customers, he may see the customer's viewpoint better; fifth, tangibles such as physical facilities, equipment, and appearance of a service firm's employees. The article stresses upon having service standards and methodology to review, reform and reinvent the service quality to meet customer need.

For this, the organization has to conduct customer surveys, monitor customer feedback, review workflow and service blueprints, have problem tracking system etc. In sum, Service quality can be improved if the following areas are given due attention if primary quality determinants are identified, customer expectations are managed, evidence is managed, educating customers about the service, developing a quality culture, automating quality, following-up the service quality information system, employing benchmarking wherever possible, and keeping track of internal costs, external costs and quality maintenance costs. These can be applied to any organization or service.

2.17   Research Gaps.   There is a dearth of literature pertaining to the Sakala Mission per se. Majority of the papers and reports cover the RTS Act in general with related analysis. There is only one specific impact assessment report on the Sakala Mission which is also incomplete in many aspects. The various legislations and RTS Act related developments over the years in addition to the suggestions/recommendations given in the reports and papers would form a good basis for carrying out study of the Sakala Mission. Studies were commissioned by GOK in the early years and no initiative has been taken in the recent past. It will thus be worthwhile to assess whether the GOK has been able to make changes and improve services post the findings of various studies et al. The gaps pertain to actual performance since inception, attitude, morale/motivation of the staff engaged in public services delivery, growth in number of services, how the GOK is addressing citizen concerns and service quality. There is scope for carrying out a holistic study and presenting it as a case study.

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Chapter 3 - Architecture, Organisation and Performance of Sakala Mission

3.1   The origins of Sakala can be traced back to year 2011, when the Chief Minister of Karnataka found himself deluged with requests from citizens during one of his "Janatha Darshan" interactions for routine services that should have otherwise been provided in the normal course[22]. He directed the Chief Secretary (CS), GOK to analyse this recurring issue and come up with a policy that would ameliorate the problems of citizens. Time bound delivery of services was the term of reference. This task was entrusted to the Secretary, Department of Personnel and Administrative Reforms (DPAR). Two states, i.e., Madhya Pradesh and Bihar had already enacted legislations promising time bound delivery of services to their citizens. A team was deputed by GOK headed by the Secretary DPAR to visit these states and gather first hand information. The Minister of the concerned department also visited these states. The team came back and held deliberations for rolling out a similar legislation. The will to do something was so strong that by December 2011, the Karnataka Guarantee of Services to Citizens Act (KGSCA) was passed. Rules were notified almost simultaneously, in January 2012. There was sense of urgency and immediate briefings of the officials and departments were carried out. One of the key steps taken was to 'Buy-In' the Employees Unions right from the word 'Go'. It is axiomatic that any such legislation will succeed only if the Government officials also agree to come on board. They were the ones who had to tape up their drills and be penalized in case of defaults.

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[22]   Rajneesh, Shalini (2013).

It is to the credit of the bureaucracy and the ministers at that point of time who managed to convince the employees unions about the usefulness of this legislation and the importance of their compliance in rolling out the same. Pilot projects were initiated in four districts viz. Udupi, Mangalore, Bidar and Dharwad, with date of commencement as 07 March 2012. Two-day workshops for implementing officers in each of these districts were conducted within February[23]. This was later formalized for each district that would be introduced in the future. Official orders for implementation of the Sakala Services Act across the state of Karnataka were issued to be commenced with effect from 02 April 2012. There was political consensus and Act was passed unanimously by the Legislative Assembly and Council with the Law Minister being appointed as the Nodal Minister. Now in its ninth year, starting from a modest 151 services, the number of services today stands at 1025, covering 98 departments[24]. That the Sakala Mission has withstood all kinds of political turmoil in Karnataka during these nine years is testimony to the strong foundation and noble principles upon which the legislation stands. In the first two years itself, numerous milestones related to concept implementation were achieved, to include initial legislation, employee training, implementation in pilot districts, communication and branding, third party effectiveness assessments and gradual proliferation of services. On the technology evolution side, creation of software and IT infrastructure followed by data management and analytics, gradually evolving into a kind of Decision Support System were also achieved. More importantly efforts to achieve complete transparency to the citizens through web portal were also successful.

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[23]   Bajaj Sanjeevan Dr, Rajneesh Shalini, IAS (2012-13).

[24]   Figures provided by Sakala Mission.

3.2   <u>Vision and Mission</u>.   The vision and mission of Sakala Mission is enunciated in their certificate as shown below:-

a.   <u>Vision</u>.   Citizen friendly governance with time bound service guarantee.

b.   <u>Mission</u>.   To ensure in-time delivery of Government services to citizens by practicing innovative and efficient management systems through capacity building in Government and empowering citizens to exercise their rights to service.

<u>Figure 3.1 - Sakala Vision and Mission</u>

Source – Sakala Mission.

<u>Organisation</u>

3.3 The period around 2010-11 onwards saw the central Government use the word 'Mission Mode' extensively especially with respect to e-governance. For an initiative such as Sakala, mission mode was the way to go. GOK setup the Sakala Mission exclusively to oversee the implementation of the Act which has remained so till date. They set up a dedicated team that comprised of bureaucrats, lower Government officials, IT experts and management experts. This actually played a significant part in the success of the mission. The organisation of the Sakala Mission is depicted in the diagram below:-

<u>Figure 3.2 - Organisation of Sakala Mission</u>
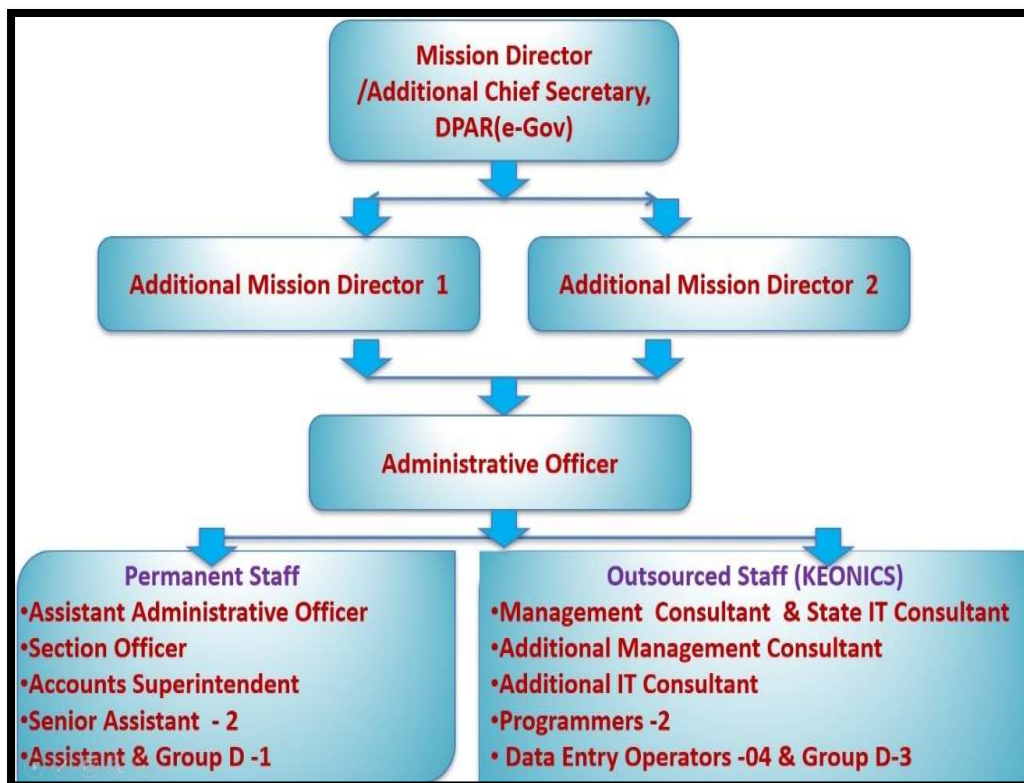
Source – Sakala Mission

3.4 <u>Apex Level</u>. The Mission at the apex level functions under the Honorable Sakala Minister (presently Shri Suresh kumar), who is supported by Mission Director. He is supported by Additional Mission Directors 1 & 2. Additional Mission Directors

are assisted by Administrative Officer & Assistant Administrative Officer. The Sakala Section Office Consists of Section Officer, Accounts Superintendent, Senior Assistant & Assistant along with Data Entry Operators & Group D employees. There are two consultants currently working for Sakala Mission who manage management aspects & technical aspects respectively.

3.5   District level. Deputy Commissioner of respective districts are the principal Nodal Officers of the Sakala Mission & Additional Deputy Commissioners supervise the affective implementation of Sakala Act in the district. There are District IT-Consultants appointed for each district, along with one IT- Consultant to manage the Sakala Bruhat Bengaluru Mahanagara Palike (BBMP) functioning. Organisation at district level is depicted in figure below:-

Figure 3.3 - Organisation at District level
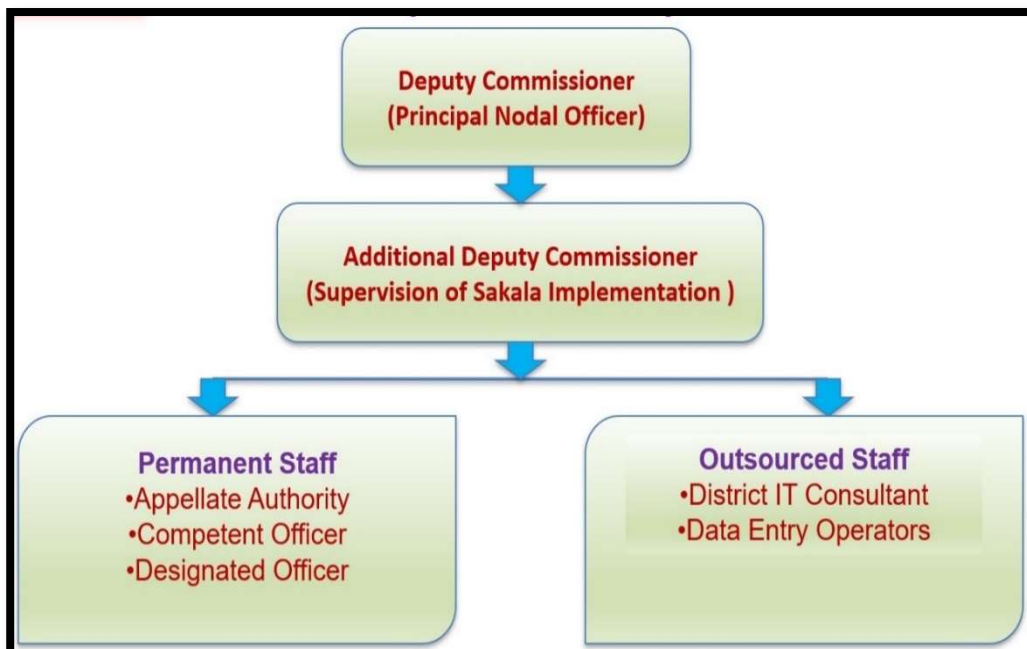
Source – Sakala Mission.

3.6   Taluk Level. Departments notified in Sakala have respective designated offices, each consisting of Designated Officers who are responsible for in-time delivery of services to citizens (The stipulated time for service delivery is fixed by respective departments). The District IT Consultant keeps in touch with all offices in the district and provides technical support. Within each department office there are Sakala operators who oversee the entry of application details in the Sakala software and their subsequent monitoring till completion.

3.7   Mission Directors. Mission Director is always a senior IAS officer. Till date seven officers have performed the duties of Mission Director. The officers who have held the post of Mission Director at various times since inception are as follows:-

     a.   Dr. Shalini Rajneesh IAS

     b.   Smt. M.V Jayanti IAS

     c.   Shri M. Lakshminarayan IAS

     d.   Shri. Anil Kumar IAS

     e.   Dr. G Kalpana IAS

     f.   Shri Rajeev Chawla IAS

3.8   Modifications.   Bare minimum modifications have been made in the organization of the Sakala Mission since inception. The basic structure has remained the same. The aim being to monitor progress of services delivery and to coordinate with various departments to expedite and sort out issues that may arise. In year 2017 to bring about more technical advancements in the service delivery process Sakala Mission was included as a part of DPAR (e-Governance) from DPAR. In 2019 an exclusive Ministry was dedicated for Sakala by Government of Karnataka.

Staffing.

3.9   The Sakala Mission is a lean organization with minimum permanent employees and some temporary/hired employees to support them. The details as on date are shown in table below:-

Table 3.1 -Staffing of Sakala Mission

Number of Permanent Employees	No of Temporary employees hired	Number of Consultants appointed
10	9	37

Source – Sakala Mission.

3.10   As far as permanent employees are concerned, it was observed that the IAS and KAS officers change every two to three years. The IT consultants and management consultants are hired on a yearly basis. Most of these personnel also keep changing. This aspect affects continuity. It also means training and research-orientation of the new personnel and that takes extra effort. For eg. there have been seven Mission Directors in nine years of operation. It is important therefore that institutional knowledge is maintained and passed on diligently to ensure continuity.

3.11   Training.   It was important to ensure that all the frontline employees understand the importance and implications of the act which include being penalised for ignorance of their role and charter. Therefore, training became a key aspect when the Act was implemented in 2012. A detailed training plan to train 16000 designated officials about the provisions of the Act was thus scheduled at the time of the inception of Sakala. This is envisaged as an ongoing process. Training was especially imparted on soft skills for bringing about attitudinal changes. Soft skills were essentially important, so that the citizen who comes to his/her counter is facilitated and not harassed. Employees were also trained in IT to reduce their workload. Infrastructural needs in the

form of provision of additional staff, hardware like computers, UPS and printers to every remote office was provided. Regular Sakala training is organized by IT- Consultants based on departmental requirements to avoid obsolescence among Designated Officers and other officials associated with Sakala service delivery process. The training in the initial years was used also to explain the provisions of the Act and the processes involved to assure proper compliance. These gradually metamorphosed into workflows, that are adequately advertised on the website and are accessible to the public too. A well established workflow ensures that any employee who is new in the chair also knows the sequence of processing and the timelines involved for him to ensure that he doesn't get penalised for any delays. Use of IT and online means was also made for full proliferation of training down to the frontline worker.

Figure 3.4 - Training of officials

Source – Sakala Mission.

3.12   Employee Behavior.   One tried to gauge employee behaviour during interactions at the offices. It is a ubiquitous challenge to keep staff motivated at all times, especially in a scheme like Sakala where they are liable to be penalized for tardy efforts. All

employees showed an earnestness to meet the challenges posed by Sakala Act. Effort to make employees a part of the solution rather than be a problem is evident. The initial training has been effective to that extent. Employee Buy-in at the time of inception has worked, in the sense that all officials are aware of the Mission and their role in ensuring time-bound delivery of services. Though the common refrain was that the timelines are tight, they are willing to work for the success of the Mission and for enhancing the dignity of their Government job as such.

Sakala Logo and Slogan

3.13   This Sakala legislation was brought in with the citizen as the focal point. GOK decided to invite citizen participation for design of a suitable logo and slogan. This would by far, be the best way to spread awareness and ensure that the logo is identifiable and relatable to the citizens. The Government invited entries from the citizens for coming up with an appropriate logo and slogan, with a cash price of Rs 1,00,000. The present logo and slogan were selected from among the entries in the contest only. The name 'SAKALA' means 'In time' or 'Good time' and the slogan says 'No more delays, we deliver on time'. The logo is also very apt, which shows a clock for time consciousness and the hammer to indicate justice.

Figure 3.5 - Sakala Logo and Slogan

Source – Sakala mission.

<u>Public Awareness Measures</u>

3.14 Public awareness measures were well conceptualized and rolled out by the GOK. An elaborate media plan was drawn up jointly by the SAKALA Mission and the Information Department. They used all means such as radio (All India Radio), television (Doordarshan and commercial DTH channels), newspapers (English and vernacular) etc. Posters and hoardings were placed at important junctions in the city and on the main roads/highways. They also exploited medium of holding Street Plays (Beedi Nataka in Kannada) to achieve audio visual recall, especially in villages. With a budget of Rs 1.35 lacs per district and Rs 2,500 per play, 1620 plays were planned in rural areas of all 30 districts of the state. Social media also did not go unexploited[25]. Today, Sakala is visible on Facebook, Twitter too. One did observe that the following is low, but it is the way forward to achieve greater awareness. Regular seminars and workshops were conducted by various organizations like Resident Welfare Associations, Women Self Help Groups, Consumer Forums, NGOs where SAKALA Mission officers and speakers from IIM and other prominent organisations were invited to deliver talks on SAKALA. Such seminars were also utilised as a forum to receive suggestions and feedback for making further improvements in the system. Awareness generation through students was also used. The Education Department ran a program called 'Prathiba Karanji' under which school children participated in contests such as mono-acting, essay writing, debates, and dramas. Under this program, children were encouraged to take up SAKALA as a topic for the contests.

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[25] Bajaj Sanjeevan Dr, Rajneesh Shalini, IAS (2012-13).

3.15   A Phone-In Program is also organized at regular intervals for citizens to interact directly with the Chief Minister or the Law Minister and telecast on Door Darshan.

3.16   <u>Web Portal and Social Media Presence</u>.   The Sakala website is well designed with a smooth and easy user interface and experience. It is updated regularly. The home page prominently displays the number of services and departments that are under Sakala. The service procedure and workflows for each service and each department is available.   The Home page prominently and proudly displays the cumulative receipts and disposals under Sakala, with a scroll showing department wise figures. In addition to such information, a citizen can also check the status of his application, as well as file an appeal for compensation for delay or against rejection of application. Useful links, MIS reports, helpline number etc. are also prominently visible and are functional. Most importantly, the website is bilingual and very user friendly.

Figure 3.6 - Home page of Sakala Web Portal
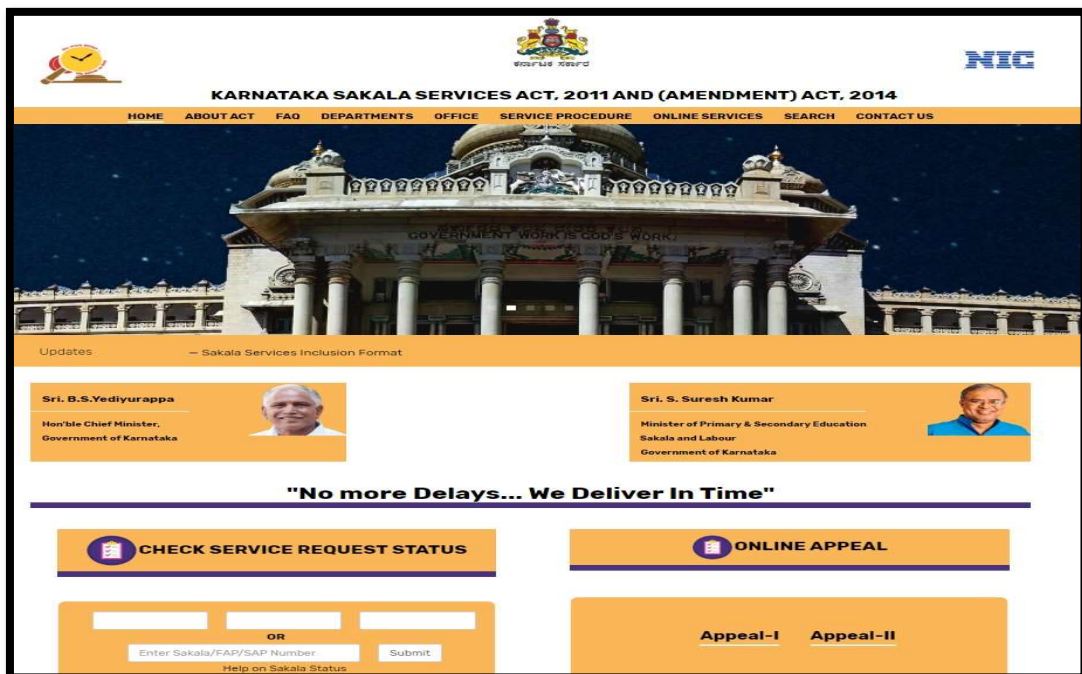
Source- Sakala Web Portal.

Figure 3.7 - Screenshot Showing Departments and Sakala Services

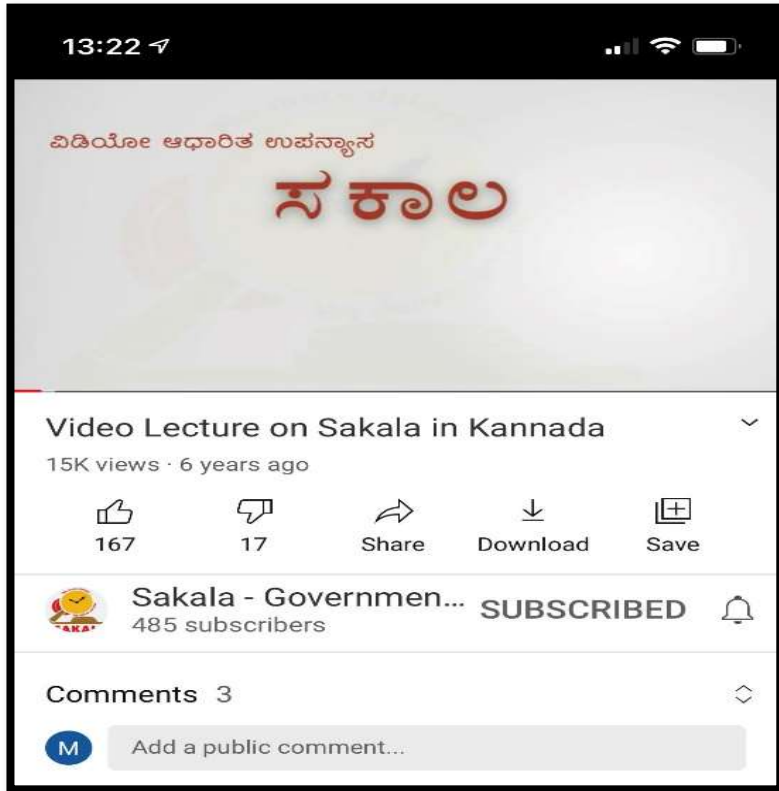*Source- Sakala Web Portal.*

Figure 3.8 - Sakala Facebook Page

Source- Sakala Web Portal.

Figure 3.9 - Sakala on Twitter

Source – Twitter.

Figure 3.10 - Sakala YouTube Channel

Source – YouTube..

3.17   Sakala Notice Boards.   It has been mandated by the GOK that all physical citizen access points should display standardized SAKALA boards/banners. Designated Officer and his subordinate public servants of the public authority have been mandated, for the convenience of common public, to display all relevant information regarding the services available in his office as specified in the Schedule to the Act and Form of application on the notice board. All the necessary documents that are required to be enclosed with the application for receiving the notified services, check list for documents to be enclosed, prescribed fees, acknowledgement letter to be given compulsorily, reasons for rejection of services, the manner of receiving compensatory cost from the Competent Officer, details as how to contact the Appellate Authority, the procedure for monitoring the status of applications has to be displayed on the Notice Board as per sub-section (2) of section 3 of the Act (Form-A). Such Notice boards have to be mandatorily exhibited in front of the Office. Sufficient copies of the prescribed applications forms have to be made available in the counters for receiving the applications. In the event of non-display of such information in the public domain, the Competent Officer, who is superior, shall take remedial measures though the Designated Officer. A format of such a display board is shown in figure below. Such infographic graphic can also be found on the SAKALA portal home page. In addition, it has been used as cover page of a booklet with provisions of the Act that is distributed to staff dealing in Sakala services like a ready reckoner.

Figure 3.11 - Sakala Notice Board in Departments

Figure 3.12 - Sakala Graphic for Display

Source – Sakala Mission.

Application and Processing

3.18   Access Points for Application.   Citizens can apply for delivery of services at a number of places such as Citizen Service Centre, Bangalore One, Karnataka One, Atal Jana Snehi Kendra, Sakala Kiosk, Designated Offices notified in Sakala and Online means. In addition, District offices, Taluk offices, Gram Panchayat offices, cyber cafes, etc. are also places from where applications can be filed.

3.19   Infrastructure. These access points have basic computer infrastructure and data entry operators to facilitate citizens and receive applications for services. In addition, citizens can apply for 769 online services from their mobile phones or desktop computers too. The Sakala website (www.sakala.kar.nic.in) is also available for the same. The Sakala Helpline number 080-4455 4455 is also accessible to citizens. Helpdesks have also been set up to provide assistance to citizens in all districts and taluks. In effect, the GOK has made all efforts to take the horse to water. It is now upto the citizens to be aware of their rights and avail the facilities in the time frame laid down for the same.

The Process

3.20   It is important to understand the whole process right from the moment a citizen files an application. The following flowchart depicts the whole sequence:-

Figure 3.13 - Sakala Application Process

Figure 3.14 - Service Request Form

Source – Taluk office, Devanahalli

3.21   <u>GSC Acknowledgement Number</u>.   A unique 15 digit number Called the Guarantee of Services to Citizen (GSC) number, is supposed to be generated by the operator who receives an application from a citizen for a service under Sakala and finds it correct as per the checklist. GSC Acknowledgement number is thus the document that establishes a citizen's right to Public Service This detail is then fed by him into the Sakala system for further monitoring. If not found correct a rejection note along with reasons is provided to the citizen.

3.22   The main body of the slip shows particulars of the applicant and the service applied for. The Notes column provides information on the probable date of service delivery, the tracking method, and that the applicant can appeal to Competent Officer in the event of rejection/delay/default by Designated Officer.

<u>Figure 3.15 - GSC Acknowledgement Number</u>

Source - Sakala Mission

Figure 3.16 - SMS Alert for Applicant
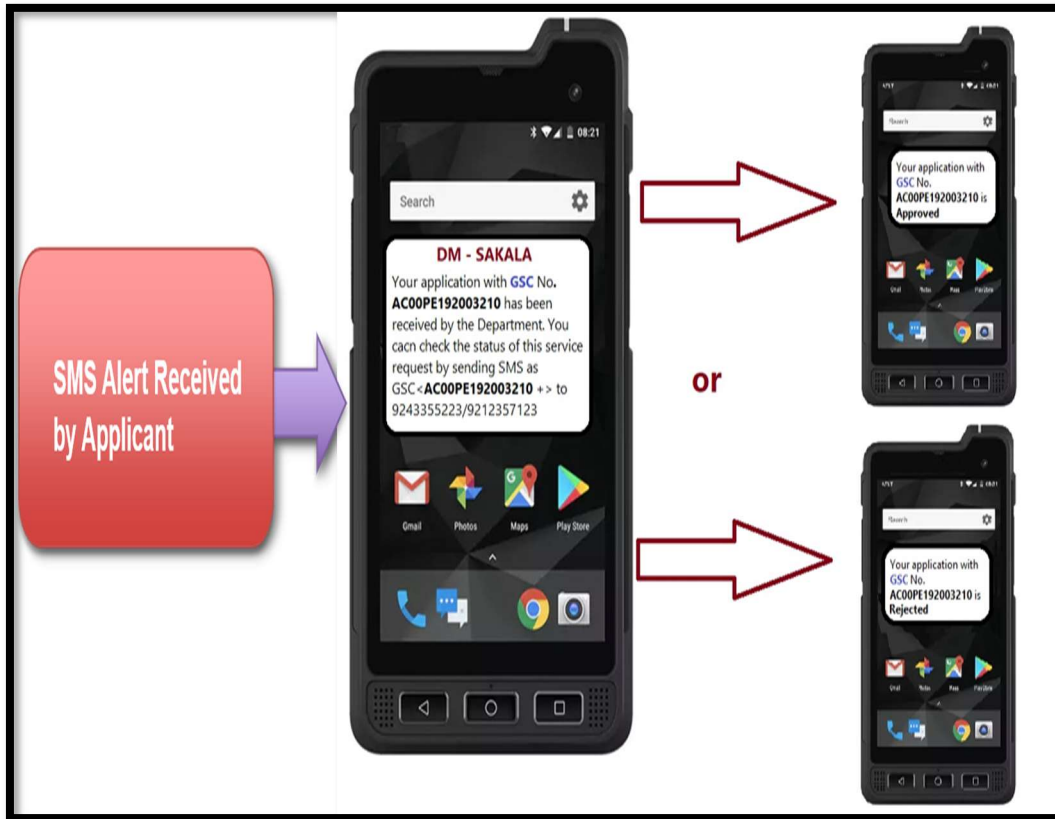
Source – Sakala Mission

3.23 Application Tracking.   A citizen can use the GSC Acknowledgement number to track the status of his application. It can be done either on the Sakala website or on the many mobile apps of the GOK. It can also be obtained by sending an SMS from his mobile phone, upon which the system will reply back with the status.

Grievance Redressal System

3.24 Guarantee of services to citizens ensures the empowerment of citizens through its Grievance Redressal mechanism. In the cases where the service application is rejected or the service is not provided within the stipulated time, the citizen has been given the right to raise an 'Appeal' . Citizens have the right to appeal in two contingencies. If there has been a delay in delivery of service, he can file an appeal for

compensation. In case an application has been rejected and the citizen is not satisfied with the reasons given for the same, he can file an appeal against such rejection. Citizens can directly raise an appeal through Sakala portal or through Sakala Call Centre. No fees is charged for the appeal process. Two levels of appeal have been afforded to the citizen. The First appeal if filed with the Competent officer (CO)against the DO who was responsible for delivery of the service. On filing, an FAP number is generated and given to the citizen who can then monitor its status. In case the decision of the CO is not acceptable to the citizen, a second appeal can be filed to the Appellate Authority (AA). Appellate Authority can be Head of Department under Government of Karnataka, Regional Commissioner/Equivalent Officer, Deputy Commissioner/CEO/SP, Assistant Commissioner or any Equivalent Officer. The designation of Competent Officer as well as Appellate Authority is already fixed for each and every service under Sakala and citizen can easily access this information through Sakala Act Book (Service Compendium). This time, a second appeal number called SAP Number is generated and given to the applicant. The decision of the AA is final and binding. Status of the appeal can be checked by entering the FAP/ SAP number on the website or mobile app.

3.25   Appeal Process.   The appeal process is depicted with the help of the graphic below:-

Figure 3.17 - Sakala Appeal Process
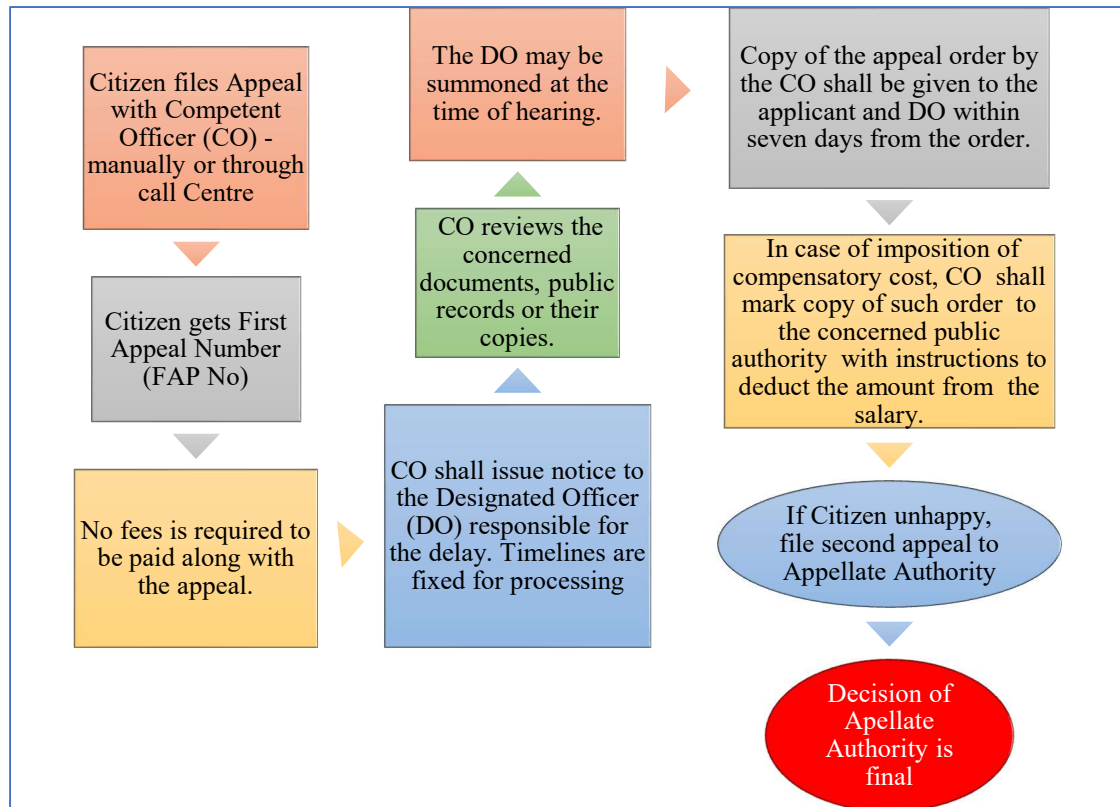
3.26   Legal Status of verdict by Appellate Authority.   As per Section 18 of the Sakala Services Act: Bar of jurisdiction, no Civil court shall have jurisdiction in respect of any matter which the competent officer or appellate authority is empowered by or under this Act to determine.

3.27   Compensation/ Penalty.   When an applicant's appeal is processed and found correct, he is liable to be paid compensatory cost at the rate of Rs.20 per day for the delayed period subject to a maximum of Rs.500 by the Competent Authority. The

amount is deducted from the salary of the erring officer as penalty. As a corollary, the penalty levied on officials is equal to the compensation paid to citizens.

3.28   This is a fairly simple process, however, there is a reluctance among citizens to go in for appeal and get into legalities. This is borne by the fact that till date, there have been only 5032 appeals till date as against more than 25 crore applications processed under Sakala since inception. The feeling of ennui with all Government processes does not die away quickly.

Growth in Services

3.29   By far the greatest achievement of the Sakala Mission is the proliferation of services under the Sakala umbrella. Starting with 151 in Apr 2012, the number today stands at 1025 services under 98 departments as on date. All departments are free to add or delete services. If a department wants to include a service under Sakala, they apply in writing to the Chief Secretary. The Chief Secretary considers the request and if found justified, he approves the same and an amendment to the Sakala Schedule is issued officially. Deletion is also done in case the number of receipts over a period of time are few/ sporadic and tangible outputs are not being received. The chart below depicts the growth in number of services under Sakala. The department wise data is enclosed at Appendix A. Growth in services year wise is shown below:-

Figure 3.18 - Growth in Sakala services

Sakala Service Statistics (as on 21-09-2020)
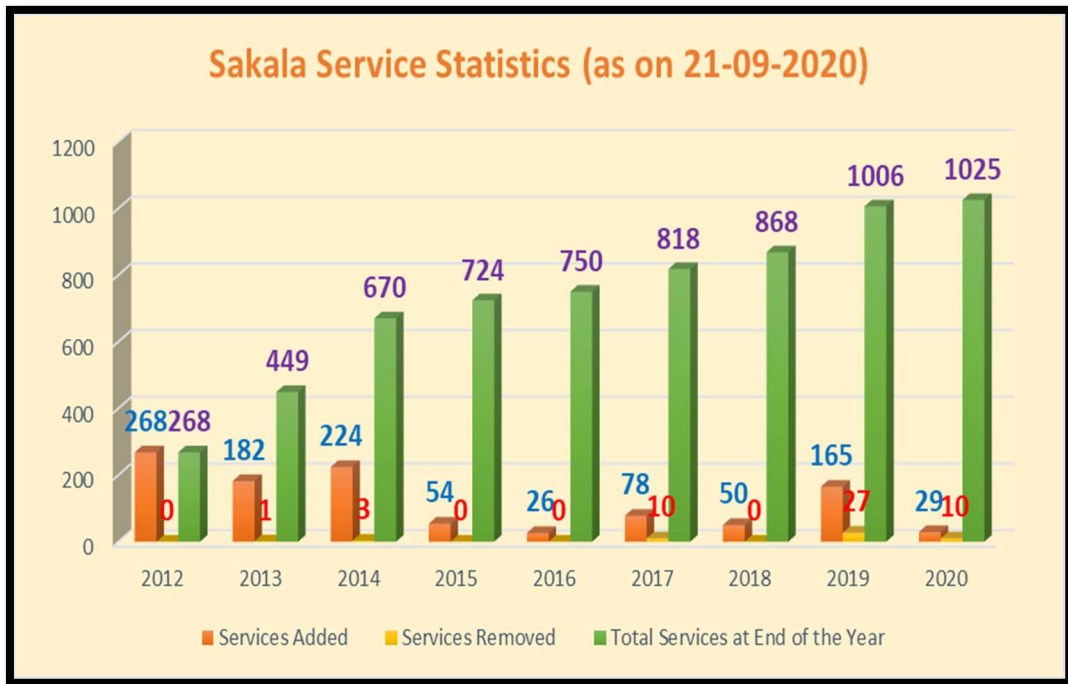
Source – Sakala Mission.

3.30   Online vs Offline.   Initially all services had to be availed by visiting the service centre only. In the last few years the number of online services has increased considerably. There are a total of 769 digitized services as on 08 Feb 2021 in Sevasindhu mobile app. 542 services out of 769 are integrated to Sakala in Sevasindhu. Growth in online services year wise is shown in table below:-

Table 3. 1 - Growth in Online Services

Year	No of Online Services
2018	41
2019	303
2020	425
Total	769
Online application for Sakala services	542
Services requiring physical presence of the customer at the service centers.	483

Source – Sakala Mission.

<u>Interface, Coordination and Monitoring</u>

3.31   <u>Interface with Other Government Departments</u>.   Since Sakala Mission is only in a monitoring capacity, it is important to keep all departments in the loop and keep them abreast of the changes in the scheme and also inform them about the performance of their respective offices. Under the Chairmanship of Chief Secretary of GOK, Sakala review meetings are conducted in presence of all the Additional Chief Secretaries of the respective departments notified in Sakala. In addition, regular meetings are being conducted by Additional Mission Director 1 & 2 with departmental heads, Commissioners & CEOs.

3.32   <u>Keeping them Engaged</u>.   To keep all departments engaged and invested, a system of ranking has been evolved. The ranking is released on a monthly basis by the Minister himself. This keeps all departments on their toes and also propels them to strive for a better ranking each month. The Sakala District wise ranking system & Taluk wise ranking system is based on the below mentioned evaluation parameters. Better performing Deputy Commissioners, Tahsildars & Designated Officers are recognized and appreciation certificates are also issued.

Figure 3.19 - Monthly District Ranking Criteria
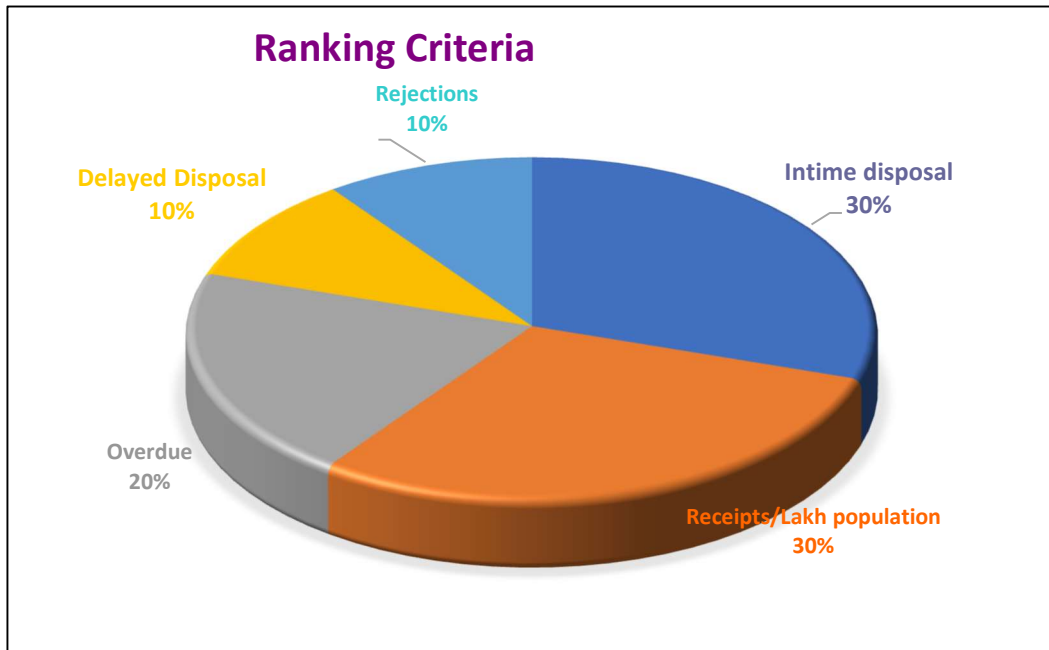
Source – Sakala Mission.

3.33   IT Infrastructure and Software.   True to the standards expected of the Silicon Valley of India i.e. Bangalore, Sakala was rolled out with a robust IT frame work established by the National Informatics Centre (NIC) since inception. Comprehensive online service delivery & monitoring system has been developed and implemented. The system is integrated with associated departmental web-portals and live feed of data is fed directly to Sakala system. Citizen can easily get access to live data. The IT system promotes transparency in service delivery and information is delivered at citizen's finger tips at www.sakala.kar.nic.in – the official website. When the system was conceptualized, it was meant for monitoring of services that a citizen can apply for under Sakala. As explained above, many services were being given through other softwares too, as shown in table below:-

Table 2.3 - Softwares in Operation for Delivery of Public Services

Sl. No.	Department	Software
1	Revenue	Bhoomi
		Nadakacheri (AJSK)
		E-Janma
		E-Kshana
		Samyojane
2	Inspector General of Registrar	Kaveri
3	Transport	Sarathi
		Parivahan
4	Omnibus App	Sevasindhu

3.34   Therefore, the operator who handles applications in any of these softwares has to also enter the application details in the Sakala software. Once entered, the monitoring will automatically start. To ensure seamless integration, NIC has created patches that are updated from time to time. Sevasindhu app as on date can facilitate application in 769 online services. This convergence was achieved after lot of efforts and has been managed well ever since. Whenever any new app or software is introduced, a software patch for integration is also rolled out and the concerned operators briefed and trained on the same. Over time, the software has evolved to include analytics too. More importantly, the same has been linked to the HRMS of the employees too, thus enabling recording of good performance as well as defaults by an employee. Penalty if due from any employee would also be deducted through the system itself.

3.35   Monitoring.   The success of SAKALA rests on accurate real time tracking of each application. Therefore the seemingly simple task of. recording the date and time of

receipt of the application and entering the detail in the Sakala software assumes the greatest importance. National Informatics Centre (NIC) thus developed and deployed software to record the receipt and disposal of service requests first and foremost. This single action ensures that real-time information is delivered to all stake holders and further form the base for all kinds of analyses and reports.

3.36   Bypassing.   In the initial days bypassing, i.e., an operator may try to circumvent the system by not entering the details in the Sakala software which would then preclude monitoring. Another problem was of rejecting the application on flimsy grounds to reduce workload and pressure. The Sakala Mission then came up with countermeasures to obviate bypassing. With more and more services coming under Sakala, and increasing vigilance and commitment at all levels, bypassing has almost vanished. In any case bypassing can be detected only if a citizen reports delays or any attempt at rent seeking by the operator. The year-on-year trend analysis shows marked decline in cases of bypassing. Surprise visits by higher functionaries among other measures are in place. Rejection cases are closely scrutinized to check arbitrariness or flimsy grounds.

3.37   Management Information System (MIS).   Modern MIS facilitates large scae number crunching in minutes, that too in an automated time bound manner. This helps citizens to access all kinds of data from the portal. In addition, the functionaries can get all kinds of analyses such as applications received, accepted, returned, disposed in time, disposed with delays, and pending etc. Data can also be processed department wise, district/Taluk wise. It has thus transformed into kind of a Decision Support System. (DSS). The kind of reports being generated is colossal. Daily reports, monthly reports,

District/Taluk rankings are all being generated, which keeps officials at all levels on their toes and has also fostered a spirit of competitiveness among district and Taluks.

3.38   Sakala Helpline.   The Sakala helpline is another innovative measure that has paid rich dividends to the Mission. With effect from 2014 the responsibility for operation of the helpline was entrusted to M/s Transact Global, a BPO firm based in Bangalore. The number is 080-44554455. This over the years has become a number synonymous with anything to do with the GOK. Citizens call this helpline for any query that they may have. The daily report of transactions and details of queries are passed to the GOK department concerned and the Sakala Mission. The firm has evolved the process over the years and all data is now recorded by the BPO operator on an automated form that enables detailed recording and also facilitates analysis. It has integration with the Sakala system software too, that enables the operator to check status of application or file an appeal if requested for by the citizen. A snapshot of the call volume statistics is shown below:-

Figure 3.20- Call Volume Statistics - Sakala Helpline
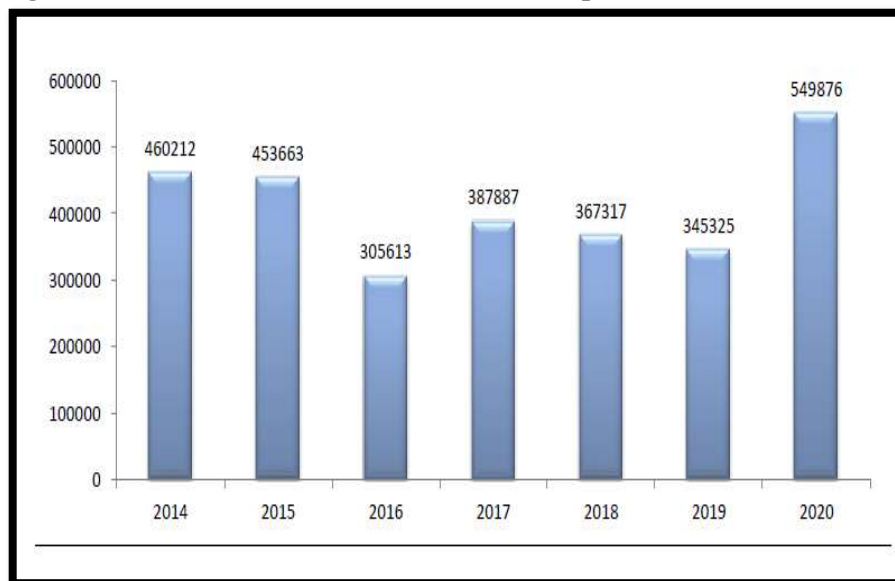
Source – Sakala Helpline.

Figure 3.21 - Sakala Helpline Call Centre in Operation

Source – Sakala Helpline.

Awards and Accolades

3.39   The Sakala Mission has won numerous awards over the years. Some of the prominent ones are:-

    a.   Google Innovator Award (2012).

    b.   National Award for e- Governance (2013-14) - Silver Award for Outstanding performance in Citizen-centric service delivery.

    c.   Commonwealth Association for Public Administration and Management (2014) – recognized for Innovation in Public Service Management.

    d.   Prime Minister's Award for Excellence in Public Administration (2012-13) for the Outstanding Initiative.

    e.   e-lets CLOUDGOV (2014) for Best Cloud Deployment in Government Sector.

f.   QCI - D.L Shah Quality Awards (2014) – National Award for Government Sector for case Study 'To Ensure In Time Delivery of Government Services'.

__Figure 3.22 – Awards and Accolades for Sakala Mission__
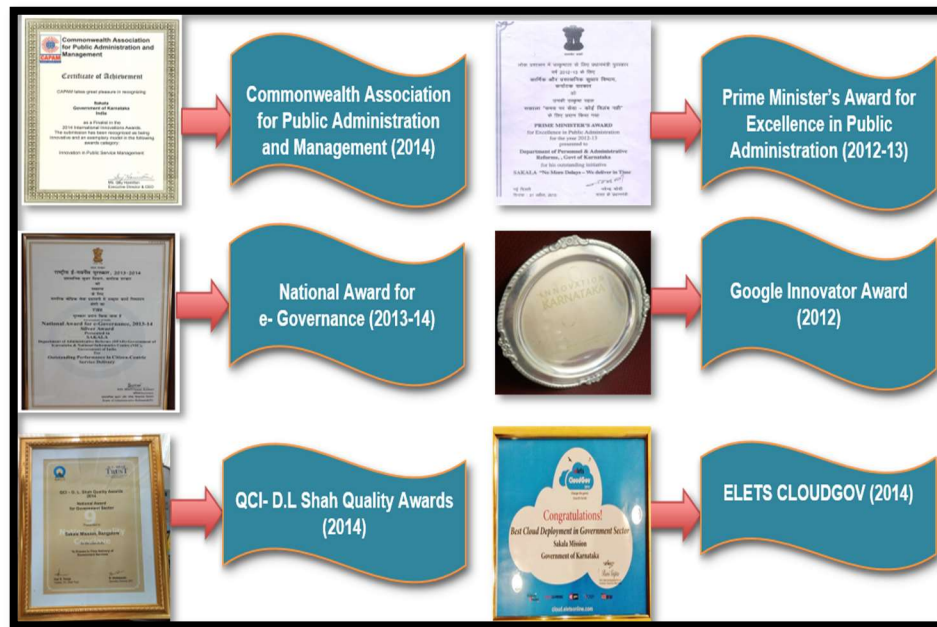
Source – Sakala Web Portal

3.40   <u>ISO Certification</u>.   Sakala Mission obtained the ISO certification in year 2014. This has been a source of motivation as also a reminder that they have to maintain it year on year for which continuous efforts have to be put in. The fact that they have managed to maintain it every year is really laudable.

3.41   Benefits of Sakala.   There have been tangible benefits after introduction of Sakala. Some of the prominent ones are listed below:-

a.   Increase in time bound delivery.

b.   Increased awareness of staff and most citizens about their rights as provided in the Sakala act.

c.   Visible reduction in middlemen and agents. As a corollary, rent seeking tendencies have also reduced.

d.   Multi-level monitoring mechanism through Sakala Mission Headquarters has been effective.

e.   Increased transparency due to well-designed software and periodic reports and alerts.

f.   Citizen now able to check status of his application easily with the help of GSC Acknowledgement Number.

g.   Right to appeal and compensation is now available to citizens.

h.   Staff commitment involvement is evident, with increased output too.

i.   Well-developed service procedures and workflow have forced all departments to research-invent themselves, be it a Sakala service or not.

*****

Chapter 4 : Findings from the Field

4.1   Effort was made to carry out primary data collection by interacting directly with the officials of the Sakala Mission HQ at the GOK State Secretariat at Bangalore. The author proceeded to Bangalore from 04 Feb to 18 Feb 21. The details of visits and interactions are given at Appendix B. During these visits and interactions, effort was made to gather information about the following aspects pertaining to the Sakala Mission:-

      a.   Organization of the Sakala mission. Changes in the organization over the years if any.

      b.   Institutional arrangements at various levels for delivery of services under Sakala.

      c.   Public awareness about Sakala services.

      d.   Growth in the number of services delivered under Sakala since inception.

      e.   Details of appeals filed Disposed and pending as on date.

      f.   Details of compensation paid to citizens since inception.

      g.   Details of penalties levied on officials since inception.

      h.   Details of personnel employed in the mission, training, morale motivation.

      i.   IT infrastructure, software, data handling and analysis.

      j.   Quantified data pertaining to various services.

k.   Grievance redressal mechanism.

l.   Interface with other departments.

m.   Details and documents pertaining to various studies and evaluations of the Sakala mission that were commissioned by the government of Karnataka.

4.2   Questionnaires.   Semi-structured open-ended questionnaires and checklists for interaction were prepared for the following:-

a.   Mission Director / Additional Mission Director.

b.   Officials involved in delivery of services under Sakala from revenue, transport and Sub-registrar departments.

c.   Citizens who availed Sakala services from revenue, transport and Sub-registrar departments.

4.3   Sample Size.   153 responses were received from citizens who availed Sakala services as against the planned sample size of 50. As regards officials engaged in delivery of Sakala services, 50 responses were received as against planned minimum sample size of 30.

Organisation and Staffing

4.4   Organisation and Role.   Basic details of organisation have been discussed in the previous chapter. The organization of the Sakala Mission is quite lean and has not undergone any change since inception. Interactions have revealed that the role of the Mission is more about monitoring and coordinating. They believe in giving the departments freedom to work. Their primary role is to keep the departments oriented towards Sakala Act and its implementation. They are content in passing on the information regarding a department's performance and thereafter allowing them to carry out necessary modifications. On querying the Additional Mission Director, she

responded that the Mission Headquarters would certainly like to have more teeth as far as dealing with appeals and poor performance. The appeal process ends at the AA. It would be beneficial for the success of the scheme and for the citizen satisfaction if there is a third level of appeal wherein the Sakala Mission officials could give a hearing to the aggrieved citizen and render assistance/ justice if due.

4.5   Staffing.   It was observed that there have been seven Mission Director since inception nine years ago, which means that adequate continuity has not been ensured at the helm. The Mission Director also has other responsibilities too. The same goes for other higher functionaries too. As far as the specialist posts of IT consultant and management consultant are concerned, they are hired on annual basis. It is understandable that any employee looks for job stability and stable salary to boot. Uncertainty in this would create avoidable insecurity and reduced interest in the job. These issues may be addressed. A model with a mandatory minimum fixed tenure would contribute to better success of the Mission.

Delivery of Sakala Services

4.6   Services Under Sakala.   Starting from 151 services in Apr 2012, the coverage is now 1025 services under 98 departments. Along the way, some services have been taken out due to low receipts and other problems. The growth in services was depicted in figure 3.18. To get better understanding, some quantified data was sought from Sakala Msn. They are covered in subsequent paragraphs.

4.7   Popular Services.

Figure 4.1 - Popular Sakala Services
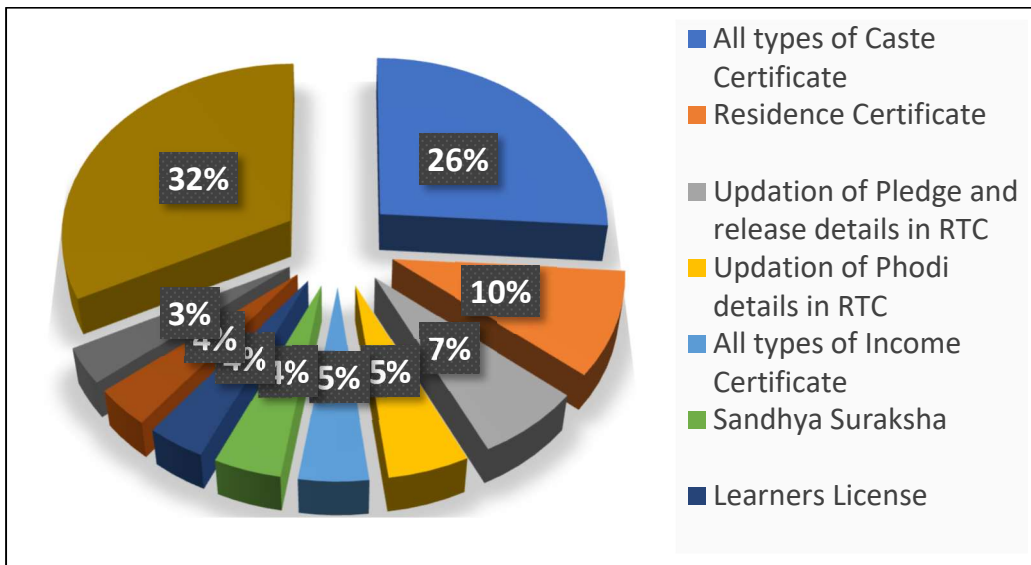
Source – Sakala Mission.

4.8   Major Service Providing Departments.

Figure 4.2- Major Service Providing Departments
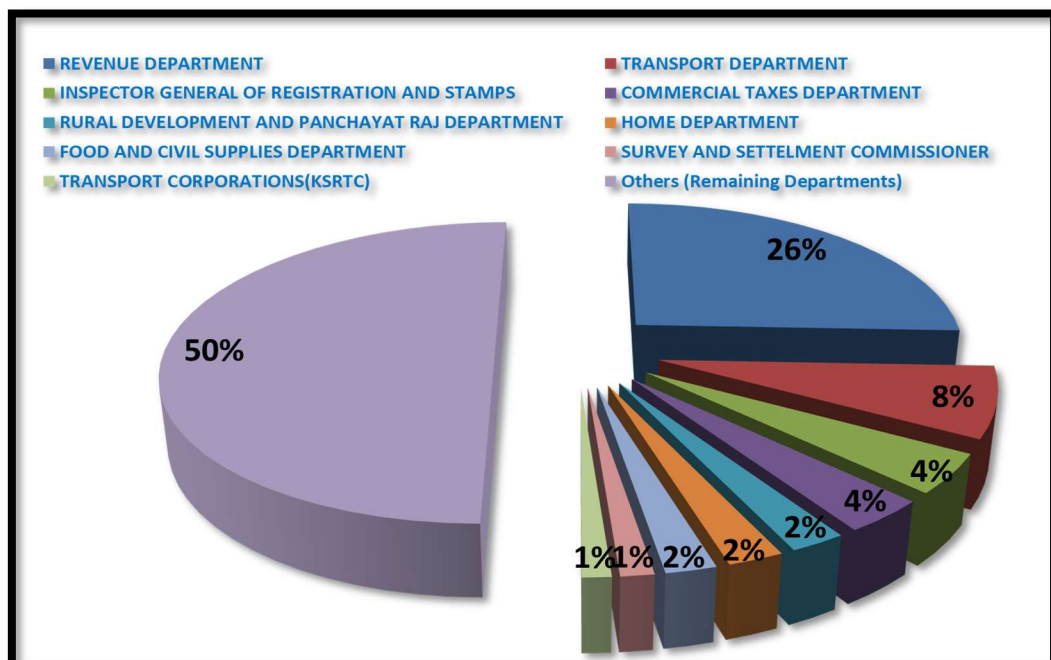
Source – Sakala Mission.

4.9   Department with Maximum Services.   Education department has the maximum number of services (138) under Sakala.

4.10   Top five Services that attract maximum applications.

Table 4.1 – Services Attracting Maximum Applications

Service	Department	Total No. of Receipts	Total No. of Disposals
All types of Caste Certificate	Revenue Department	42958763	42853999
All types of Income Certificate	Revenue Department	21165907	21123515
Registration of Land / property	Inspector General of Registration & Stamps	16146268	16143870
Modification in Existing Ration Card	Food, Civil Supplies , Consumer Affairs & Legal Metrology Department	9795250	9794763
Registration Certificate of New Vehicle	Transport Department	9429281	9428428

Source – Sakala Mission.

4.11   Department with Minimum Services.   Planning Programme Monitoring and Statistics Department has only one service under Sakala.

4.12   Services that attract least or Nil applications.

Table 4.2 – Departments with Least Applications

Department Name	Service Name	Total receipts	Total disposals
Public works, ports and inland water transport department	Permission for higher studies (in accordance with the power delegated)	1	0
Kship division & sub division	Annual increment	1	1
Bruhat Bangalore Mahanagara Palike	Building completion certificate	1	1
Transport department	Change ownership of the vehicle purchasing in public auction (Karnataka state)	1	1
Additional Commissionerate Of Dharwad, CPI	Festival advance	1	1

Source – Sakala Mission.

4.13   Percentage of services delivered after the laid down timelines.

Table 4.3 – Services Delivered After Laid Down Timelines

Year	Receipts	Disposals	Delayed Disposals	Delayed Disposal Percentage	Rejection	Rejection Rate
2012	15018806	14665999	NA	NA	1017176	6.94%
2013	24524455	24106416	1195130	4.96%	1344066	5.58%
2014	26198665	26141358	1313407	5.02%	1435739	5.49%
2015	30067238	30215593	1387692	4.59%	1623042	5.37%
2016	28486733	28661523	1206533	4.21%	1568543	5.47%
2017	29321066	28536301	1172259	4.11%	1802445	6.32%
2018	27961295	28525447	1768877	6.20%	2075909	7.28%
2019	26614197	26040769	1216455	4.67%	2082210	8%
2020	23301297	23370694	1164117	4.98%	1412056	6.04%
2021	2645996	2288794	154575	6.75%	161020	7.03%
Total	**23,41,39,748**	**23,25,52,894**	**1,05,79,045**	**4.55%**	**1,45,22,206**	**6.24%**

Source – Sakala Mission.

4.14   Pendency State.   The pendency state as on 23 Feb 21 was sought. Pendency as on is 1,72,327 applications. This is a figure that varies on a daily basis. These details are shared district wise with all the concerned functionaries on daily basis after close of work. In addition, overdue details are also sent on automated SMS to the concerned officials. This is a good way to alert concerned people on daily basis.

Figure 4.3 -Automated SMS to Officials
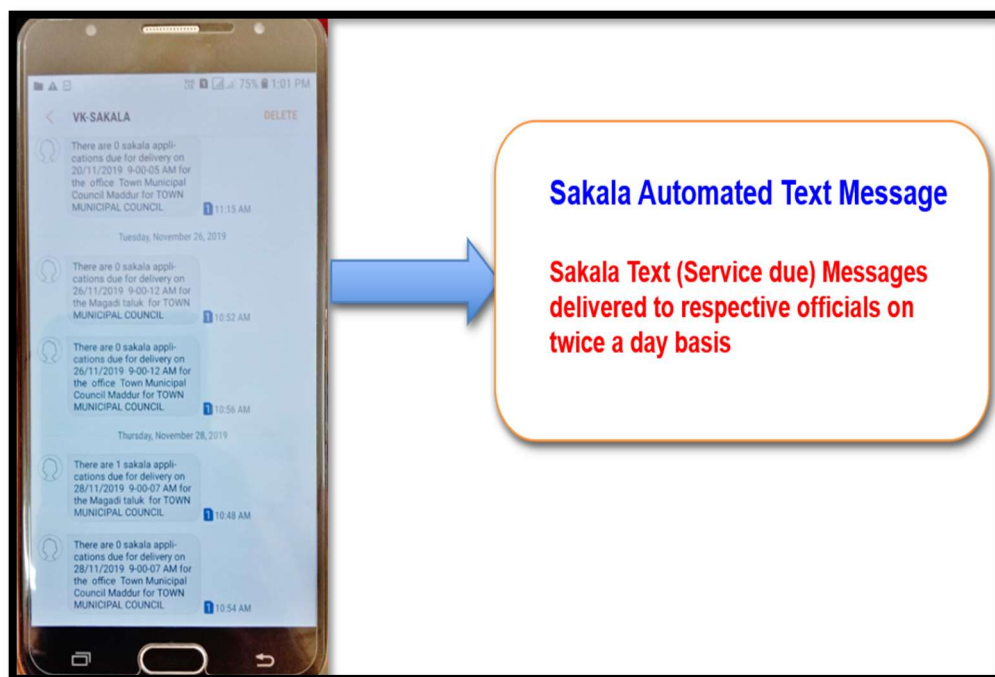
Source – Sakala Mission.

4.15   Compensation Paid to Citizens.   As explained earlier, compensation is paid to citizens for delayed services, but given only to those who file an appeal for the same. Details of compensation paid year wise is shown in table below. This also means that Rs 1,79,469/- is the exact amount that has been realized from defaulting officials.

Table 4.4 – Year Wise Compensation Paid

Year	Compensation Paid in Rs.
2012	4727
2013	34275
2014	28966
2015	10781
2016	15460
2017	14720
2018	45960
2019	10440
2020	14140
Grand Total	179469

Source – Sakala Mission.

4.16   Penalty Collected from Departments.

Table 4.5 – Penalty Collected from Departments

Year	Count Details of office where paid (CC) is recovered (Designated Office Count)
2012	64
2013	298
2014	246
2015	92
2016	122
2017	120
2018	177
2019	60
2020	75
Grand Total	1254

Source – Sakala Mission.

4.17   Appeals.   The details of appeals filed year-wise since inception and the status as on date is shown in table below. The total number of appeals is a paltry 5032.

Table 4.6 – Appeals and Status

Appeal Status	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Grand Total
Approved	70	246	282	125	193	200	253	88	84	7	1548
Pending	3	10	43	39	93	125	236	348	859	80	1837
Rejected	57	224	182	153	183	169	365	191	121	3	1648
Grand Total	130	480	507	317	469	494	854	627	1064	90	5032

Source – Sakala Mission.

4.18   Department/Services with max and min appeals.

a.   Maximum. Revenue Department - 3204 Appeals. Within Revenue Department the service that attracted largest number of appeals (1901) was for delay in receipt "All types of Caste Certificate" . Service wise details are enclosed as Appendix C. Details on Sakala Web portal as on 10 Mar 21 reveal that the figure for revenue department stands at 3243 First Appeals. This indicates that the web portal is regularly updated and progress is available for all to see. A screenshot of the same is shown below. The details columns are quite self-explanatory, and a citizen can log in and see the status on this too in addition to checking the status on the tab provided for the same on the Home page of the portal:-

Figure 4.4 - Screenshot of First Appeal Status

Source – Sakala web Portal.

b.   Departments with least number of appeals.

Table 4.7 – Departments with Least Number of Appeals

Department & service details	No. Of appeals Filed
Karnataka state pollution control board	1
Labour department	1
Hubballi electricity supply company limited	1
Employees state insurance medical services	1
Excise department	1
Department of legal metrology	1
Bengaluru electricity supply company limited	1

Source – Sakala Mission.

4.19   Ranking System.   The ranking system instituted among districts and taluks

was analysed. It was found that the ranking is quite dynamic and no district has been

able to maintain its ranking. One can still pick out the better performing districts though

in terms of average ranking. The competitiveness among the districts is quite evident and this is a positive aspect for success of the scheme. Details for FY 2019-20 is shown in table at Appendix D . Top five districts and bottom five districts are shown in table below:-

Table 4.8 – Top Five and Bottom Five District Rankings

Avg Rank	District	Apr -19	May -19	Jun -19	Jul -19	Aug -19	Sep -19	Oct -19	Nov -19	Dec -19	Jan -20	Feb -20	Mar -20
Top Five Districts													
1	Shiva-mogga	2	1	3	2	3	2	8	11	1	3	9	4
2	Chikkaba-llapura	5	11	13	6	6	1	1	4	4	4	6	8
3	Tumak-uru	15	9	9	11	1	6	4	5	3	2	2	6
4	Udupi	3	4	12	14	7	8	7	2	6	7	4	2
5	Chikka-magaluru	1	2	11	7	9	10	3	13	8	5	8	3
Bottom Five Districts													
26	Belagavi	20	20	27	29	22	19	20	17	28	26	24	21
27	Raichur	28	24	1	26	23	27	29	12	29	28	23	22
28	Kodagu	25	22	29	30	30	23	18	25	25	22	20	23
29	Bidar	30	30	14	23	26	28	30	7	21	27	30	30
30	Bengaluru Urban	29	27	30	5	29	30	28	28	10	30	25	28

Source – Sakala Mission.

A similar compilation of top performing and poorly performing Taluks for FY 2019-20 is shown in the tables at Appendix E. It can be seen that the same Taluk does not repeat among top five each month. These figures also have to be analysed vis-à-vis the population that is supported. Bangalore district doesn't figure often owing to the huge

population concentration there. It could also be due to the poor work culture, poor supervision or other allied reasons.

4.20   Impact of Sakala.   As per the Assistant Mission Director, Sakala has been able to speed up the processes and achieve before time delivery to a large extent. Details of such reduction in timelines is shown below:-

Figure 4.5 - Improvement of Service Delivery Timelines post Sakala
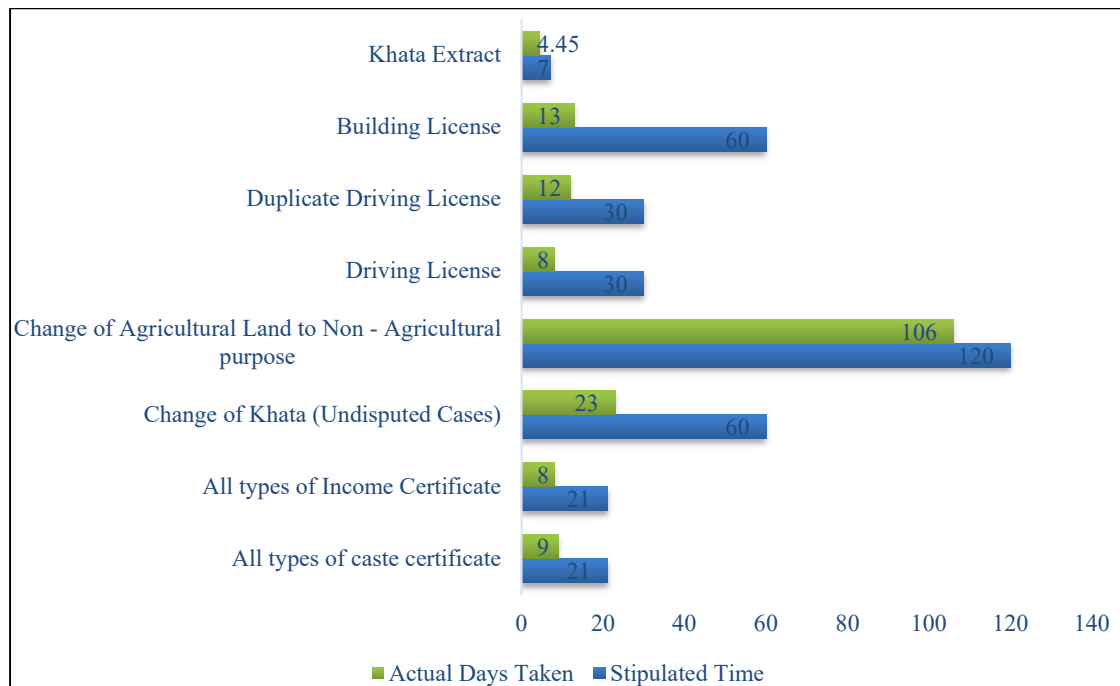
Source – Sakala Mission.

Monitoring and Reporting

4.21   The mechanism in place for monitoring progress on daily and monthly basis is robust and completely automated. In addition to daily pendency reports, which includes automated SMS to the concerned department officials, the system can be queried for any kind of data. The monthly report is a very comprehensive report and includes the district wise and Taluk wise rankings too along with department wise and service wise analysis. More importantly, these reports are available on the Sakala web portal for all to see. This is an example of extreme transparency. It was observed during interactions

that officials at all levels are very cautious about these reports being generated and are thus committed to keep the name of their respective departments clear from default. The monthly report for the October 2020 is a pdf document of 60 around pages containing statistics of all kinds, ranging from pendency/overdue cases, district wise and taluk wise rankings, detailed analysis of each department/service. It also includes a segment on citizen feedback and satisfaction as well as Sakala training carried out for officials. The 'Useful Links' tab on the bottom of the Sakala Home page has links to all kinds of data. A screenshot is shown below.

__Figure 4.6 – Useful Links on Sakala Homepage__
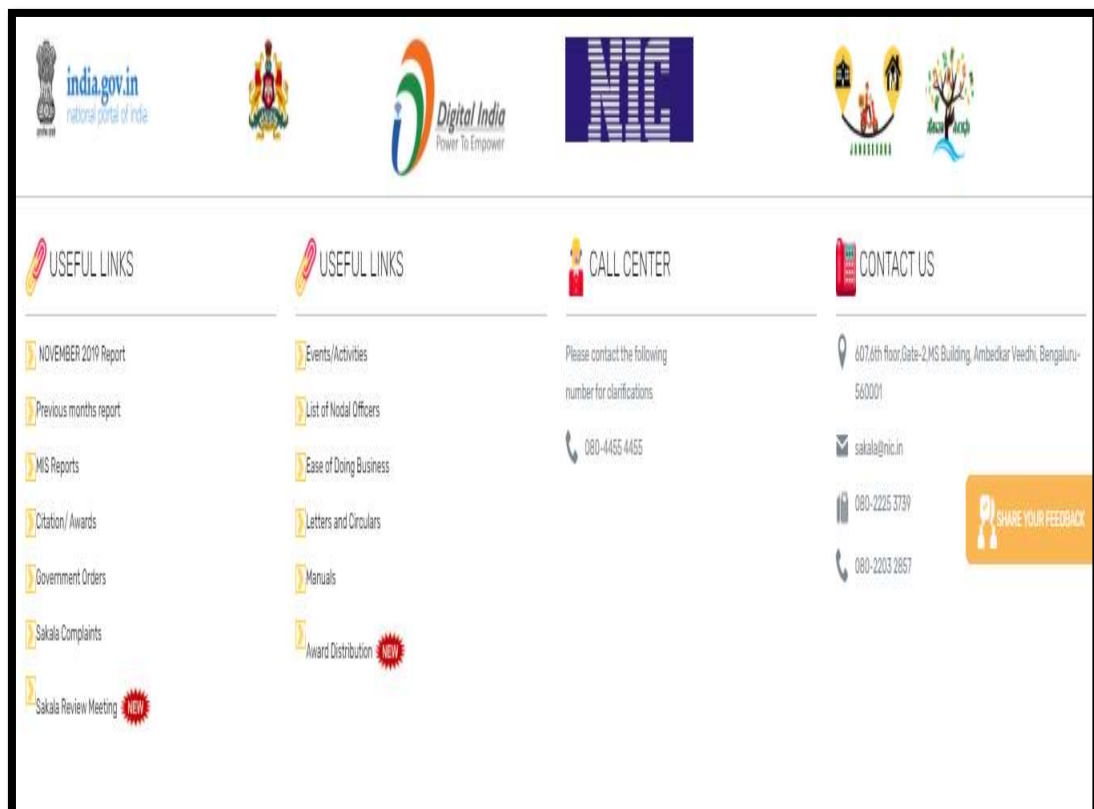
Source – Sakala Web Portal.

4.22   MIS Reports. Clicking on the MIS tab will take one to a page that has user friendly hyperlinks to whatever data one wants to peruse. A screenshot of the same is shown below which allows a user to see receipts and disposals, performance reports, archives, pendency and delayed status, appeals status, etc. these are then available department wise and service wise if required.

Figure 4.7 – Pendency Status on Sakala Web Portal

Source – Sakala Web Portal.

The system was queried on the cases that would become Overdue as on 10 Mar 21, in respect of Transport Department. The report that was generated showed that 380 cases that would become overdue as on 10 Mar 21, the date of query. A screenshot is shown below. It also shows the details of the Taluk, office, service, GSC Number, name of applicant, stipulated date etc:-

Figure 4.8 - Screenshot of Overdue Status

S No	Department	Taluk	Office	Service	SubService	SAKALA No	SAKALA Date	Applicant Name	Stipulated Days	Due Date	Process Description	Processed by Officer	Processed Date	Forwarded To
361	TRANSPORT DEPARTMENT	Tumakuru	RTO - Tumkur	Learners Licence	Learners Licence	TR.0061005988342	04/03/2021	853809521:MANJULA K K	5	10/03/2021				
362	TRANSPORT DEPARTMENT	Tumakuru	RTO - Tumkur	Renewal of Driving Licence	Renewal of Driving Licence	TR.0061005962530	02/03/2021	821715121:YOGESH M J	7	10/03/2021				
363	TRANSPORT DEPARTMENT	Tumakuru	RTO - Tumkur	Transfer of Ownership	Transfer of Ownership	TR.0066003192387	11/02/2021	KEMPANNA C S	21	10/03/2021				
364	TRANSPORT DEPARTMENT	Tumakuru	RTO - Tumkur	Transfer of Ownership	Transfer of Ownership	TR.0066003192504	11/02/2021	KEMPANNA C S	21	10/03/2021				
365	TRANSPORT DEPARTMENT	Vijayapura	RTO - Bijapur	Learners Licence	Learners Licence	TR.0281005985965	04/03/2021	705828421:VINODSALUNKE	5	10/03/2021				
366	TRANSPORT DEPARTMENT	Vijayapura	RTO - Bijapur	Learners Licence	Learners Licence	TR.0281005987231	04/03/2021	702728321:ABHIMANYUDODAMANI	5	10/03/2021				
367	TRANSPORT DEPARTMENT	Vijayapura	RTO - Bijapur	Transfer of Ownership	Transfer of Ownership	TR.0286003197688	11/02/2021	IRANNA BANDE	21	10/03/2021				

Source – Sakala Web Portal.

Sakala Helpline

4.23   The author visited the Sakala helpline operated by M/s Transact Global. This firm has been managing the helpline since 2012. Interaction was carried out with Mr Darshan, the CEO, Mr Bopanna, the floor supervisor and the operators at the Call Centre. It was observed that the staff works with lot of zeal and sense of purpose. Their infrastructure is well appointed along with requisite technical support. They have developed their own Customer Relationship Management (CRM) software for entry of call details with each caller. The same is automated and has the ability to deliver comprehensive analytics. It is also compatible with the Sakala web portal so that the operator can help the caller to check his application status or file an appeal. At the end

of each working day, statistical reports are generated and forwarded to the Sakala Mission Headquarters. A screenshot of the CRM module is shown below:-

Figure 4.9 – Screenshot of CRM Module of Sakala Helpline
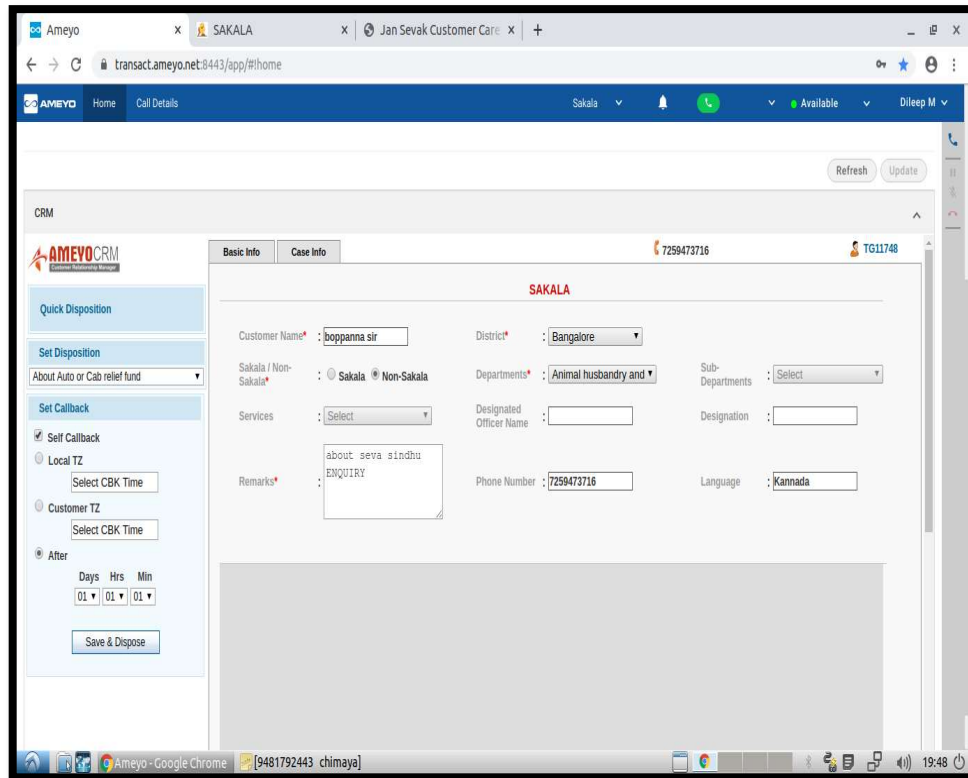
Source – Sakala Helpline.

4.24   It was observed that the staff have been given the necessary soft skills to deal with citizens. Training of new entrants and refresher training are carried out religiously.

4.25   Procedure.   As per the arrangement with the Sakala Mission, each operator has to attend around 60 calls per day. Caller details are captured in CRM. Report is extracted from the CRM and forwarded to the department on a CD. A flowchart showing the workflow is enclosed at Appendix F. Analytic reports are also shared with departments every month. All call records are maintained on their servers.

4.26   Call Volume Trends.   The state of call volume handled by the helpline is shown below:-

Figure 4.10 - Call Volume Trends - Sakala Helpline
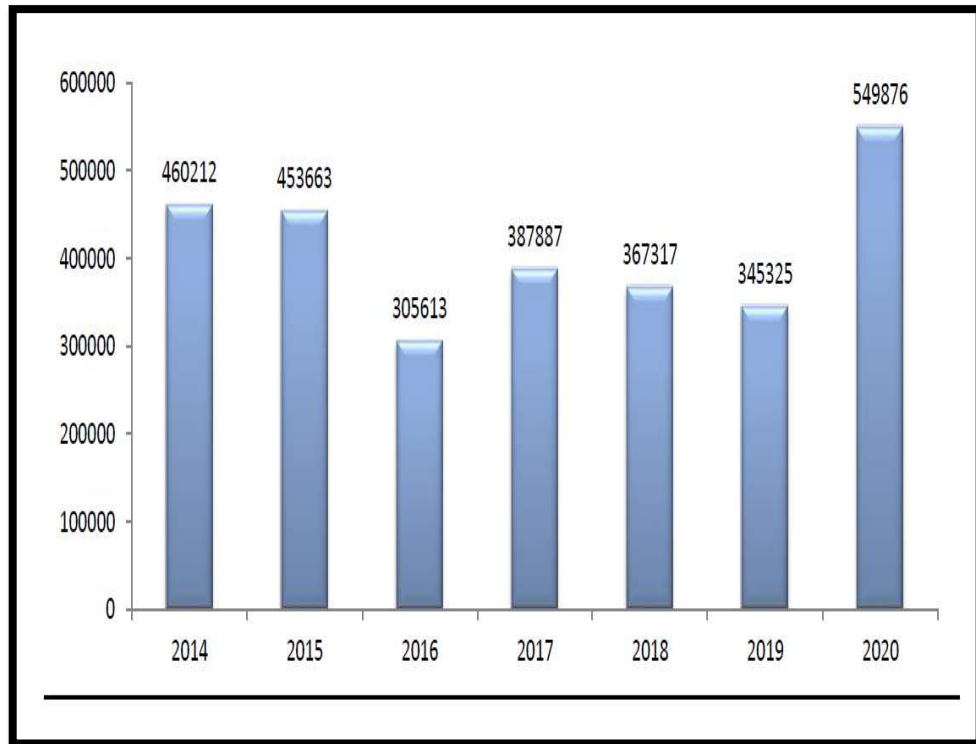
Source – Sakala Helpline.

It can be observed that there has been a spike in the call volume for 2020. It was most probably due to Covid-19. Now that citizens have realized that they can utilize the helpline and work can be done without going to the Government office, the volume will only rise from here on. The CEO also brought out during interaction that due to low volume of calls, they had even contemplated withdrawing from the responsibility at one point of time. It appears that COVID-19 has changed the paradigm.

4.27   Complaints Analysis. Over the years, the helpline has become synonymous with the GOK and transformed into an omnibus helpline. The staff has been trained to entertain all types of queries and complaints. At the end of the day, matters requiring

escalation are directed to the concerned department. Thus, this helpline has become a force multiplier. The breakup between Sakala and Non-Sakala complaints is shown in Pie-chart below:-

Figure 4.11 - Types of Complaints Received by Sakala Helpline

TYPES OF COMPLAINTS

6312, 37%

10548, 63%

- SAKALA COMPLAINTS
- NON-SAKALA COMPLAINTS
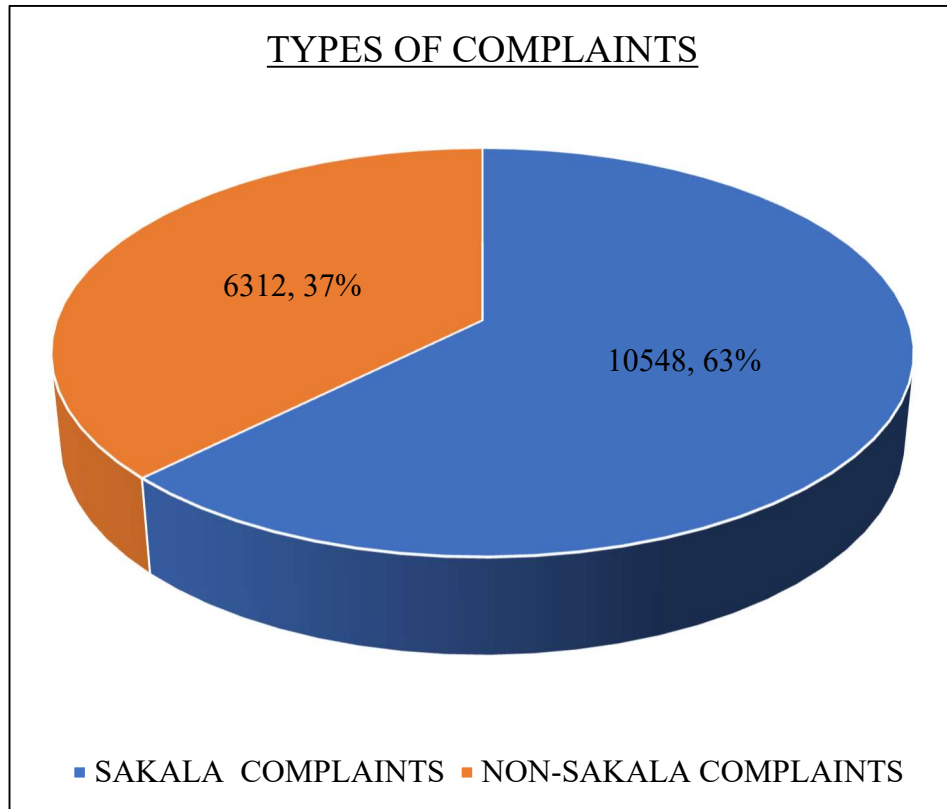
Source – Sakala Helpline.

4.28   <u>Monthly report</u>.   The helpline generates a monthly Call Centre observation report. Some important information gleaned from the same is discussed in the subsequent paras.

4.29   District wise call trends.
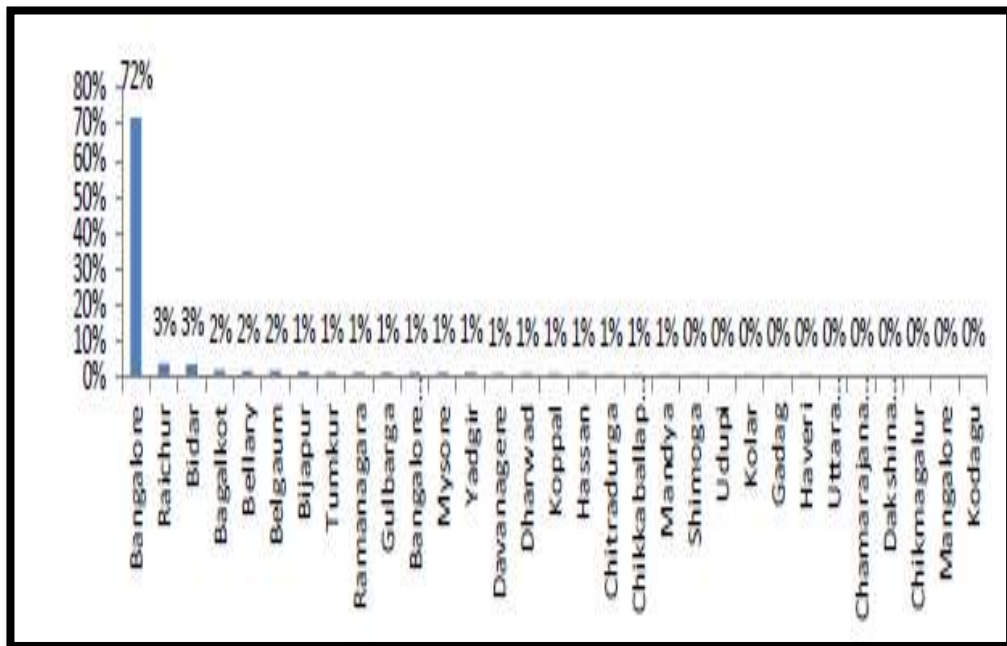
Source – Sakala Helpline.

As per the above analysis made on District wise calls received. 72% of the calls were received offered from Bengaluru followed by Raichur & Bidar, whereas the population of Bangalore Urban and Rural combined is roughly 17.4% only. This is a major skew that has to be taken note of.

4.30   District wise Sakala applications receipt.   An analysis made on district wise applications received by the helpline under Sakala reveals that maximum applications are received from Bengaluru. It indicates that awareness about Sakala program should increase in other districts.

Figure 4.13 - District Wise Sakala Application Receipts – Sakala Helpline
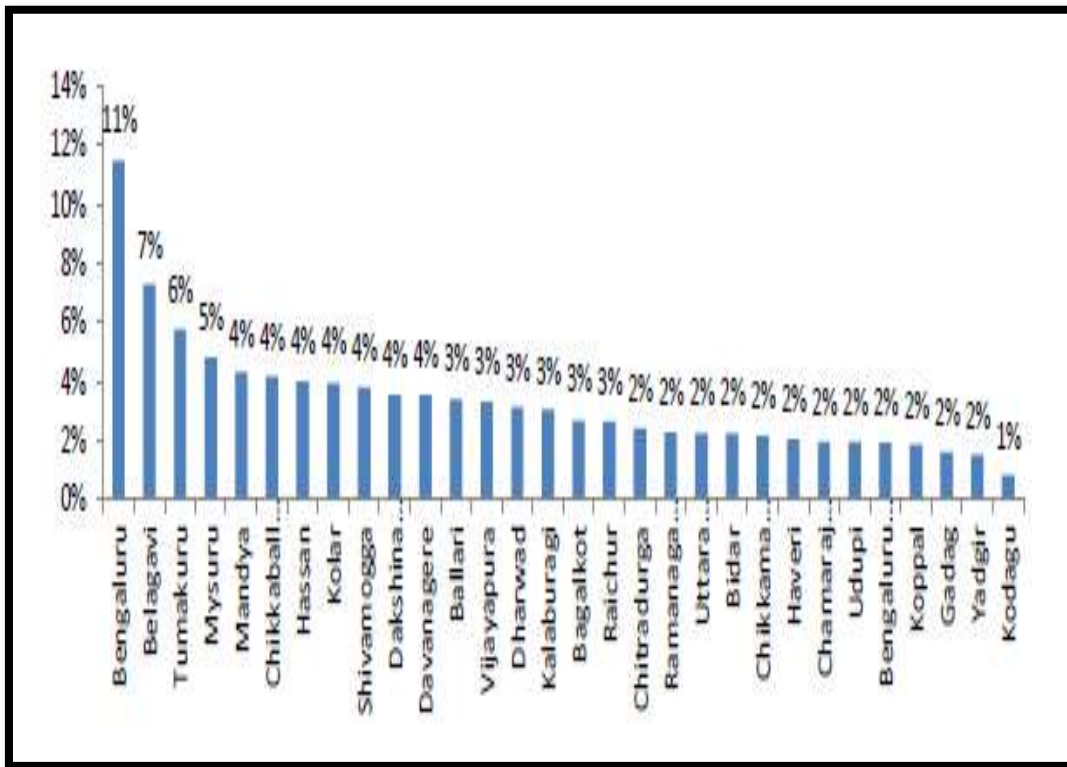
Source – Sakala Helpline.

Figure 4.14 - Departments Receiving Maximum Applications – Sakala Helpline
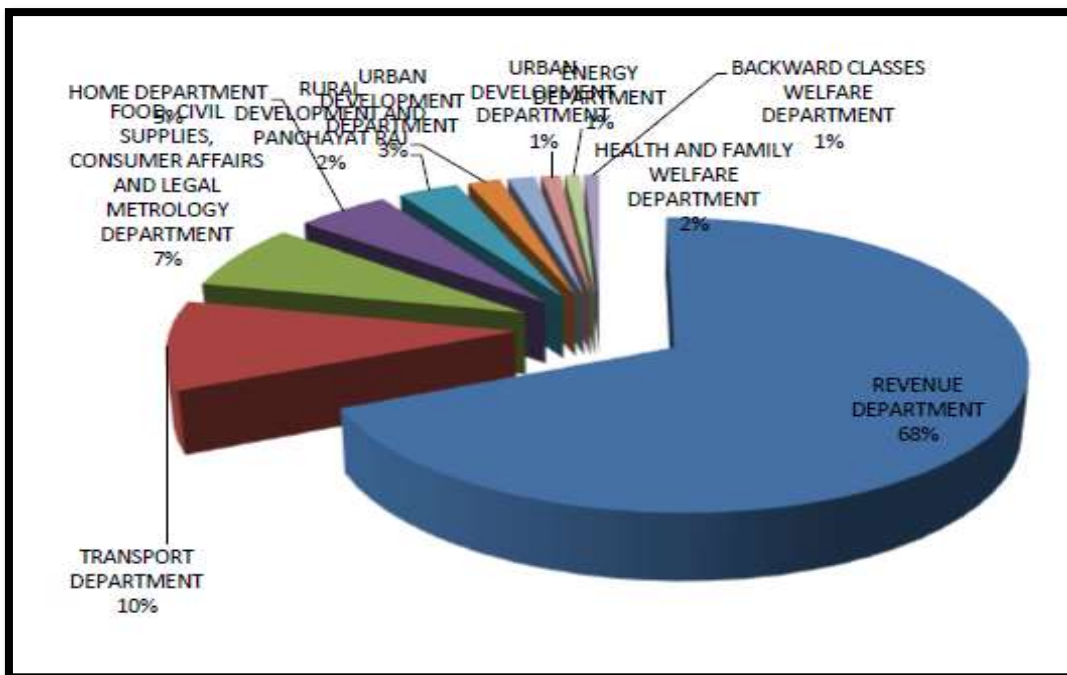
Source – Sakala Helpline.

4.31   Department wise Break-up.   As can be seen above, maximum applications are received for Revenue department only. Maximum calls, complaints and queries are also received for services from the Revenue department followed by Inspector General of Stamps and Registration department. A large number of calls are also to check the status of their applications. Another aspect for which the helpline is used is for helping citizens file their appeals online. An year wise analysis of top five complaint departments is shown in the graphic below:-

Figure 4.15 - Departments Receiving Maximum Calls/ Complaints
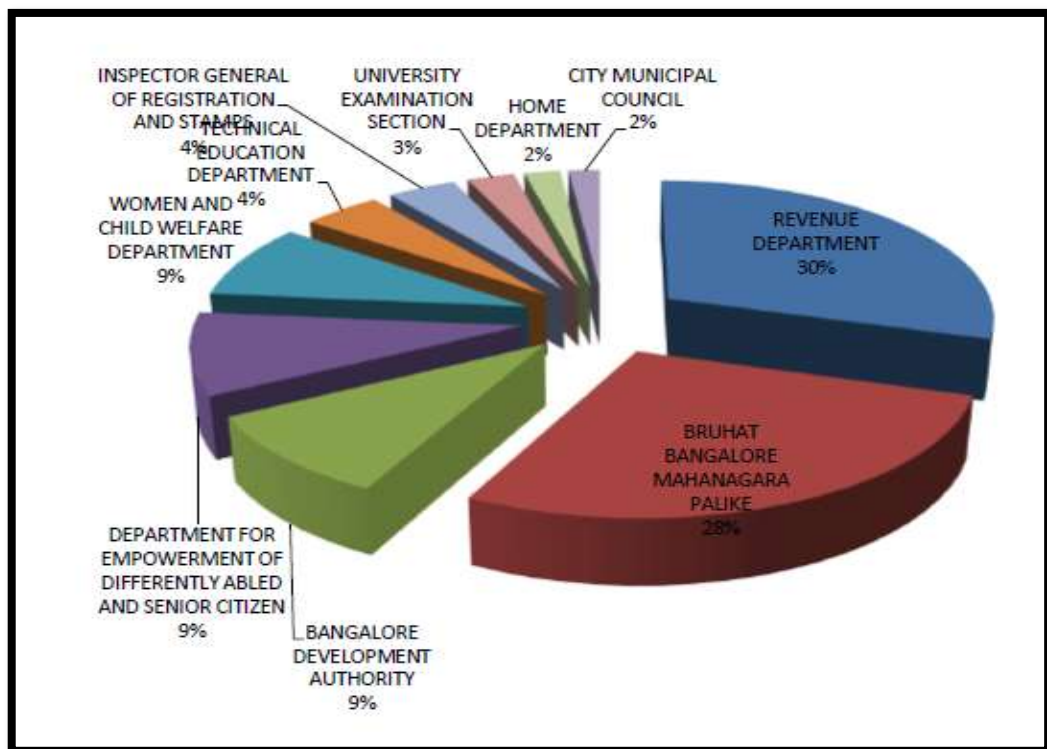
Source – Sakala Helpline.

30% of the queries are related to Revenue department, 28% are related to BBMP followed by 9% of the quires related to BDA and so on.

4.32   Citizen Feedback.   Random citizen feedback is also taken by the helpline operators. The state in Jan 21 is as follows:-

Figure 4.16 - Citizen Satisfaction with Sakala Services - Jan 2021
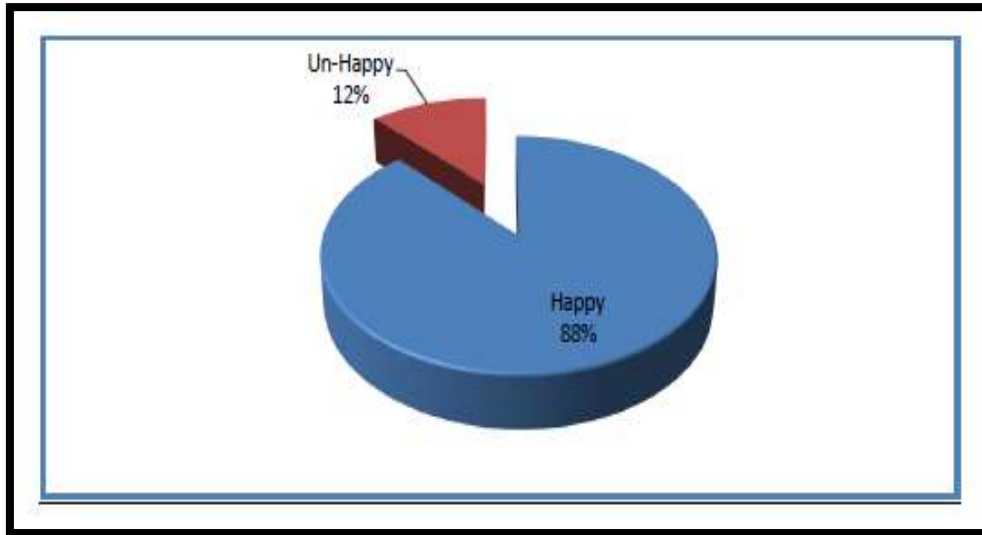
Source – Sakala Helpline Monthly Report.

As seen from graphic above, 88% citizens are happy with Sakala services. A breakup of the department wise satisfaction is shown below:-

Figure 4.17 – Screenshot of Department wise Satisfaction Level

Department	Happy	Un-happy
Commerce and Industries Department	100%	0%
Department for Empowerment of Differently Able and Senior citizen	100%	0%
Department of Information & public relations	100%	0%
Public Libraries Department	100%	0%
Revenue Department	100%	0%
Town municipal corporation	100%	0%
Water Resources Department	100%	0%
Women and child welfare department	100%	0%
Technical education department	93%	7%
University examination section	92%	8%
Labour Department	91%	9%
BBMP	88%	12%
City Corporation	87%	13%
Bangalore Development Authority	77%	23%
City Municipal Council	76%	24%
RDPR	67%	33%

Source – Sakala Helpline Monthly Report..

4.33   <u>Involvement of the Administration</u>.   Interaction with the CEO revealed that the Sakala Mission officials, the Sakala Minister and the government machinery been very encouraging in all their activities and they have been proactively taking feedback/suggestions to improve the services.

4.34   <u>Way Ahead</u>.   On being queried, the CEO expressed that with the proliferation of information technology in the present day, more value addition can be done in the days to come. Technology can be leveraged when it comes to addressing customer complaints. As brought out earlier, the helpline handles both Sakala and Non-Sakala complaints in ratio of 63% to 37% . The Non-Sakala complaints are not addressed in a formal manner as done in case of Sakala complaints. They currently do not have a complaint management system that can not only push a complaint over to concerned department head for him/her to act on when a complaint is raised, but also to take it to its logical conclusion. This recommendation has been given to the Mission Director by the CEO. A lot of applications are getting either rejected or pending due to insufficient information/documentation. The latest technology such as Artificial Intelligence (AI) and Machine Learning (ML) can be made use of to analyse the trends to streamline processes, do away with redundancies, duplicacy in documentation and the like. Accessing the central database for documents to reduce burden on the citizens can also be built into the system. Once all the services come under the purview of Sakala, an omnibus mobile application would make sense where the citizen can avail any Government service using one application and reduce interface with the Government officials to bare minimum.

Field Visit to Offices

4.35   During field visits to the various offices delivering services under Sakala, certain details as on date were sought. This was done primarily to check the functionality of the system. A summary report on GSC receipts, disposals & pendency as on 08 Feb 21 was sought from the IT Consultants. They were able to produce the report immediately. Details are shown below:-

Table 4.9 – Application Disposal Details - Devanahalli Taluk

| Department Name | Total Receipts | Disposal | | | | Total Approved | Total Rejected | Total Disposal | Over-due |
| | | Within Due Date | | After Due Date | | | | | |
		Appro-ved	Rejec-ted	Appro-ved	Rejec-ted				
Transport Department	60023	54828	4679	275	51	55103	4730	59833	22
Revenue Department	76314	58328	10506	3594	1437	61922	11943	73865	18
Inspector General Of Registration And Stamps	31566	29093	885	1302	260	30395	1145	31540	17
Total	**167903**	**142249**	**16070**	**5171**	**1748**	**147420**	**17818**	**165238**	**57**

 Source – Devanahalli Taluk Office.

Table 4.10 – Application Disposal Details - Rajajinagar Taluk

| Department Name | Total Receipts | Disposal | | | | Total Appro-ved | Total Rejec-ted | Total Dispo-sal | Over-due |
| | | Within Due Date | | After Due Date | | | | | |
		Appro-ved	Rejec-ted	Appro-ved	Rejec-ted				
Inspector General Of Registration And Stamps	917227	838587	14632	55057	5954	893644	20586	914230	2256
Revenue Department	1535776	1175944	157173	113619	57175	1289563	214348	1503911	1082
Transport Department	2674587	2507233	141192	14695	2943	2521928	144135	2666063	259
Total	**5127590**	**4521764**	**312997**	**183371**	**66072**	**4705135**	**379069**	**5084204**	**3597**

Source – Rajajinagar Taluk Office.

Responses from Citizens

4.36   As mentioned earlier, a questionnaire on Google Forms was prepared and help of friends and acquaintances was sought in passing the questionnaire on to people who had availed Sakala services or their responses. The questionnaire was prepared in bilingual format to elicit better response. A total of 153 responses were received. The questionnaire was designed mostly with Yes/No answers and few requiring verbose answers. Questions were designed to get inputs about following aspects:-

a.   Demographic details such as gender, place of residence, educational qualifications.

b.   Awareness about Sakala – How did he/she come to know about Sakala, can he/she identify the logo, awareness of helpline number.

c.   Application filling process.

d.   Knowledge of timelines of service delivery and whether service received in time.

e.   Whether compensation applied for and received?

f.   Whether application ever rejected and reason for same justified?

g.   Whether appeal filed and redressal received?

h.   Overall satisfaction with the Mission on four parameters.

4.37   Responses.   The responses received question wise are discussed below:-

a.   Names. Out of 153 persons who responded, 143 persons chose to give their names. This is taken as a positive indication as they are comfortable in giving their feedback along with their names.

b. Percentage of male to female repondents.
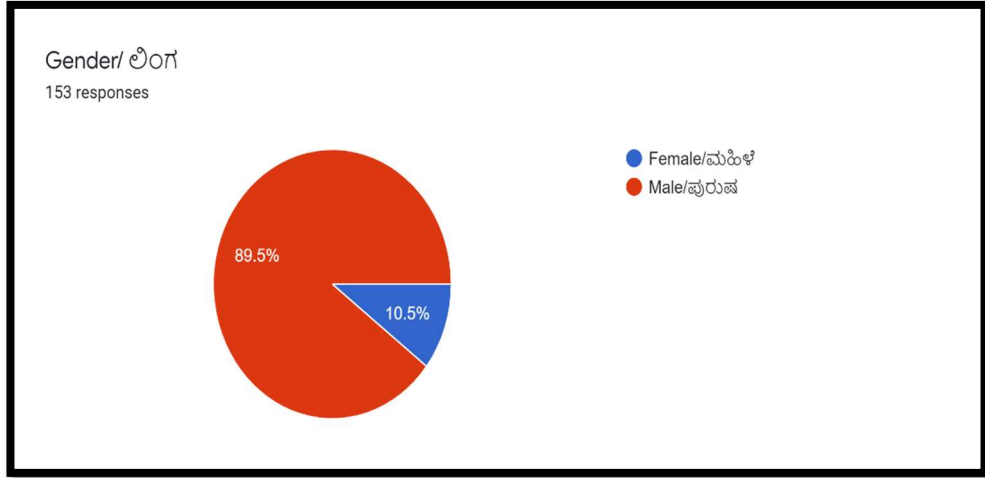
c. Percentage or urban to rural respondents
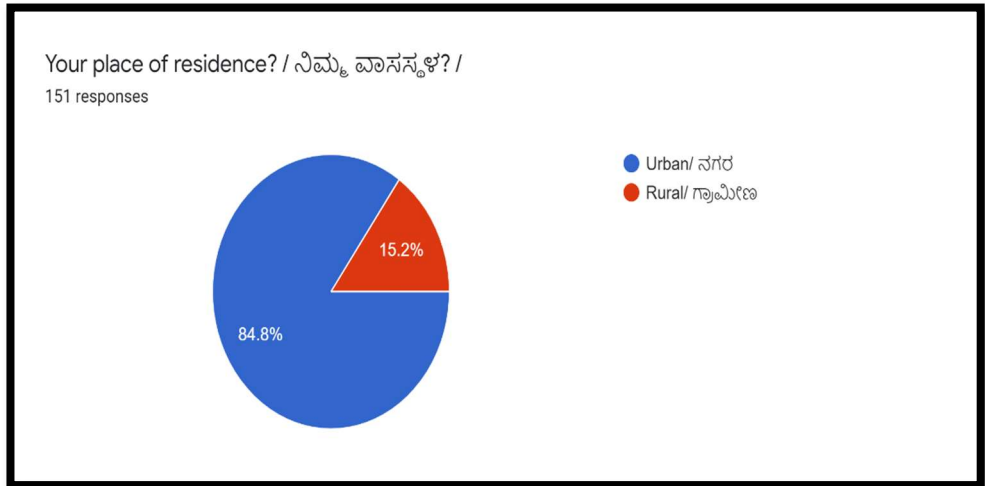
d. Age groups of respondents.
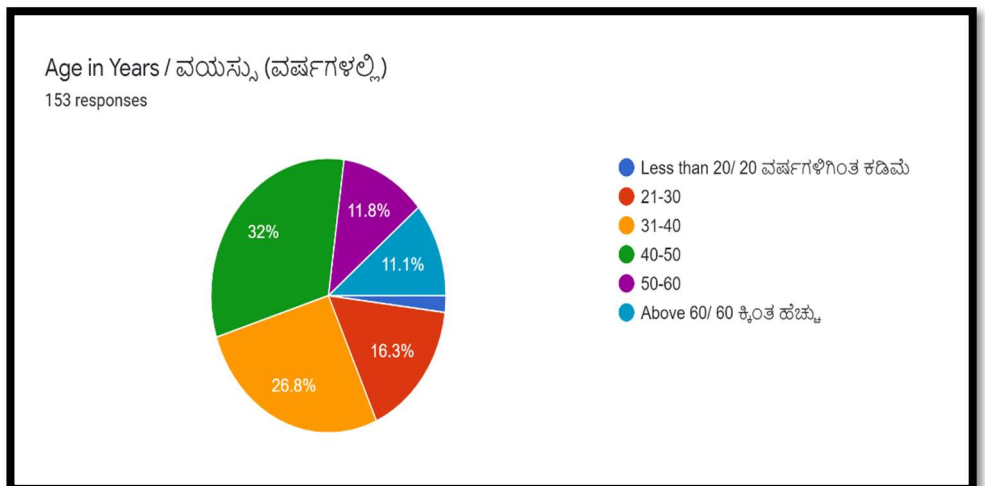
e.   Educational Qualifications of respondents

Education/ ಶೈಕ್ಷಣಿಕ ಅರ್ಹತೆ
153 responses

- Matric/ Class 10/ಮೆಟ್ರಿಕ್
- Class 12/ಕ್ಲಾಸ್ 12
- Graduate/ ಪಧವೀಧರ
- Post Graduate/ಸ್ನಾತಕೋತ್ತರ ಪದವಿ

47.7% 18.3% 22.2% 11.8%
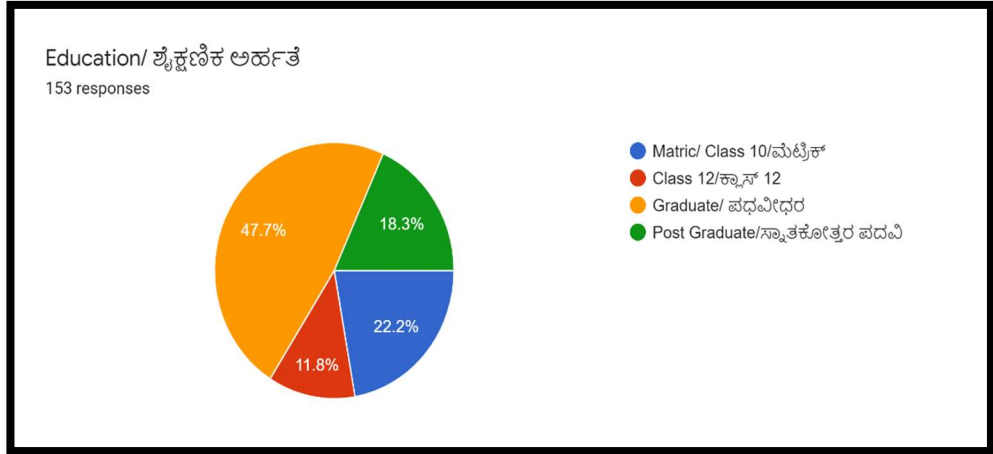
f.   Occupational details of respondents

Occupation/ ಉದ್ಯೋಗ
153 responses

- Student/ ವಿದ್ಯಾರ್ಥಿ
- Government Service
- Doctor/Engineer/Other professions/ ವೈದ್ಯರು / ಎಂಜಿನಿಯರ್ / ಇತರ ವೃತ್ತಿಗಳು
- Farming/ ಕೃಷಿ
- Business/ ವ್ಯಾಪಾರ
- Retired/ ಸೇವಾ ನಿವೃತ್ತ

22.9% 51.6%
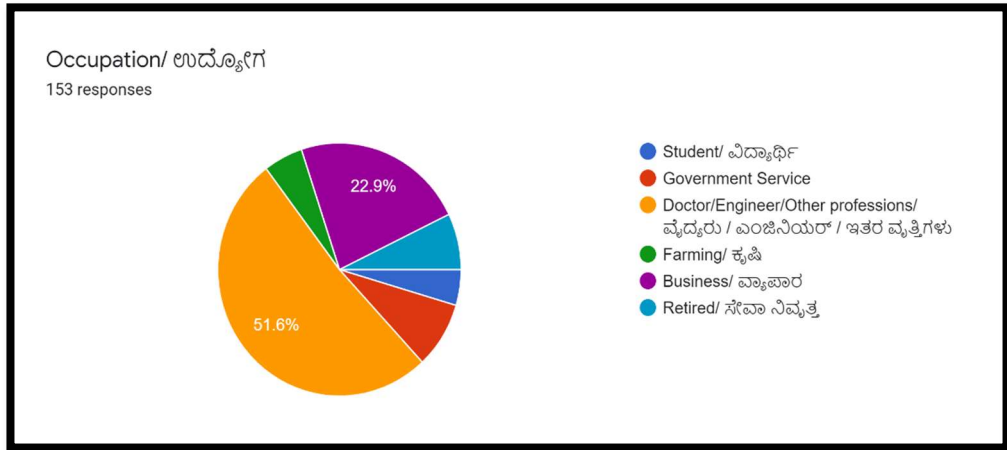
g.   How did the respondent come to know about the Sakala Mission?

How did you come to know about the SAKALA scheme? ಸಕಾಲ ಯೋಜನೆಯ ಬಗ್ಗೆ ನಿಮಗೆ ಹೇಗೆ ಗೊತ್ತಾಯಿತು ?
153 responses

- Government conducted awareness programmes in our area/ ನಮ್ಮ ಪ್ರದೇ...
- When I visited the Service Centre/ ನಾನು ಸೇವಾ ಕೇಂದ್ರಕ್ಕೆ ಭೇಟಿ ನೀಡಿದಾಗ
- Television/ radio/ ದೂರದರ್ಶನ / ರೇಡಿಯೋ
- Newspapers/ internet/ ಪತ್ರಿಕೆಗಳು / ಅಂತರ್ಜಾಲ
- From friends or neighbours/ ಸ್ನೇಹಿತರು ಅಥವಾ ನೆರೆಹೊರೆಯವರಿಂದ

20.9% 15% 18.3% 42.5%

98
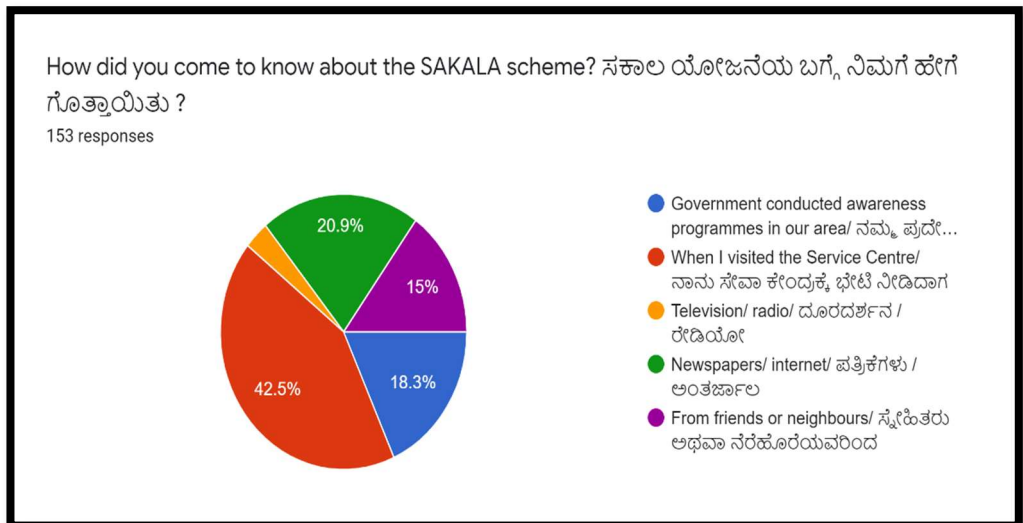
h.   Awareness about Sakala Helpline number.

Are you aware of the SAKALA Helpline number?/ ಸಕಾಲ ಸಹಾಯವಾಣಿ ಸಂಖ್ಯೆಯ ಬಗ್ಗೆ ನಿಮಗೆ ತಿಳಿದಿದೆಯೇ?
153 responses

● Yes/ಹೌದು
● No/ಇಲ್ಲ

71.2%
28.8%

i.   Awareness about Sakala logo.

Can you identify the SAKALA logo?/ ಸಕಾಲ ಚಿಹ್ನೆವನ್ನು ನೀವು ಗುರುತಿಸ ಬಲ್ಲಿರಾ ?
153 responses

● Yes/ಹೌದು
● No/ಇಲ್ಲ

54.9%
45.1%
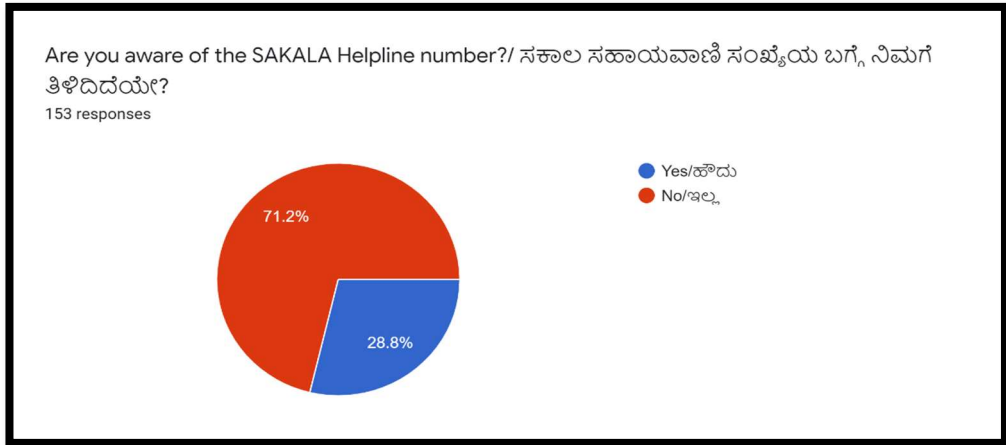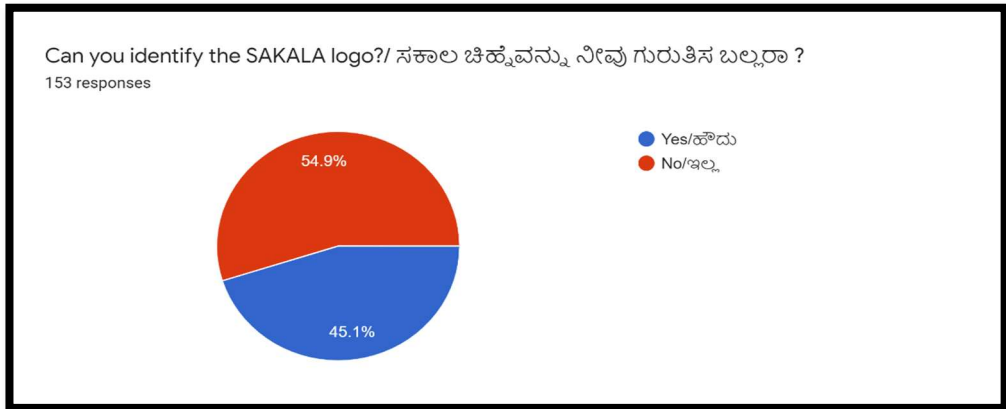
j.   Comparison of Awareness of Sakala Helpline and Logo – Urban vs Rural respondents.

AWARENESS OF HELPLINE AND LOGO - URBAN VS RURAL

LOGO   61 / 54
HELPLINE   78 / 71

AWARENESS PERCENTAGE

■ RURAL ■ URBAN
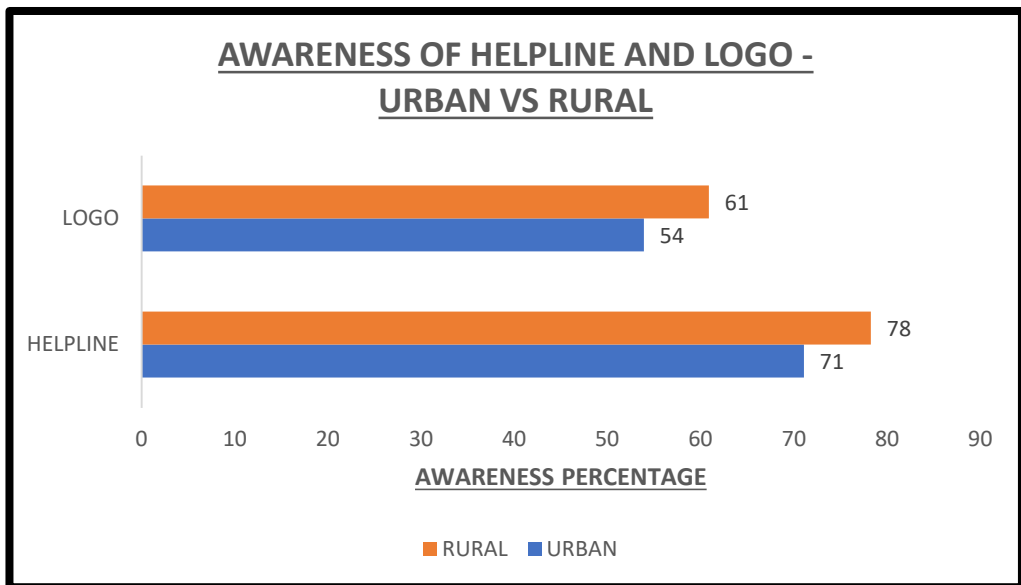
k. Mode of application.
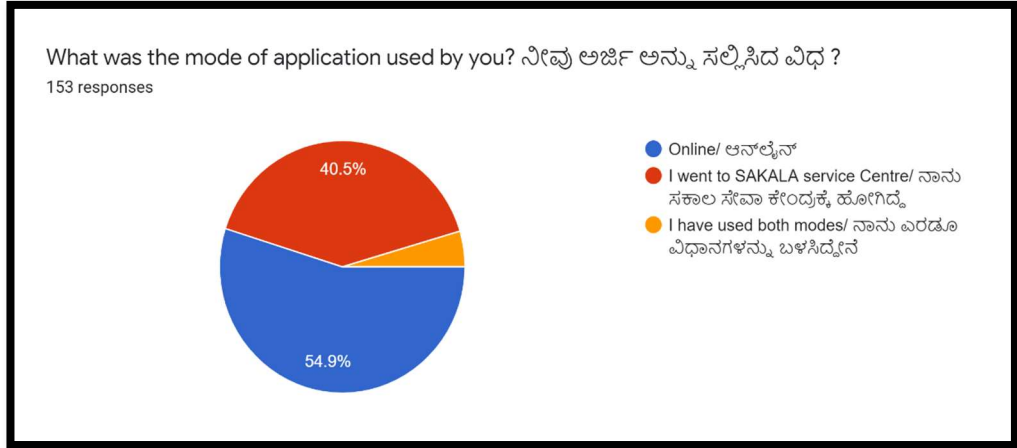
l. Feedback on application filing process.
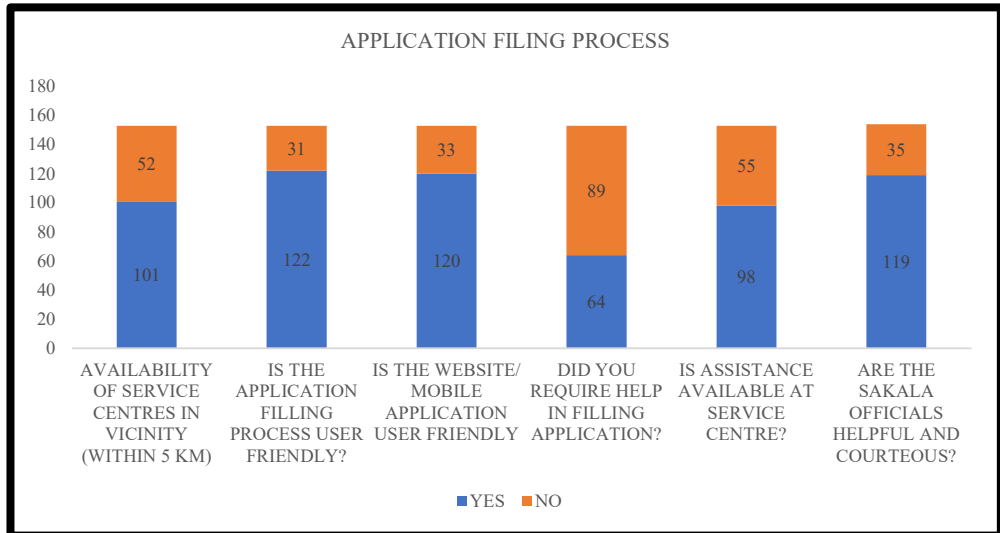
m. Did the respondent receive the GSC Acknowledgement number?
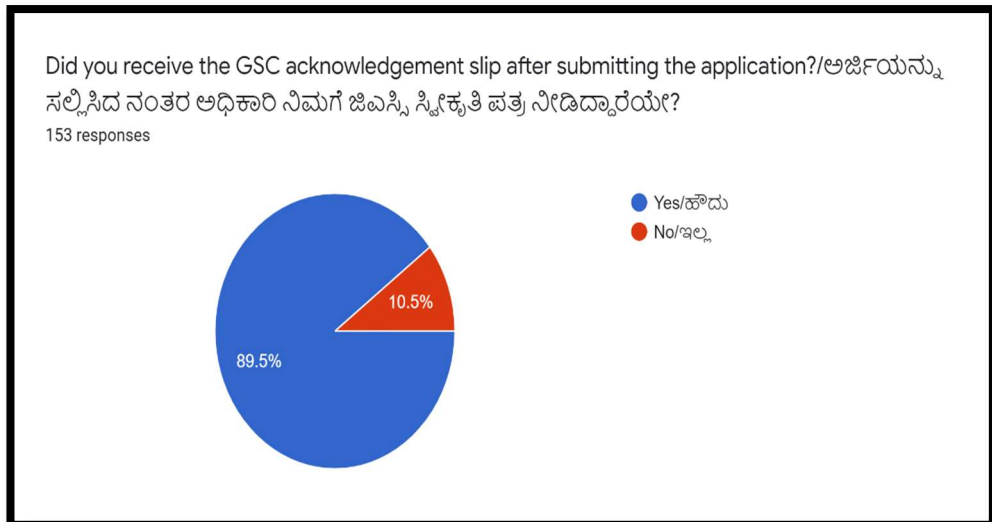
n.   Awareness of stipulated timelines for delivery of services under Sakala.
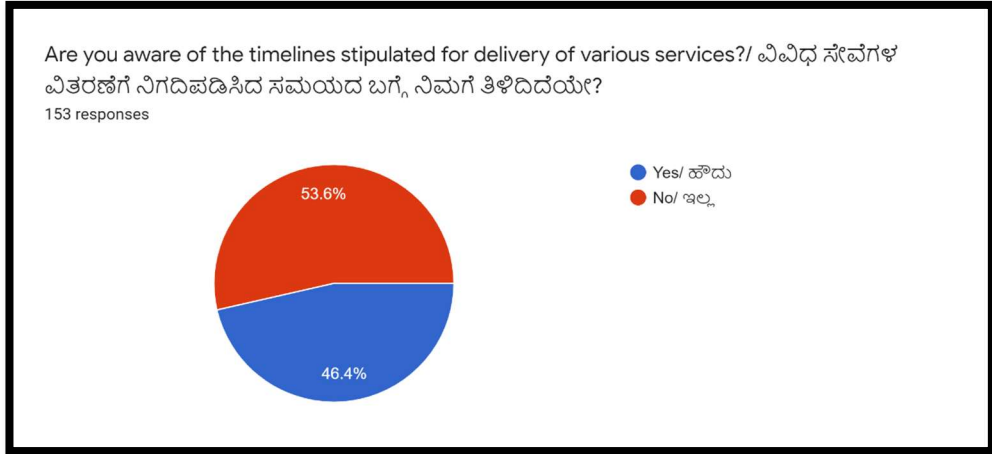
o.   Were the services delivered within given timelines?
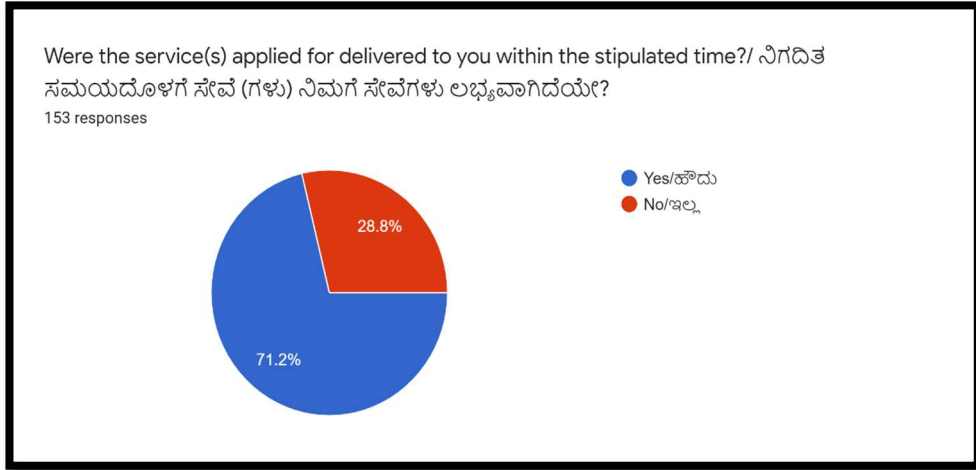
p.   Number of days of delay. The respondents gave answers inconsistent with their response to the previous question. Hence the same is not being shown. The average delay as shown previously in this chapter may be considered as an appropriate response.

q.   Did the respondent ever apply for compensation for delayed service?
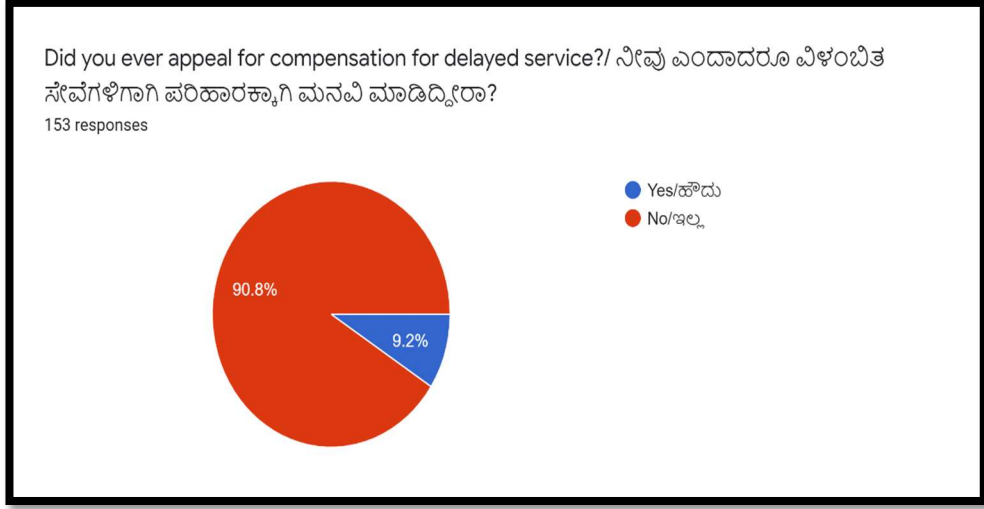
r.   If applied for, did the citizen receive compensation?
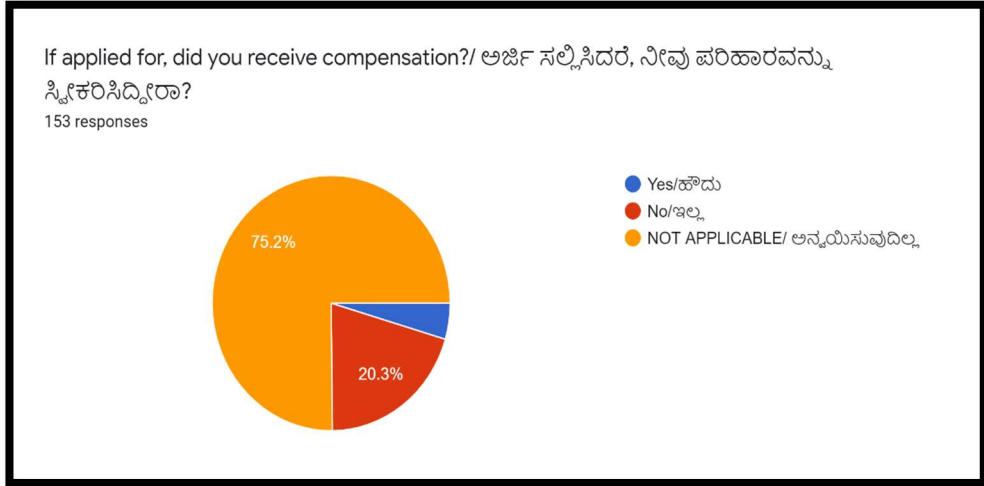
Just over 9 percent said they had applied for compensation but 20.3% say that they did not receive compensation. This is inconsistent. It could be due to lack of awareness of procedures and the assumption that the process is automatic.

s.   Did the application ever get rejected?
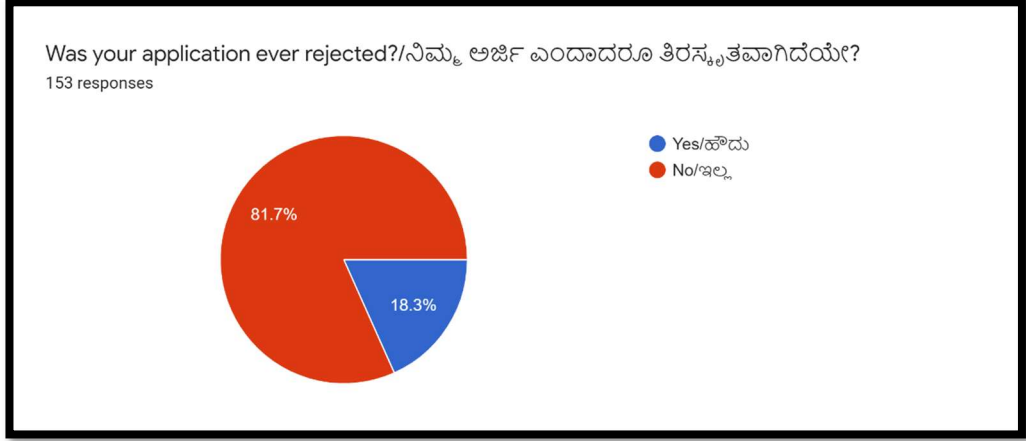
t. If rejected, was the reason given by the official justified?
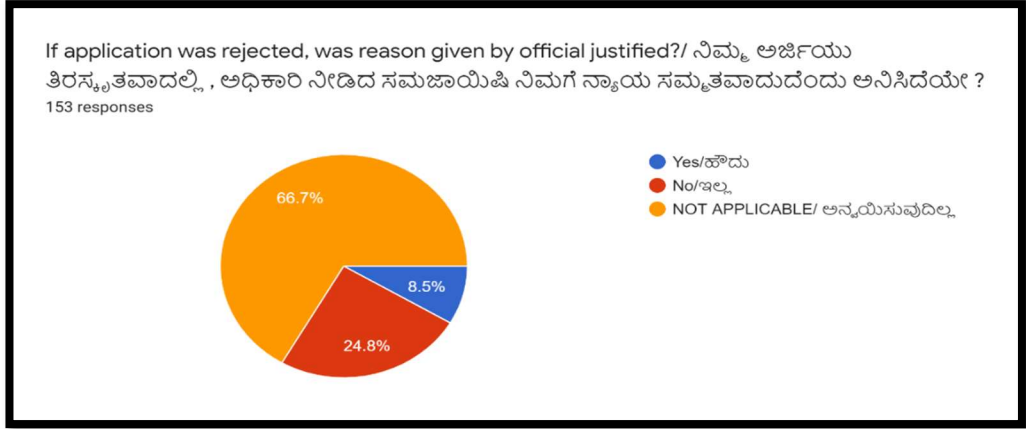
While 18.3% said their application was rejected, 24.8% have said they were not satisfied. There is slight mismatch.

u.   Did the respondent ever file an appeal?
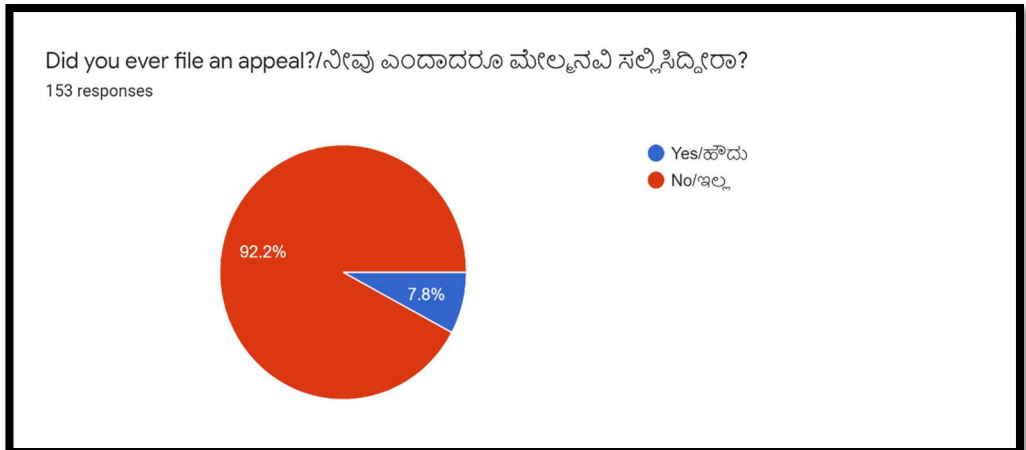
v.   If appeal was filed, did the respondent get redressal?
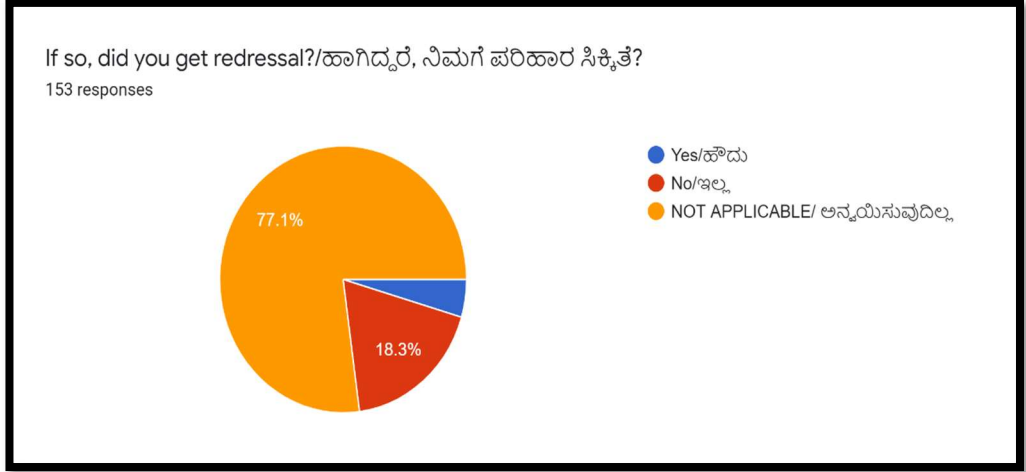
While over 7.8% said that they had filed an appeal, 18.3% have replied that they did not get redressal. There is an inconsistency.

w.   Is the respondent aware of any friend/relative who availed services under Sakala and were they satisfied?

x.   Overall satisfaction with Sakala scheme.

OVERALL SATISFACTION WITH SAKALA SCHEME

Parameter	EXCELLENT	VERY GOOD	GOOD	NEEDS IMPROVEMENT	POOR
TIMELY SERVICE	32	62	36	19	4
ATTITUDE OF SAKALA OFFICIALS	27	64	41	18	3
GRIEVANCE REDRESSAL	22	46	58	25	2
OVERALL SATISFACTION	23	71	47	10	2
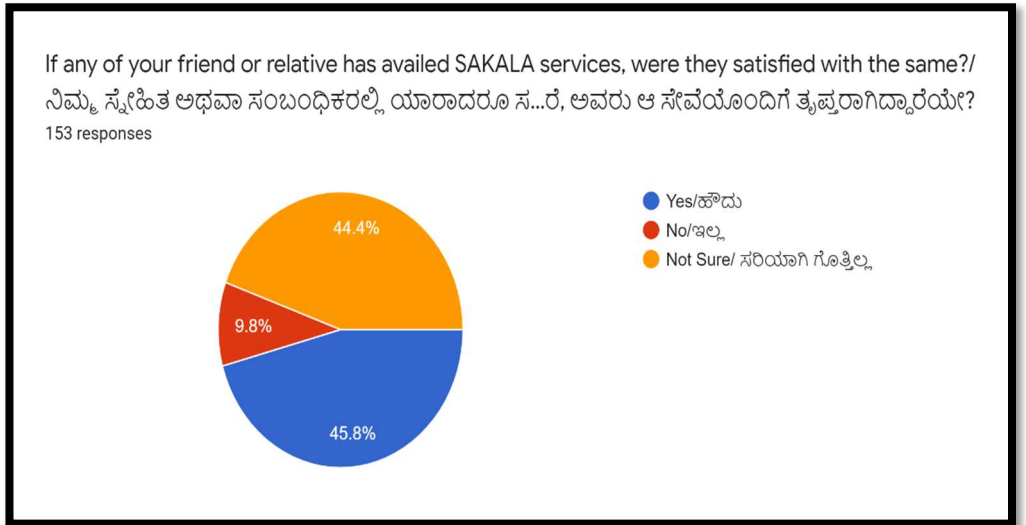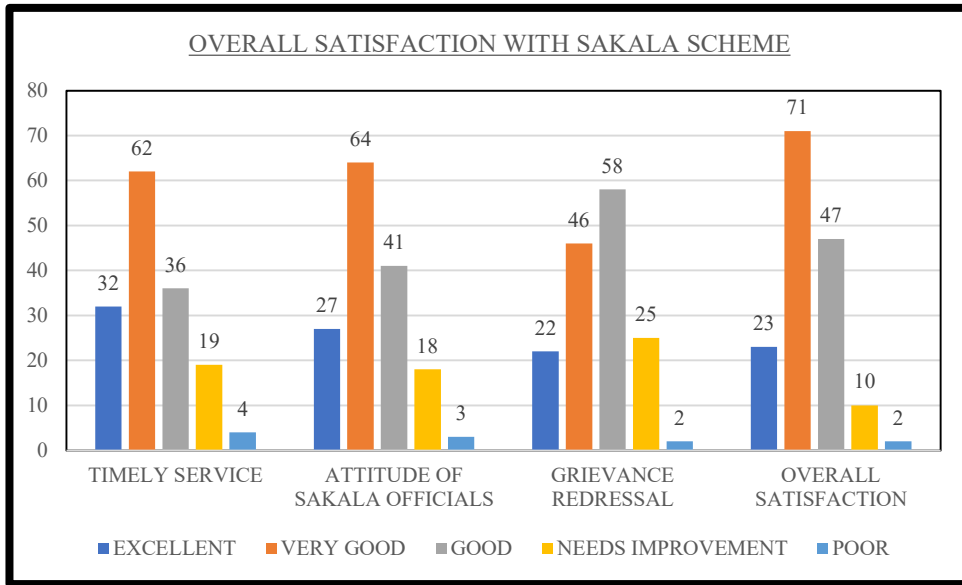
y.   Urban vs Rural Comparison. Though rural respondents comprise only 15.2%, a comparison between Urban and Rural respondents on all parameters was carried out as shown in graphs below (Positive includes Excellent, Very Good and Good ratings):-

TIMELY SERVICE - URBAN VS RURAL

RATINGS	URBAN	RURAL
POSITIVE	84.4	91.3
NEEDS IMPROVEMENT	13.3	8.7
POOR	2.3	0.0

ATTITUDE OF SAKALA OFFICIALS - URBAN VS RURAL

GRIEVANCE REDRESSAL - URBAN VS RURAL

OVERALL SATISFACTION - URBAN VS RURAL
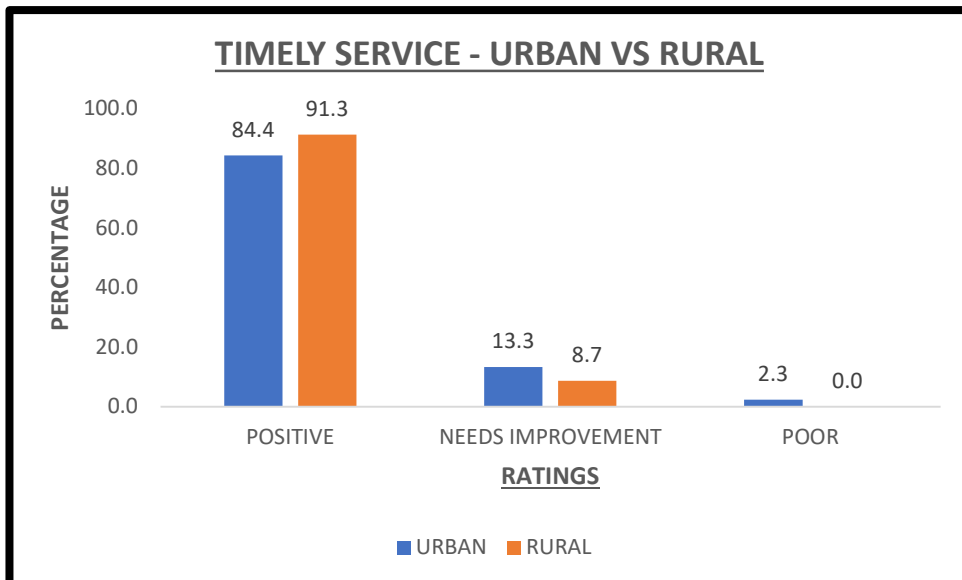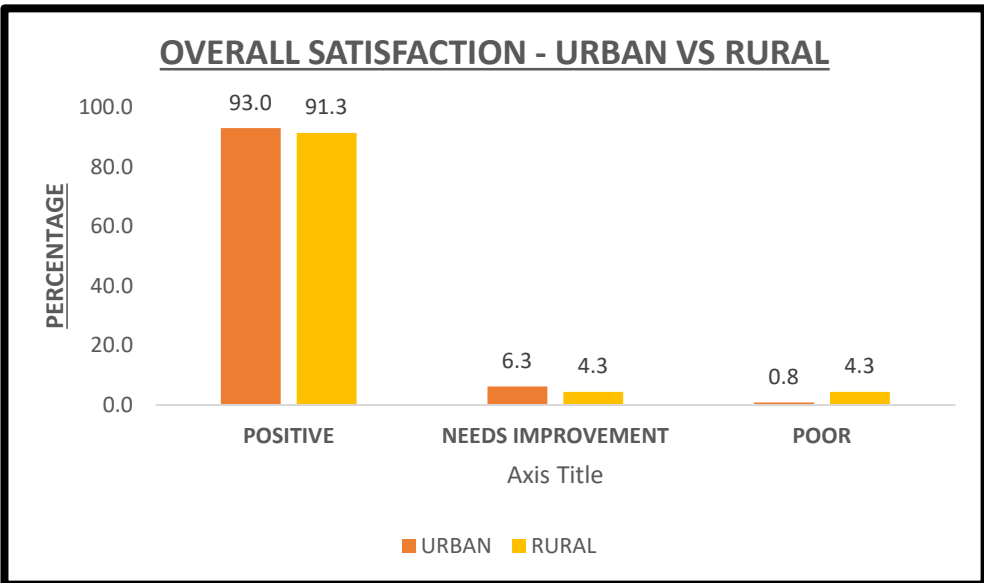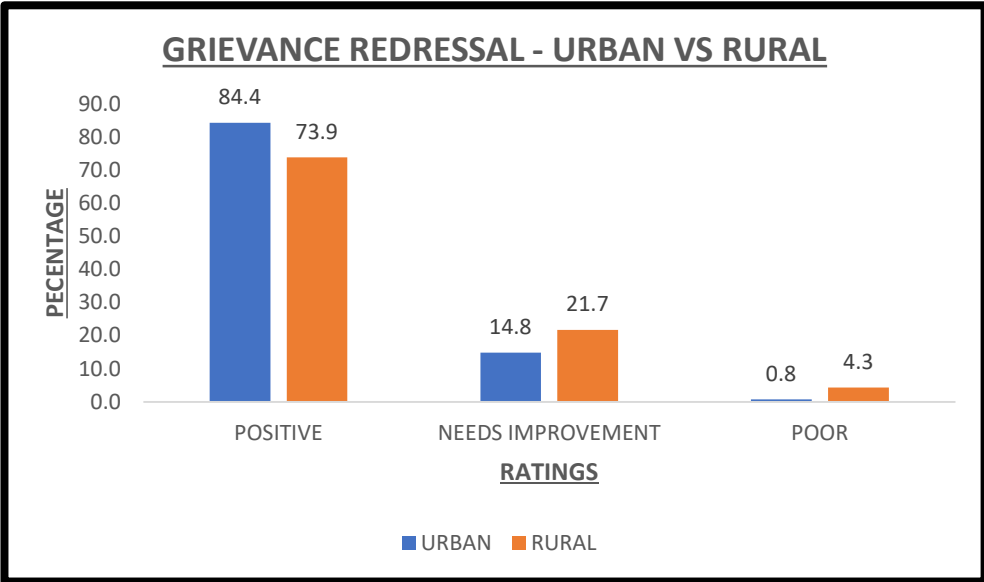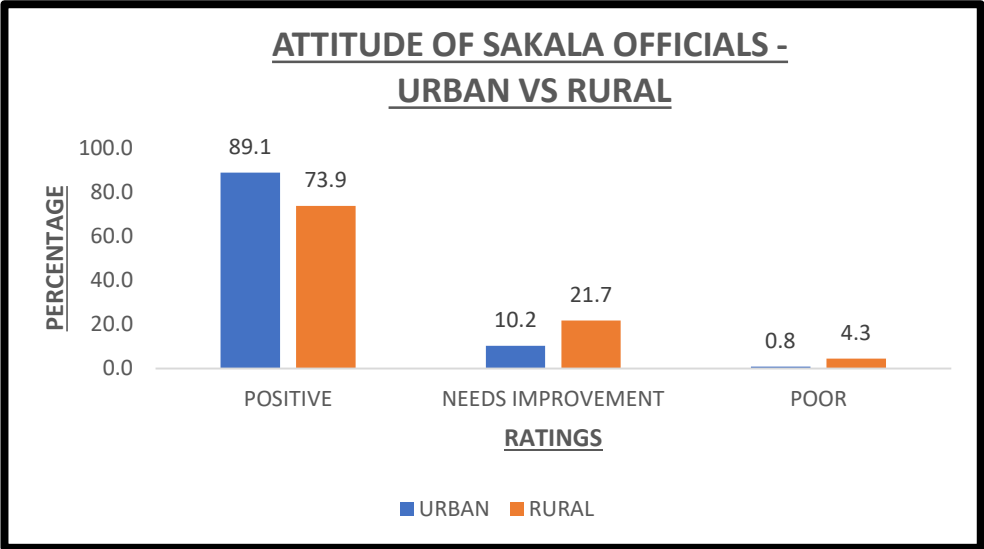
z.	<u>Suggestions for Improvement</u>. 86 respondents replied to this question. Some just stated in reply to this question that they were happy while the rest gave some or the other suggestions. After sifting the data, the note-worthy suggestions/ issues that require to be taken note of are listed below (Effort has been made to retain actual tone and tenor of the response):-

i.	The officials will quote some silly reason and reject your application. They ensure that the application is rejected within the stipulated time so that there is an indication that they are always on time.

ii.	Sincerity of concerned personnel needs qualitative improvement to achieve the objectives.

iii.	The system should be user friendly in all languages.

iv.	Many citizens are not aware of the Sakala services Make people at grass roots aware of this by dissemination of information through newspaper, advertisements, television etc.

v.	Implementation not effective.

vi.	A video demonstrating the process for availing each service may be useful.

vii.	A non-corrupt senior supervising officer's physical presence is needed to intervene in case officials intentionally delay the process to force you to approach them personally to sort out the issue.

viii.	Agents are still approaching outside Government offices. This service needs more advertisement.

ix.	Officers must call us about services and remind after application approved.

x.	Some department officers call citizens to submit the documents of hard copy once again.

xi. Technical issues should be taken care of. Officers must provide proper information about service available.

xii. Reduce the number of working days i.e., timelines be reduced.

xiii. Online payment while registering in Sakala should be enabled.

xiv. Service must be delivered on time.

xv. Reduce the working days (timelines) of the delivery of service.

xvi. Sakala application process should improve.

xvii. Officers should not ask for bribe.

xviii. They should remove the stipulation of file size while uploading documents.

xix. Officer must visit the survey location in the given time with proper information update to the citizen.

xx. Sakala officer at BBMP office are not responding politely and not providing correct information about application procedure.

xxi. After application approval SMS alert must be sent to citizen and at the same time feedback link should be provided.

xxii. Complete procedure should be online instead of manual work.

xxiii. Officers must provide details regarding rejected applications.

xxiv. Officer should not ask for bribe, as officer does not respond to citizen without giving bribe.

xxv. Officers must provide proper information about service available.

xxvi. Create the awareness about the service. Also avoid the third parties.

xxvii. Individual received message regarding application approval through SMS but when he visited office to collect the certificate, work was still pending.

> This should not happen as it is waste of time and wrong information is conveyed.

xxviii. Officer should not make citizen wait for a long time.

xxix. Service must be provided at home to the citizen after process is completed.

xxx. If there is any mistake in the application, they should inform before 30 working days (i.e. before laid down time period is over) not after working days.

Responses from Officials

4.38   Officials at the various offices of Bangalore Urban and Bangalore Rural districts were interacted with by the author to gauge their level of training, morale and motivation. A bilingual questionnaire was also floated by means of a Google form as well as hard copy. Most of the officials posted at the Revenue, Transport and Sub-Registrar offices of Bangalore Urban and Bangalore Rural districts responded. In all, 50 responses were received which is considered adequate and more than the minimum planned sample size.

4.39   Responses.   The responses received question wise are discussed below:-

a.   Departments. The respondents belonged to the following departments:-

i.   Revenue department.

ii.   Transport department.

iii.   Sub-Registrar office

iv.   Citizen Service Centres.

v.   Atal Jana Seva Kendras.

b.   Number of years in service.
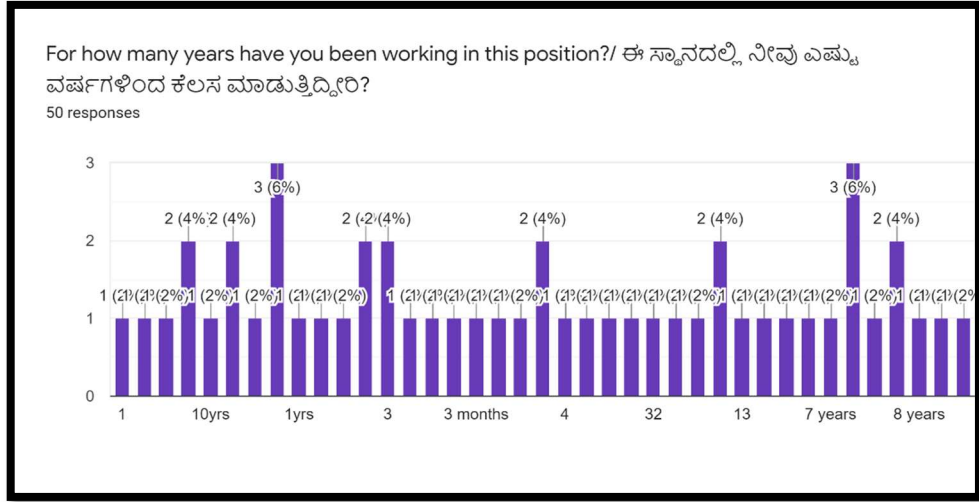
c.   Do you feel you are adequately trained for the job?
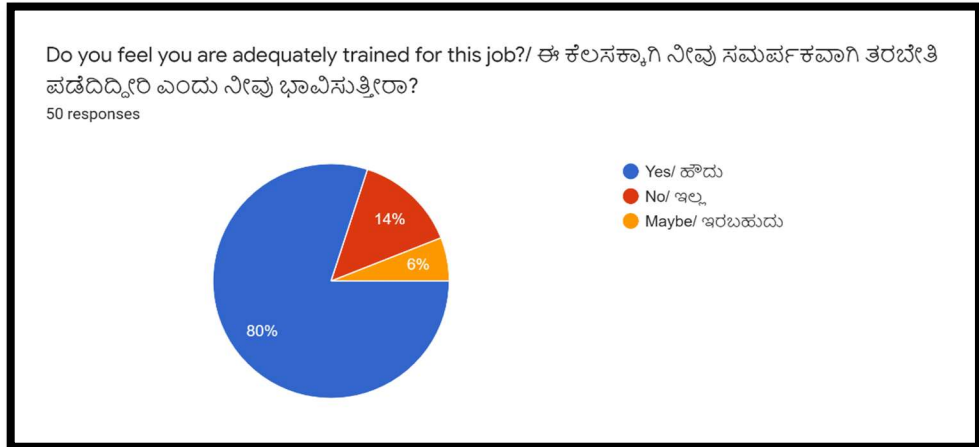
d.   Average daily workload of applications.
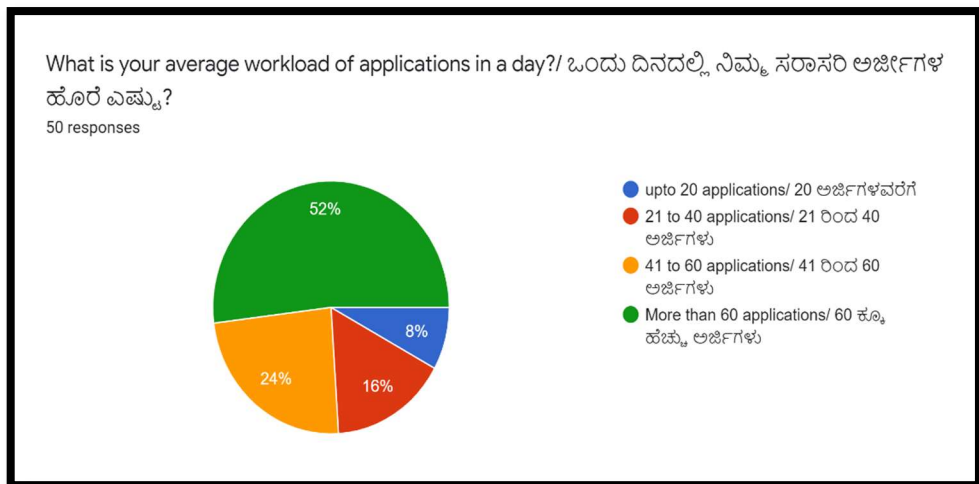
e.   Workload in breakup in percentage of Sakala and Non-Sakala applications.

What percentage of applications in a day fall under SAKALA?/ ಒಂದು ದಿನದಲ್ಲಿ ಶೇಕಡಾವಾರು ಎಷ್ಟು ಅರ್ಜಿಗಳು ಸಕಾಲ ಅಡಿಯಲ್ಲಿ ಬರುತ್ತವೆ?
50 responses

- Around 50%/ ಸುಮಾರು 50%
- 50 to 70%/ 50 ರಿಂದ 70%
- 70 to 90%/ 70 ರಿಂದ 90%
- More than 90%/ 90% ಕ್ಕಿಂತ ಹೆಚ್ಚು
- Around 50%
- More than 90%

f.   Percentage of pending cases on the desk.

What is the percentage of pending cases at your desk on an average?/ ನಿಮ್ಮ ಮೇಜಿನ ಮೇಲೆ ಬಾಕಿ ಇರುವ ಪ್ರಕರಣಗಳ ಶೇಕಡಾವಾರು ಪ್ರಮಾಣ ಎಷ್ಟು?
50 responses
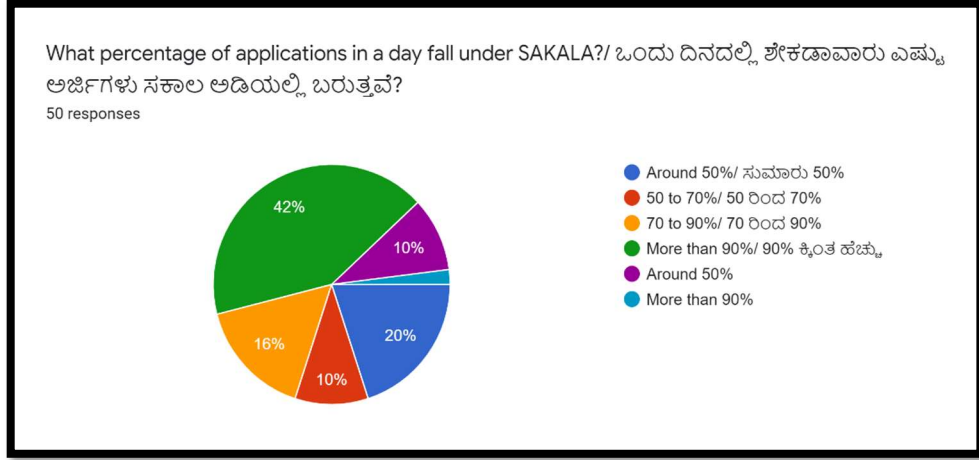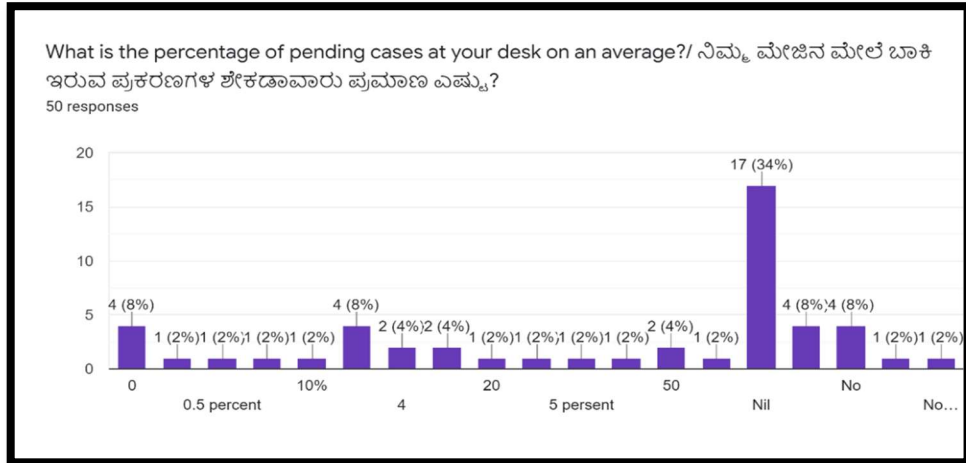
g.   Have you ever paid penalty for delayed delivery of services?

Have you ever paid penalty for delay in processing of cases from your side? / ನಿಮ್ಮ ಕಡೆಯಿಂದ ಪ್ರಕರಣಗಳ ಪ್ರಕ್ರಿಯೆ ವಿಳಂಬಕ್ಕೆ ನೀವು ಎಂದಾದರೂ ದಂಡವನ್ನು ಪಾವತಿಸಿದ್ದೀರಾ?
50 responses

- Yes/ ಹೌದು
- No/ ಇಲ್ಲ
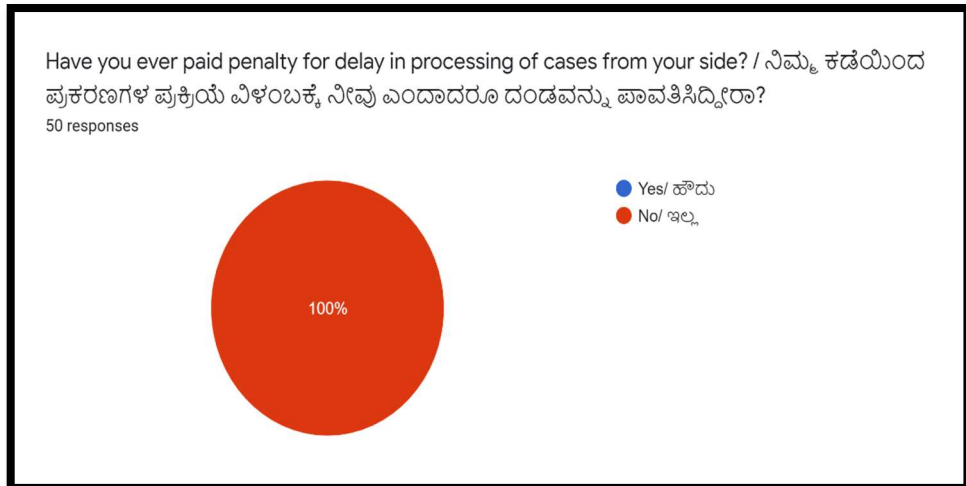
h.   If penalty was paid, was it justified?
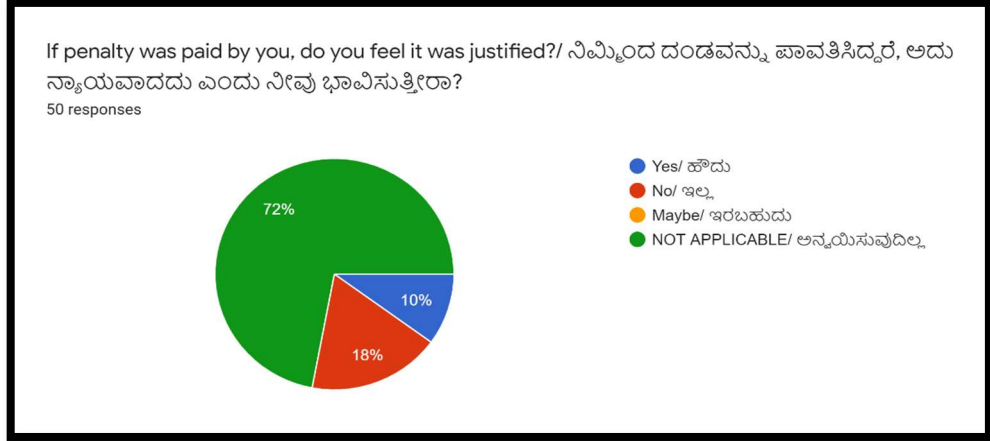
As can be seen from the two pie-charts above, while 100% have said that they never paid any penalty, 28% have responded regarding justification for penalty levied, which is not consistent. During verbal interaction, not a single official or DO interacted with, admitted that penalty was paid/ levied by DO.

i.   What could be the possible reasons for delay in processing of cases?
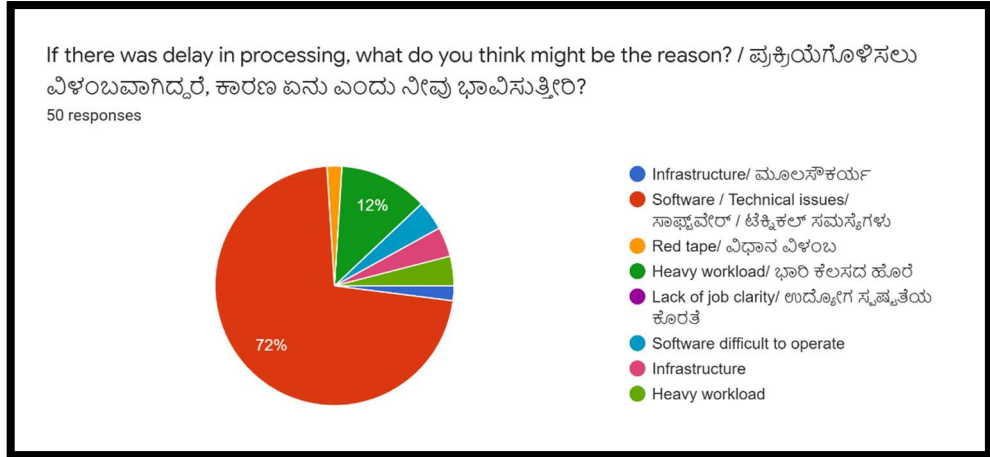
The average percentage of overall applications received that get delayed in disposal is around 4.5% . the abovementioned figures can thus be corroborated and analysed for possible reasons.

j.   Was there a need for bringing in the Sakala Act to ensure timely service?

Do you think there was a need for bringing in SAKALA Act to ensure timely service to citizens?/
ನಾಗರಿಕರಿಗೆ ಸಮಯೋಚಿತ ಸೇವೆಯನ್ನು ಖಚಿತಪಡಿಸಿಕ...ುವ ಅವಶ್ಯಕತೆಯಿದೆ ಎಂದು ನೀವು ಭಾವಿಸುತ್ತೀರಾ?
50 responses

- Yes/ ಹೌದು
- No/ ಇಲ್ಲ
- Maybe/ ಇರಬಹುದು

96%
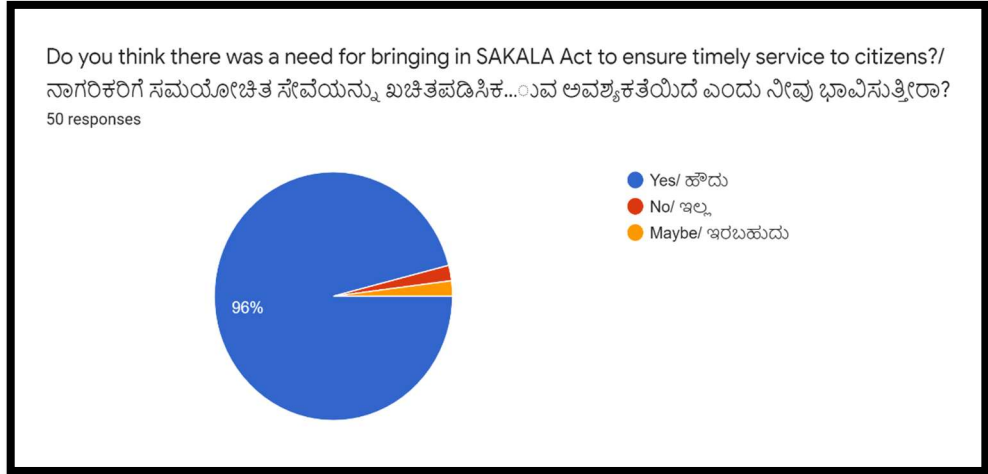
k.   Do you think Sakala Act has caused extra burden on you?

Do you think provisions of the SAKALA Act have created extra burden on you? / ಸಕಾಲ ಕಾಯ್ದೆಯ
ನಿಬಂಧನೆಗಳಿಂದ ನೀವು ಸಂತೋಷವಾಗಿದ್ದೀರಾ?
50 responses

- Yes/ ಹೌದು
- No/ ಇಲ್ಲ
- Can't Say / ಹೇಳಲು ಸಾಧ್ಯವಿಲ್ಲ

14%

86%
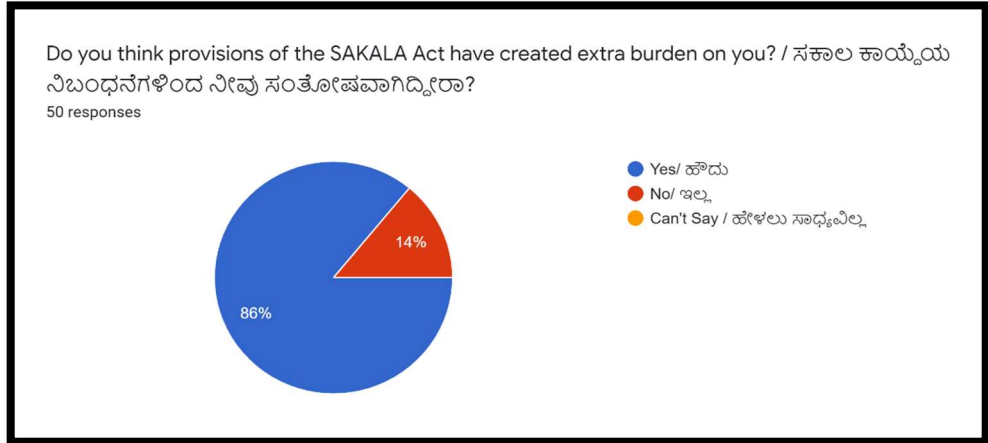
l.   Do you believe Sakala Act is beneficial for the citizens?

Do you sincerely believe SAKALA Act has proved to be beneficial for the citizens of Karnataka? /
ಸಕಾಲ ಕಾಯ್ದೆ ಕರ್ನಾಟಕದ ನಾಗರಿಕರಿಗೆ ಪ್ರಯೋಜನಕಾ...ಗಿದೆ ಎಂದು ನೀವು ಪ್ರಾಮಾಣಿಕವಾಗಿ ನಂಬುತ್ತೀರಾ?
50 responses

- Yes/ ಹೌದು
- No/ ಇಲ್ಲ
- Maybe/ ಇರಬಹುದು

100%

113

m. Are you committed towards ensuring success of the Sakala Mission?

Are you committed towards ensuring success of the SAKALA mission?/ ಸಕಾಲ ಮಿಷನ್‌ನ ಯಶಸ್ಸನ್ನು ಖಚಿತಪಡಿಸಿಕೊಳ್ಳಲು ನೀವು ಬದ್ಧರಾಗಿದ್ದೀರಾ?

50 responses

- Yes/ ಹೌದು
- No/ ಇಲ್ಲ
- May Be/ ಇರಬಹುದು

100%
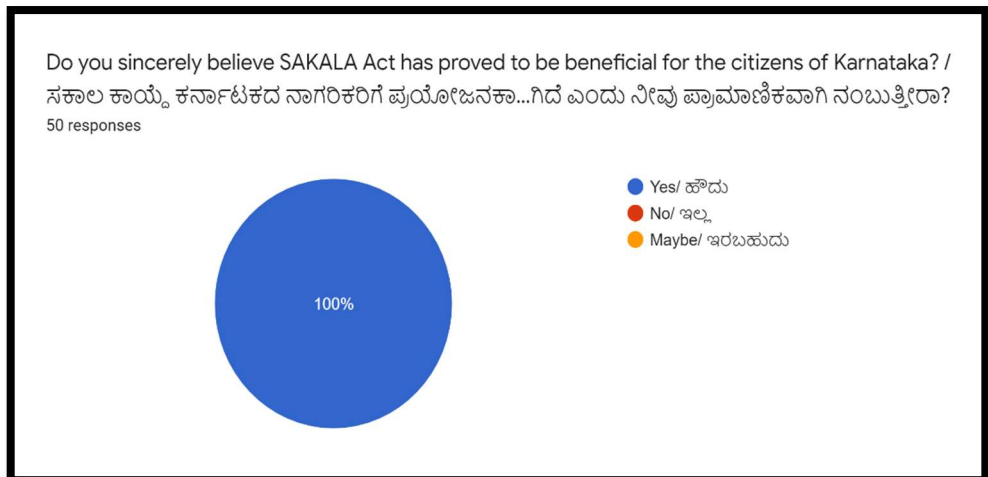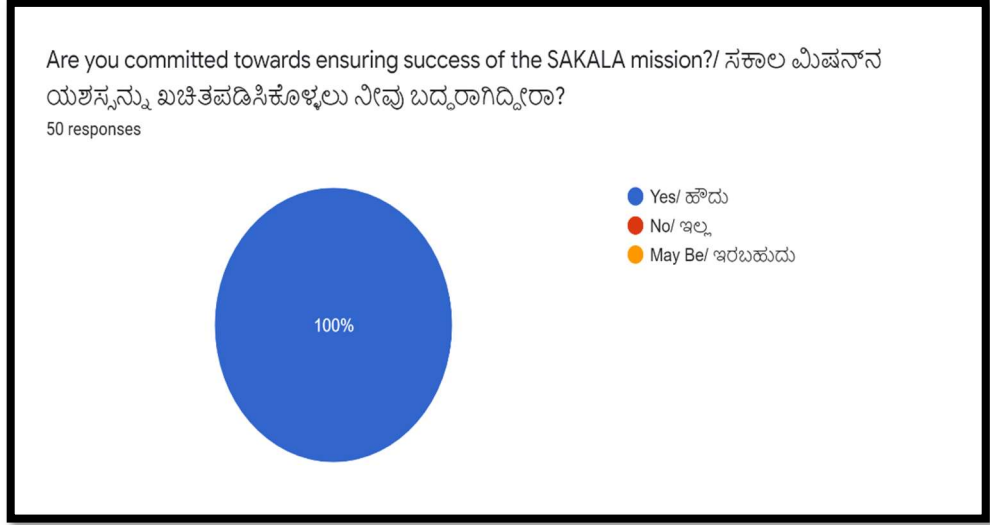
n. <u>Suggestions</u>. Summary of major issues projected by officials are as follows:-

i. More citizen awareness needs to be created.

ii. More administrative assistance to officials is necessary.

iii. Time frame for delivery of services should be increased.

iv. Server issues, software and technical issues have to be sorted out.

v. Revenue Inspectors be directed to process file in time (This refers to applications filed with Revenue department).

vi. Vahan-4 Software must be improved. Sometimes syncing with Sakala software is not happening.

vii. Inadequate Manpower – more operators should be hired on permanent basis.

viii. Operators in service centres are all outsourced and hold temporary jobs. They should be made permanent and given fixed salaries."

ix. Samyojane app has technical issues. This should be corrected.

Sakala 2.0

4.40   It was announced two years back by the Chief Minister of Karnataka that Sakala 2.0 is going to be launched. The author interacted with the IT consultant of the Sakala Mission regarding the same. He stated that the Sakala 2.0 software is in advanced stages of development. It will involve among other things, an omnibus Sakala mobile application, which is non-existent as on date. The software will also have additional modules for rejection analysis, appeal prompts to citizen via SMS when there is a delay in delivery, automated report delivery system and alerts for overdue cases to all concerned on the day of occurrence. In addition, more services will be rolled out for application on online mode, thereby reducing citizens' trips to the service centres. Whenever rolled out, this will prove to be a game changer and give a fillip to the Sakala Mission.

4.41   Some photos of visits by the researcher to various offices in Bangalore Urban and Bangalore Rural districts are enclosed as Appendix G.

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Chapter 5 : Analysis and Recommendations

Analysis of Findings

5.1   Findings from the field have been discussed in Chapter 4. In this chapter the findings will be analysed and recommendations for the way forward for the Sakala Mission will be made.

5.2   Organisational Commitment.   Interaction with the top hierarchy of the Sakala Mission and the officials at various levels have revealed that there is full commitment to the continued success of the Sakala Mission. The same has been borne out by the 100% response to whether they are committed to the success of the Mission as well as to the question about whether Sakala Act was necessary and beneficial. Everyone understands the Act and its provisions completely and systems and procedures have been put in place and validated. The information generated daily is colossal. It is however professionally managed, duly facilitated by the robust IT infrastructure and software of the Mission and is also capable of high level of data analytics. MIS reports, easily accessible on the Sakala web portal, are user friendly and self-explanatory. Functionaries at all levels are conscious of the fact and are willing to learn and improve upon their performance.

5.3   Organisation of Sakala Mission.   As has already been discussed, the Sakala Mission Headquarters has a lean organisation, which however, does not hinder it in discharging its role and charter. It can be said that Sakala Mission is carrying out a monitoring/ supervisory role and does not interfere in the functioning of any department whatsoever.   That there have been no changes in the organisation since inception validates the fact that the lean organisation has not affected their present role and charter. It was however observed that the Mission Director has changed with greater frequency,

to the extent that there have been 7 Mission Directors in 9 years of its existence. A change in Mission Director would mean change in personalities too, especially at the highest level. Each incumbent takes time to understand nuances of functioning of the mission and only then can he contribute to furtherance of Mission objectives. The lower functionaries also have been changing from time to time. The Mission also has a large number of temporary and hired staff. Interaction with such staff indicated their concerns regarding stability in that role. There is a case for fixing a minimum tenure and thereafter based on good performance they could be given an extended tenure. Stable tenures will lead to better morale and motivation in the employees to strive harder for success of the mission.

5.4   Powers of Sakala Mission.   As part of its monitoring role, the Mission peruses the progress on daily basis and provides feedback to the concerned department regarding the same. Most of these processes are automated. It is thereafter left to the concerned department to act on the feedback. In case of appeals by citizens, the Mission can only monitor the status of an appeal while the Designated Officer, Competent Officer and the Appellate Authority, who all belong to the concerned department only, have to work towards disposal of the said appeal. Sakala Mission cannot intervene or pursue pending cases or take appropriate action to ensure that the provisions of the Sakala Act have been implemented, apart from reminding the department concerned. It is felt that if a citizen is unhappy with decision of the AA post second appeal, Sakala Mission Headquarters should get an opportunity to hear the grievance and deliver justice where due. This would contribute to greater success of the Mission and improve relevance of the Sakala Mission Headquarters.

5.5   Services.   The proliferation of services   under   Sakala   has   been commendable. There has been an almost ten-fold increase in nine years. The flip side

is that it increases pressure and workload on the departments and officials. Sufficient evidence of increasing public awareness to keep pace with the new services brought under Sakala was not available. Both aspects must go hand in hand. One positive aspect tough, is that review seems to have been carried out more seriously with effect from 2017. 47 services were removed since 2017. It is felt that additional services must be added after due deliberation and conduct of pilot project/ trials. Analysis of the level of utilization of services shows that some departments are highly active since their services affect day to day life of citizens, for eg. Revenue department. In addition, the top five services themselves account for approximately 50% of the applications received! It is thus quite skewed. While Education department has maximum number of services, it does not figure among the popular services. A periodic review of number of services and their actual usage may be worthwhile.

5.6   Delayed Services.   The figure for delayed disposal of cases stands at 4.55% on average, which is exceptional for any Government department. The pattern has been consistent over the years and has not shown any improvement which indicates that it normal when compared with the volume of applications. Rather, the figures for last five years have slightly increased. This also signifies that there are probably some chronic issues that need to be identified and rectified. Interaction with officials at various offices reveal that the prime reason for delayed disposal has been server/ software and technical reasons. Multiple software and applications are being used for receiving applications. These must be integrated with Sakala software appropriately. A snag at any one end would mean that synchronization is delayed for the period till the glitch is resolved. As per the officials, installation of software patches and updates often get delayed. The other reasons are probably due to delay in processing only. Notwithstanding the same, it is a very commendable strike rate.

5.7   Pendency State.   The pendency state as on 23 Feb 21 stood at 1,72,327 applications. This does not necessarily mean that disposal is delayed. This figure is updated daily and includes all kinds of cases. While this may raise a doubt in the mind, what is important is whether the service was finally delivered in time or not. Delay percentage is less than 5%. It was observed that daily pendency does alert people and reminds them of their job and the cascading effect it would have on the department.

5.8   Compensation Paid/ Penalty Levied. The figures provided by the Sakala Mission show that only Rs 1,79,469 (As per web portal accessed on 10 Mar 21, the amount is Rs 182249/- only, from 1272 cases) has been paid as compensation to the citizens till date. If compared to close to 21.5 Crore Sakala receipts received till date, such a figure is microscopic. A back of envelope calculation was done to assess the same. If we take the average rate of delayed disposal into account, which is 4.55%, the figure comes to around 98 lakh (out of 21.5 Crore applications cases since inception). Even if compensation at the rate of Rs 20 for one day's delay is factored in, the compensation amount would come to Rs 19.60 crores! The survey of citizens also revealed that hardly anyone filed for compensation. The total appeals filed over the lifetime of the Mission is only 5032. Not all, but a large percentage of this would have been for compensation. Interaction with DOs also revealed that they have not levied penalty on any official. There is only one reason for this. Compensation has not been paid to the concerned citizen because he has not applied for it! The officials would obviously get emboldened by this fact and do not strive to complete the work in the stipulated time. The factor of impunity sets in. There is thus a need for review of how delayed disposals are treated and compensation is paid to citizens.

5.9   Appeals Status.   Analysis of pending appeals indicates that some cases of 2012 vintage are still to be finalised. It is the same with cases of other years too. It

appears that these cases have not been pursued to their logical conclusion by the authority/department concerned. This again seems to be an area where Sakala Mission can make difference if given appropriate powers to follow up on pending cases after a certain time frame. Requisite triggers can be built into the software itself, upon the occurrence of which the Sakala Mission can intervene.

5.10   System of Monthly District ranking. This system is certainly a best practice wherein the rankings are released diligently on a monthly basis. The weighted method of arriving at the rankings based on the important parameters is also robust and fair. There is however a need to analyse the ranks obtained by various districts vis-à-vis their population, literacy and cultural attributes too. Bangalore Urban district understandably is the last due to its huge population. The Sakala Mission may do well to analyse the reasons and upgrade infrastructure, standard of training, monitoring and allied aspects at the offices in the laggard districts. Similar yardstick would apply to the taluks too.

5.11   Sakala Helpline.   The operation of the Sakala helpline is also one of the good practices. The call volume records show a heavy skew towards the Bangalore district. This aspect needs analysis. It appears that knowledge of the helpline is poor in the other districts of the state. The complaints pertaining to various departments is in tune with the number of applications these departments typically receive. Such departments have no choice but to introspect and set in place more robust and procedures and monitoring. The system of getting random feedback from the citizens is good. The Sakala Mission would do well to sensitise the departments that are not getting higher satisfaction ratings. It also is amply clear that the data generated by the helpline is very useful and the Mission should take appropriate action to keep the departments updated on their performance and also about their shortcomings.

5.12 Field Visits to Offices.   The field visits to the offices of Bangalore Urban and Rural districts were fruitful and revealing. The officials were found to be well sensitized and aware of their role and responsibilities. The operators at the CSCs and other service centres were, however, complaining about the temporary nature of their job and were seeking stability in job and better compensation. Some complained about heavy workload. It may be worthwhile to check daily load at each operator desk and the rationalize the workload or employ additional personnel where required. The IT consultant and Sakala operators were able to churn out data from the system on the spot, which shows the robustness of the software and IT infrastructure. This assures one of the realtime monitoring being followed by all concerned.

Analysis of Responses from Citizens

5.13 At the outset it was exceedingly difficult to get responses from citizens (herein after called as respondents) in spite of extensive efforts. Many who had not availed Sakala services and did not attempt the questionnaire. Had it been a survey to check Sakala awareness only, the results might have been different. The responses did have inconsistencies at places due to lack of understanding of the questions or procedures. This analysis is being made keeping such instances in mind. Higher percentage of respondents belonged to Urban areas (84.8%). It was probably due to being more familiar with mobile and internet. Rural people were reluctant to respond and it was also ascertained that many did not possess smart phones too. As expected, more male respondents were found (89.5%) since they are the ones who generally perform such tasks in the family. The age group data indicates good distribution among all groups with the 21-50 years age groups giving maximum responses, with 65% being educated

(Graduate and above). It is also pertinent to add that 153 responses is very miniscule vis-a-vis the population of the state. The findings would have to be considered with this at the backdrop.

5.14   Awareness.   This aspect threw up interesting figures. Maximum percentage of respondents came to know about the Sakala scheme only upon visiting the service centre, followed by information from newspapers/internet. Awareness from Government programmes was a paltry 18.3% which indicates that more effort is required in this regard. More surprising was the fact that 71.2% were not aware of the Sakala helpline number and 54.9% could not recognize the Sakala logo. These are two important indicators of awareness and were not found to be satisfactory especially in the ninth year. Despite being present on Twitter, Facebook etc. the followers are too meagre to be mentioned. Another interesting fact was that rural respondents showed more awareness of logo and Sakala helpline in percentage comparison.

5.15   Mode of Application and Filing Process.   The mode of application adopted by the respondents indicates almost equal distribution between online mode and offline mode which is in tune with the number of online services (542) i.e., 54.9%. The survey regarding the filing process was satisfactory with approximately 66 % being happy with availability of service centres in vicinity (5 km), 78% finding application process user friendly and 58% not requiring help to fill the application. Almost 78% were happy with the attitude and behaviour of the officials who dealt with them, which is a pretty satisfactory figure.

5.16   GSC Acknowledgement Number.   One of the main provisions of the Sakala Act, the GSC Acknowledgement Number was given in most cases (89.5%). This indicates the commitment of the system and the officials towards the Sakala scheme. It

is surprising though that still 10.5% have not received the GSC Acknowledgement Number. It is being disregarded as an aberration since it is not possible or plausible.

5.17   Delivery Timelines.   This data was not encouraging, with 53.6% not being aware of the timelines expected for various services. Thus, there are gaps in public awareness. To the subsequent question, 28.8% replied that they did not get service within the given timelines. This requires more in-depth survey and analysis. The data compiled for the number of days of delay also was not comprehensible and thus was discounted for analysis. When it came to applying for compensation, less than 10% said they had applied for it, however, a larger number (20.3%) said they did not receive compensation, which is again inconsistent. This is apparently because they felt that compensation is received automatically.

5.18   Rejections.   A notable percentage of almost 18.3% said that their applications were rejected, while 24.8 % said they were not satisfied with the reasons given for the said rejection. There is slight mismatch, but this aspect can be probed further to reduce the rejection rate. The stated rejection rate as given by the Sakala Mission is little over 6%.

5.19   Appeals and redressal.   This issue is a cause for concern as seen from the miserably low state of compensations paid to citizens. 7.8% said they had filed an appeal whereas 18.3% said they did not get redress. This is again not matching. It is possibly due to lack of awareness of procedures and expectation of citizen of automatic feedback or the lack of it from the Government officials. The data obtained is thus inconclusive.

5.20   Overall Satisfaction. This was sought on various parameters such as timely service, attitude of officials, grievance redressal mechanism and overall satisfaction. In addition, it was also queried whether they knew if their friends /relatives had availed a

service and were happy. Almost 46% replied that their friends/relatives were happy with Sakala services availed by them. As far as the major parameters are concerned, it is pretty satisfactory. Details are as follows (response ranging from Excellent to Good are taken as a positive feedback):-

a.   <u>Timely service</u>.   130 responses or almost 85% gave appositive feedback regarding timely service. This is in slight contrast to the fact that 53.6% said they are not aware of timelines.

b.   <u>Attitude of Sakala Officials</u>. The attitude of Sakala officials also obtained over 86% positive response.

c.   <u>Grievance Redressal Mechanism</u>.   82.3% felt they were happy with grievance redressal mechanism which has to be taken with a pinch of salt since the number of appeals is not very high.

d.   <u>Overall Satisfaction</u>. 92.1% expressed positive satisfaction with Sakala services, which is in tune with the satisfaction survey made by the Sakala helpline too. Getting an approval rating over 92% is indeed commendable.

5.21   <u>Suggestions</u>.   The suggestions from citizens mostly relate to following aspects:-

a.   More public awareness to be created.

b.   Attitude of officials to improve. They should not reject on flimsy grounds.

c.   Timelines for delivery of services should be reduced. This however is a matter of perception since the Sakala Mission has over the years reduced timelines of many services after review and deliberations with the departments. Awareness about this however has to spread amongst citizens.

d.   The process has to be made more user friendly, with video demo being made available. In fact, a video demo is available on the Sakala YouTube page. The same could probably be made available on the web portal too since YouTube followers are negligible.

e.   Technical and software issues should be sorted out. This is a valid suggestion since this was expressed during interactions at the offices too.

f.   Officials should not seek bribe. At least five respondents mentioned this. One of the respondents also said that supervision by senior officers is required. Checks and balances are in place but probably not perceived by the citizen concerned.

g.   Refinement in application filling process. While filling online, file size of documents does cause lot of problems since most people do not have in depth knowledge of computer applications.

h.   SMS alert be sent to citizen upon completion of process. During interactions it was gathered that SMS is indeed being sent. Conversely, SMS was received but the work was actually not completed. This aspect needs to be addressed.

i.   Home delivery of service. This scheme has now been introduced by the GOK, called 'Jana Sevaka', wherein the staff visits the home of the citizen, collects documents and delivers the same after completion of process for a nominal fee.

Analysis of Responses from Officials

5.22   As far as officials of Sakala were concerned, the questionnaire pertained to getting feedback regarding their training, workload, effect of Sakala Act and their

morale/motivation toward success of the Mission. The results of the survey are discussed in succeeding paras. Officials working in Revenue department, Transport department, Sub-registrar office, CSCs and Atal Jana Seva Kendra that were visited by the author were approached for response. A total of 50 responses were finally received.

5.23   Length of Service.   The service bracket of officials ranged from 3 months to 25 years. So, a good cross section was available for the survey.

5.24   Training.   To this question it was surprising to note that only 80% felt they were adequately trained. 6% were not sure. This is an aspect for introspection by the Sakala Mission.

5.25   Workload.   The workload distribution among respondents is even, with maximum dealing with more than 60 applications per day. Since the departments surveyed were high volume departments, this was expected. As discussed earlier, workload varies among departments. In departments such as Revenue, it may be worthwhile to review and allot additional manpower.

5.26   Type of Applications Handled.   Around 58% said they received 70% to 90% or more Sakala applications. Since there are still some services that are not under Sakala, this was expected. As per ballpark figure gathered during discussions, there are almost 1600 or so services given by the GOK. Possibly around 70% of services are under Sakala. This roughly matches the workload expressed by the officials.

5.27   Pending Cases.   To the query on pending cases on the desk of an official on any given day, the answers were not too forthcoming. More than 60% said they had none, with the rest ranging from 2% to 20%. The daily pendency state of 1,72,000 produced by the Sakala Mission as on 23 Feb 21 signifies that some pendency is there on any given day.

5.28   Penalty.   100% of respondents said they had never paid any penalty. This is plausible since only Rs 1,79,000/- or so has been collected as penalty since inception. However, 10% said felt that the penalty paid was justified, while 18% said the penalty paid by them was not justified. This is not in consonance with the 100% NIL response to the previous query.

5.29   Reasons for Delay in Processing.   Seven possible reasons were given to elicit response. Maximum (72%) felt that delay was caused due to software/technical issues. This was personally also seen and observed during visits by the researcher. The next noteworthy figure is of heavy workload (12%).

5.30   Need for bringing in the Sakala Act .   Overwhelming majority of 96% felt that there was a need to bring in Sakala Act. It was expected that they would say No and justify by saying that they complete their work always in time, but it was found to be the opposite.

5.31   Has Sakala Act caused extra burden? Surprisingly, 86% felt that Sakala Act has put extra burden on them, probably since they have to work harder to stick to timelines. This response is thus in consonance with the response to the previous query whether Sakala Act was needed to be brought in.

5.32   Do they believe Sakala Act is beneficial for the citizens?   100% felt that Sakala is beneficial for the citizens. This is good because they are also indirectly committing to the cause and success of Sakala.

5.33   Commitment to Sakala Mission.   As expected, 100% expressed their commitment to ensuring success of the Sakala Mission.

5.34   Suggestions.   The suggestions broadly related to following:-

a.   More citizen awareness to be created.

b.   Software/technical issues need to be sorted out. Integration issues with other apps such as Samyojane and Vahan-4 needs to be carried out.

c.   The functionaries at village level such as Revenue Inspectors should attempt to complete their part of work in time.

d.   Timeframe for delivery of services must be increased. This contrasts with the citizen demand for reduction of timelines, understandably so.

e.   Inadequate manpower.

f.   Creating more permanent jobs and assuring the temporary staff of job stability and salary.

5.35   In sum, it is felt that the officials are well aware of the importance of Sakala Act and are conscious of the extra burden to maintain timelines, in spite of which they are committed to the success of the Sakala Mission.

Enabling Factors

5.36   A study of the Sakala Mission will clearly indicate it has been a success , with more enabling factors and few disabling factors. They are discussed below:-

a.   That a Government Mission is going strong after nine years is in itself, a testimony to the inherent strength of the legislation and the commitment of all parties, be it the political leaders, bureaucrats or Government officials. The state has seen lot of political turmoil in the recent past but that has not affected the progress of the Mission.

b.   The Employee union Buy-in at the time of inception was a significant step, wherein, the public servants actually became 'servants of the public', albeit at the routine service level.

c.   Commencing the scheme in Mission mode immediately after passing the legislation was one of the important steps taken by the GOK.

d.   Active leadership, support, involvement and guidance of the Sakala Minister right from the beginning. Close monitoring by Additional Chief Secretary continues to this day.

e.   Training and capacity building of the Government officials was well planned and executed. It continues to this day. The departments on their part, took ownership and whole heartedly participated.

f.   Elaborate plan for public awareness and establishment of Sakala helpline and Call Centre.

g.   Citizen participation was elicited in numerous ways and has continued.

h.   Speedy establishment of robust IT infrastructure and software development through National Informatics Centre (NIC) Bengaluru. What started as software to record the receipt and disposal of service requests, soon evolved into a Decision Support System capable of generating comprehensive analytics. This was followed by seamless integration with the existing software already engaged in public service delivery.

i.   Specific initiatives at all levels to simplify procedures and reduce time taken for delivery of services.

Disabling Factors

5.37

a.   Frequent change of Sakala Mission leadership at the top is likely have an effect on the efficient functioning of the Mission.

b.   Software and infrastructure issues are plaguing the functioning, especially integration with the software of various departments.

c.   Less teeth/ powers to Sakala Mission to intervene or enforce the mandate of Sakala Act as on date.

d.   Inadequate public awareness/outreach, especially outside Bangalore as gathered from the helpline call data. Pan Karnataka coverage and subscription has to be achieved.

e.   There are large number of contract/ temporary employees/operators at various service centres and departments. They also affect efficiency.

Analysis with Respect to Service Quality Standards

5.38   As discussed in the Introduction chapter, it was analysed as to how the Sakala Mission has measured up to basic service quality standards. The same is analysed in table below:-

Aspect	Comment
Strategic Enablers	
Citizen Centricity	Ensured through effective legislation and inclusion of provisions for grievance redressal and compensation
Connected Government	The coordination between departments is seamless and facilitated by robust automation and IT infrastructure
Capacity Building of staff	There has been sustained effort in this regard. Timely review and reorientation is required.
Deliver promise and reap benefits	The scheme has certainly delivered on its promises. The high satisfaction levels indicated in survey is testimony
Continuously Improve and Innovate	Records are indicative of regular efforts to review and reinvent.

Aspect	Comments
Service Attributes	
Speed - Deliver the service in the shortest possible time	Achieved. Timelines for many services have been reduced too.
Engagement - Services delivered should be participatory and trustworthy, with customers' needs at the core.	Achieved. Citizen feedback is an intrinsic feature. Citizens have access to information, data through multiple sources including complaints mechanism
Responsive - Any variation in meeting service Services delivered should be participatory and trustworthy, with customers' needs at the core	Achieved. Procedures and processes modified as per citizen needs from time to time
Value - The service delivery mechanism must be cost effective, and value be driven by customer outcomes.	Achieved. Increased automation of processes has facilitated cost effective functioning.
Integration - The service delivery mechanism should be so integrated that there should be no wrong door policy for the customer.	Achieved. Coordination and integration between various departments and the Sakala Mission is of high order.
Experience - Customer delight has to be achieved on the same scale as they experience from any private player.	Achieved. The level of service being provided and engagement is equivalent to that of private player.

Recommendations

5.39   Based on the findings and the analysis already carried, the recommendations are covered under relevant heads in succeeding paras.

5.39.1 <u>Organisation</u>.

    a.   Fixed tenures of senior incumbents in the hierarchy may be considered for the sake of continuity and greater efficiency.

    b.   Outsourced / temporary staff should have a fixed minimum tenure. While outsourcing is the in thing, efficiency, accountability and commitment may improve with semblance of job permanency.

5.39.2 <u>Additional Power to Sakala Mission</u>.   Provision of more teeth to the Sakala Mission Headquarters, in addition to their existing monitoring role may be considered. Some additional mediatory and supervisory powers are recommended to be given. A higher Ombudsman kind of powers may be worthwhile for success of the Mission.

5.39.3 <u>Services Under Sakala</u>.

    a.   While effort is on to include more and more services under Sakala, a quantified review be carried out and only those services be included that can fetch tangible results. Services that are not well subscribed may be considered for deletion. Quality over quantity may be chosen.

    b.   The workflow and procedures for high volume services that are prone to delays should be reviewed and counter measures instituted to increase efficiency of delivery.

c. Public awareness campaign to spread awareness of newly introduced services among citizens should be planned and executed.

5.39.4 <u>Public Awareness</u>.

a. It has emerged clearly that public awareness needs to be further enhanced. GOK and Sakala Mission may initiate measures for the same.

b. Social media presence, i.e., on Facebook, Twitter, YouTube and Instagram has to be further enhanced. This can be a game changer. Use of social media influencers for a specified period may also give dividends.

c. Recall value of the Sakala logo and helpline has to be created.

d. Special focus must be laid on rural areas.

5.39.5 <u>Software Integration</u>. The multiple softwares pertaining to different departments are in use. Their integration is causing bottlenecks and delays. Review and reduction in number of softwares in use is recommended, coupled with launch of one omnibus software for all services. This will obviate repeated issue of patches and updates.

5.39.6 <u>Compensation/Penalty</u>.

a. Compensation for delays in service delivery, which was the USP of Sakala Act has hardly received any traction. The GOK and the Sakala Mission may consider making payment of compensation an automatic process wherein the DO levies penalty on the defaulting officials. This will directly impose caution on the officials and timelines are bound to improve. This will go a long way in demonstrating the transparency in Government functioning in letter and spirit.

b.   It is understood that Sakala 2.0 software is under development. This feature can be automated and compensation be paid without the citizen applying for it.

5.39.7 <u>Appeals</u>.

a.   Some mechanism to expedite disposal of pending appeals must be developed. Long pending appeals demonstrate lethargy and lack of commitment of the Government to pursue cases to their logical conclusion.

b.   If compensation for delay cases is automated, then number of appeals will also reduce and processing would become faster.

5.39.8 <u>Sakala Helpline</u>.

a.   The GOK may develop on the inputs received from the Sakala Helpline. Analysis of the calls and complaints relating to Non-Sakala services would also facilitate the Government to institute suitable measures to ameliorate the problems of citizens. This would help streamline other procedures too.

b.   Upgrading of existing CRM software will facilitate better analytics and real time monitoring with triggers for delays, defaults and contingencies.

c.   Awareness of the helpline in rural areas has to be increased.

d.   A new comprehensive complaint management system is also recommended to be installed for faster disposal.

5.39.9 <u>Balancing Workload and Manpower</u>. The workload of heavily subscribed departments and vice versa be reviewed and analysed. Requisite additional manpower and infrastructure be provided to affected departments to improve efficiency and morale/motivation of officials.

5.39.10   Rejections.   Sakala Mission must exhort all departments to come down heavily on arbitrary rejections on flimsy grounds. It creates lot of resentment among citizens. Necessary safeguards built into the software may help reduce rejections.

5.39.11   Appeal and Redressal.   This is presently left to the department concerned and Sakala Mission has no role to play. Awareness among citizens regarding the grievance redressal process should be spread. Highlighting the successful cases would also help.

5.39.12   Officials.   Time and effort have to be invested in training, especially in soft skills, of officials who directly deal with citizens at the counters. They should be reminded of their commitment to the cause of citizens of Karnataka. System of awards and rewards should be further strengthened.

5.39.13   Sakala 2.0.   Sakala 2.0 is the way forward. Effort should be to weed out redundant software, automate maximum processes with triggers for identification of faults, delays etc, with automated levy of penalty payment of compensation to citizens. In addition to what has been planned, a module to seek feedback of the citizen after delivery of service will be very useful to gauge citizen satisfaction instantly.

5.39.14   Focus Areas.   The focus must be on procedures, timelines, attitude of officials and effective timebound grievance redressal.

5.39.15   External Assessments.   External Assessments by reputed consultancy firms periodically, say, once in two years should be formalized. This will facilitate in re-orienting the scheme from time to time.

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GROWTH IN SAKALA SERVICES YEAR WISE SINCE INCEPTION

S. N	Secretariat Department	Department / Institution	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
1	Urban Development Department	Bruhat Bangalore Mahanagara Palike (BBMP)	7	-	-	-	-	1	-	-		8
		Bangalore Water Supply and Sewerage Board (BWSSB)	3	-	-	-	-	-	-	4		7
		Municipal Corporations (other than BBMP)	5	-	-	-	1	4	-	-		10
		City Municipal Council (CMC)	5	-	-	-	1	3	-	-		9
		Town Municipal Council (TMC)	5	-	-	-	1	4	-	-1		9
		Town Panchayat (TP)	5	-	-	-	1	4	-	-1		9
		Bangalore Development Authority (BDA)	12	-	-	-	-	1	-	-		13
		Bangalore Metropolitan Region Development Authority (BMRDA)	-	-	-	-	-	2	-	-		2

S.N	Secretariat Department	Department / Institution	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
		Urban Development Authorities	-	-	-	-	-	1	-	-		1
2	Transport Department	Transport Department	5	-	20	-	1	-	-	3		29
		North East Karnataka Road Transport Corporation (NEKRTC)	6	-	-	-	-	-	-			6
		North West Karnataka Road Transport Corporation (NWKRTC)	6	-	-	-	-	-	-			6
		Karnataka State Road Transport Corporation (KSRTC)	6	-	-	-	-	-	-			6
		Bangalore Metropolitan Transport Corporation (BMTC)	4	-	-	-	-	-	-		-2	2
3	Food ,Civil Supplies, Consumer Affairs and Legal Metrology Department	Food ,Civil Supplies and Consumer Affairs Department	4	-	-	-	10	(-10)	-	1(-2)		3
		Department of Legal Metrology	-	-	-	-	-	5	-			5

S. N	Secretariat Department	Department / Institution	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
4	Revenue Department	Revenue Department	48	-	(-2)	-	3	-	2			51
		Atalji Janasnehi Directorate	-	-	-	5	1	-	-	3		9
		Bhoomi and U.P.O.R.	-	-	-	4	1	-	-			5
		Survey Settlement and Land records Department	-	-	-	-	-	-	-	3	-	3
		Inspector General of Registration & Stamps	1	-	-	8	-	1	-	1	-	11
5	Home Department	Police Department	21	-	-	-	-	-	-			21
		Karnataka Fire and Emergency Services	2	-	-	-	-	2	-			4
		Sainik Welfare and Resettling								6		6
6	Education Department	Department of Pre-University Education	6	-	-	-	-	-	-			6
		Department of Public Instruction	12	20	-	-	-	-	-			32
		Department of Printing, Stationary and Publications	1	-	19	-	-	-	-			20

S. N	Secretariat Department	Department / Institution	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
		Public Libraries Department	-	2	-	-	-	-	-	2		4
		Higher Education – "Collegiate Education"	-	18	-	-	-	-	-	(-2) +2		18
		Technical Education Department	-	10	-	-	-	-	-			10
		University Constituent Colleges	-	14	-	-	-	-	-			14
		University Post Graduate Section	-	12	-	-	-	-	-			12
		University Examination Section	-	11	-	-	-	-	-			11
		University Finance Section	-	5	-	-	-	-	-			5
		University Academic Section	-	6	-	-	-	-	-			6
7	Health & Family Welfare Department	Health & Family Welfare Department	4	-	-	2	2	-	-		-2	6
		Drugs Control Department	5	-	-	-	-	2	15		4	26
		Ayush Department	3	-	-	-	2	-	-	(-1)		4

S.N	Secretariat Department	Department / Institution	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
8	RDPR	RDPR	11	1	-	-	-	-	-	(-2) +2		12
9	Finance	Excise Department	-	6	-	-	-	-	33			39
		Karnataka Government Insurance Department (Directorate)/ District Insurance offices	-	-	47	-	-	-	-			47
10	Labour Department	Labour Department	13	-	-	4	-	5	-	(-2) (-7)		13
		Directorate of ESIS (Medical) Services	5	-	-	-	-	-	-	(-2)		3
		Department Of Factories, Boilers, Industrial Safety And Health	9	-	-	-	1	2	-			12
		KARNATAKA BUILDING CONSTRUCTION WORKERS WELFARE BOARD								7	-	7
11	Department of Women & Child Development	Department for Empowerment of Differently Abled and Senior Citizen	2	-	20	-	-	-	-	3	-	25

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S. N	Secretariat Department	Department / Institution	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
		Women and Child Development Department	-	-	-	-	-	-	-	-	1	1
12	Housing Department	Karnataka Housing Board	3	-	-	-	-	-	-		1	4
		Karnataka Slum Development Board	3	-	-	-	-	-	-	-	(-1)	2
		Rajiv Gandhi Housing Corporation Limited	-	-	-	-	-	-	-	-	2	2
13	Department of Animal Husbandry and Veterinary Services	Fisheries Department	3	-	6	-	1	-	-			10
		Department of Animal Husbandry and Veterinary Services	-	-	-	6	-	-	-	(-1)		5
14	Public works Department	Public works Department	2	-	32	-	-	-	-			34
		KSHIP Division/Sub-Division	-	-	44	-	-	-	-			44
15	Forest, Ecology and Environment Department	Karnataka State Pollution Control Board	5	-	-	-	-	8	-			13
		Forest Department	-	-	27	-	-	-	-	4		31

S.N	Secretariat Department	Department / Institution	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
16	Commerce & Industries Department	Commerce & Industries Department	7	3	-	-	-	-	-	-4		6
		Mines and Geology Department	-	-	-	5	-	-	-	3	-1	7
		Karnataka Industrial Area Development Board	-	-	-	-	-	11	-			11
		Handlooms and Textile								4		4
17	Kannada, Culture & Information Department	Kannada and Culture Department	5	-	-	-	-	-	-	(-1)		4
		Department of Archives	1	-	-	-	-	-	-			1
		Department of Information and Public Relations	2	-	-	-	-	-	-	(-1)		1
18	Department of Personnel & Administrative Reforms	Department of Personnel & Administrative Reforms	21	-	-	-	-	-	-			21
19	Department of Co-operation	Karnataka State Warehouse Corporation	-	3(-1)	1(-1)	-	-	-	-			2
		Agriculture Marketing Department	-	27	3	-	-	-	-			30

S.N	Secretariat Department	Department / Institution	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
		Registrar of Co-operative Societies	-	9	-	-	-	3	-			12
20	Horticulture Department	Department of Sericulture	-	10	-	-	-	-	-	-	(-4)	6
		Horticulture Department	-	-	-	-	-	-	-	6		6
21	Water Resources Department	Water Resources Department	-	22	5	-	-	-	-			27
		Minor Irrigation Department (Ground Water Directorate)	-	-	-	4	-	-	-			4
		Vishweshvaraiah Jala Nigam	-	-	-	-	-	-	-	3	1	4
		Krishna Bhagya Jala Nigam	-	-	-	-	-	-	-	3	1	4
		CADA Directorate	-	-	-	-	-	-	-	1		1
		Kaveri Niravari Nigam	-	-	-	-	-	-	-	3	1	4
		Karnataka Niravari Nigam	-	-	-	-	-	-	-	3	1	4
22	Department of Youth Empowerment and Sports	Department of Youth Empowerment and Sports	-	3	-	-	-	-	-		1	4
23	Backward Classes Welfare Department	Backward Classes Welfare Department	-	-	-	5	-	-	-	5	-	10

S.N	Secretariat Department	Department / Institution	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
24	Information Technology, Bio Technology and Science and Technology Department	Information Technology, Bio Technology and Science and Technology Department	-	-	-	2	-	-	-		-	2
25	Energy Department	Department of Electrical Inspectorate	-	-	-	-	-	19	-	-1	-	18
		Bengaluru Electricity Supply Company Limited	-	-	-	-	-	-	-	9	-	9
		Mangalore Electricity Supply Company Limited	-	-	-	-	-	-	-	9	-	9
		Gulbarga Electricity Supply Company Limited	-	-	-	-	-	-	-	9	-	9
		Hubballi Electricity Supply Company Limited	-	-	-	-	-	-	-	9	-	9
		Chamundeshwari Electricity Supply Company Limited	-	-	-	-	-	-	-	9	-	9
26	Agriculture Department	Agriculture Department	-	-	-	-	-	-	-	8	-	8

S. N	Secretariat Department	Department / Institution	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
27	Skill Development, Entrepreneurship and Livelihood	Department of Industrial Training and Employment	-	-	-	-	-	-	-	6	-	6
28	Medical Education Department	Karnataka State Nursing Council	-	-	-	-	-	-	-	4	-	4
		Karnataka State Para Medical Board	-	-	-	-	-	-	-	8	-	8
		Karnataka State Diploma in Nursing Examination Board	-	-	-	-	-	-	-	5	-	5
		Rajiv Gandhi University of Health Sciences	-	-	-	-	-	-	-	5	-	5
29	Minority Welfare Haj & Wakf Department	Directorate of Minorities	-	-	-	-	-	-	-	3		3
		Karnataka State Board of Wakf									3	3
30	Social Welfare Department	Social Welfare Department	-	-	-	-	-	-	-	9	-	9
		Scheduled Tribe Welfare Department	-	-	-	-	-	-	-	-	9	9
31	Law Department	Karnataka State Law University	-	-	-	-	-	-	-	-	4	4

S.N	Secretariat Department	Department / Institution	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
32	Infrastructure Development Department	Ports and Inland Water Transport Department	-	-	-	9	-	-	-			9
33	Planning Programme Monitoring and Statistics Department	Karnataka Evaluation Authority									1	1
			268	182	224	54	26	78	50	165	29	1025

DETAILS OF VISITS AND INTERACTIONS

Interaction With	Appointment	Location/Office
Mrs B R Mamatha, IAS	Additional Mission Director 1	Sakala Mission Headquarters
Mrs Shalini Rajneesh, IAS	First Mission Director Sakala Mission	Secretariat
Ms Meghana, KAS	Administrative Officer	Sakala Mission Headquarters
Mr Abhilash	IT Consultant	Sakala Mission Headquarters
Mr R Padiyar	Management Consultant	Sakala Mission Headquarters
Mrs Archana	District IT Consultant	Bangalore Urban
Mr Punit	District IT Consultant	Bangalore Rural
Mr Darshan	CEO Transact Global	Transact Global
Sakala Operators		All offices visited
Tehsildars		NADA Kacheri Office Rajajinagar and Devanahalli
Asst Regional Transport Officers		RTO Office Rajajinagar and Devanahalli
Sub-Registrars		Sub-Registrar Office Rajajinagar and Devanahalli
Operators and case Workers		All offices visited

SERVICE WISE DETAILS OF APPEALS IN REVENUE DEPARTMENT

REVENUE DEPARTMENT	3204 (Max. Appeals)
Agricultural Family member Certificate	27
Agricultural Labour Certificate	16
Agriculturist Certificate	6
All types of Caste Certificate	1901
All types of Income Certificate	143
Attestation of Family Tree	62
Bonafide Certificate	6
Change of Khata (Undisputed cases)	15
Conversion of agriculture land to non agriculture purpose	62
Crop Certificate	6
Destitute Widow pension	42
Domicile Certificate	43
Economically Weaker Sections Certificate	4
Hyderabad Karnataka Residence and Eligibility Certificate	71
Indira Gandhi Old Age Pension	38
Issuance of Arms License	2
Land Holding Certificate	13
Landless Certificate	24
Living Certificate	7
Minority Certificate	5
Mutation Extract	43
Natural Calamity Relief Claims – Crop Loss	3
Natural Calamity Relief Claims – House damage	1
No Government Job Certificate for Compassionate Appointments	4
No objection Certificate under General Land transaction	1

REVENUE DEPARTMENT	3204 (Max. Appeals)
No Objection Certificate under LRF Grant	10
No Objection Certificate under PTCL Act	13
No tenancy certificate	23
Pension for disabled persons	43
Population Certificate	8
Project Displacement Certificate	3
Record of Rights Certificate	160
Residence Certificate	146
RTC Typological errors corrections	4
Sandhya Suraksha	131
Small and Marginal Farmer Certificate	43
Solvency Certificate	5
Surviving Family member Certificate	48
Unemployment Certificate	6
Updation of Pledge and release details in RTC	1
Verification/Validity of Caste Certificate	15

DISTRICT WISE RANKING PATTERN – 2019-20

Avg. Rnk	District	Apr -19	May -19	Jun -19	Jul -19	Aug -19	Sep -19	Oct -19	Nov -19	Dec -19	Jan -20	Feb -20	Mar -20
1	**Shivamogga**	**2**	**1**	**3**	**2**	**3**	**2**	**8**	**11**	**1**	**3**	**9**	**4**
2	**Chikkaballa-pura**	**5**	**11**	**13**	**6**	**6**	**1**	**1**	**4**	**4**	**4**	**6**	**8**
3	**Tumakuru**	**15**	**9**	**9**	**11**	**1**	**6**	**4**	**5**	**3**	**2**	**2**	**6**
4	**Udupi**	**3**	**4**	**12**	**14**	**7**	**8**	**7**	**2**	**6**	**7**	**4**	**2**
5	**Chikkama-galuru**	**1**	**2**	**11**	**7**	**9**	**10**	**3**	**13**	**8**	**5**	**8**	**3**
6	Hassan	7	10	8	24	12	4	5	10	5	6	3	5
7	Chamaraja-nagar	17	7	17	22	18	7	2	6	2	1	18	14
8	Ramanagara	9	15	25	21	8	5	6	14	13	8	7	11
9	Mandya	13	17	23	28	5	3	14	19	9	10	1	1
10	Uttara Kannada	12	13	16	18	2	11	10	15	16	9	10	13
11	Bengaluru Rural	6	5	24	16	10	14	11	18	19	13	11	15
12	Bagalkot	10	3	4	9	11	26	19	16	17	18	15	17
13	Chitradurga	4	6	2	25	13	15	17	9	26	15	28	24
14	Gadag	22	8	6	4	15	18	23	8	24	24	21	12
15	Yadgir	27	28	20	1	25	17	16	1	12	11	12	16
16	Ballari	16	21	7	13	4	21	21	26	14	17	17	10
17	Dharwad	11	25	22	8	14	9	13	23	15	29	16	9
18	Dakshina Kannada	8	19	26	17	24	16	15	22	30	14	5	7
19	Haveri	24	14	15	3	28	20	9	3	23	16	27	25
20	Mysuru	14	12	18	10	17	22	12	27	27	23	22	26
21	Davanagere	26	26	19	20	16	12	24	24	20	19	13	18

Avg. Rnk	District	Apr -19	May -19	Jun -19	Jul -19	Aug -19	Sep -19	Oct -19	Nov -19	Dec -19	Jan -20	Feb -20	Mar -20
22	Vijayapura	18	23	21	12	19	24	26	30	7	20	14	20
23	Koppal	21	16	10	19	20	29	27	29	11	25	19	19
24	Kolar	19	18	28	15	27	13	22	21	22	21	26	27
25	Kalaburagi	23	29	5	27	21	25	25	20	18	12	29	29
26	**Belagavi**	**20**	**20**	**27**	**29**	**22**	**19**	**20**	**17**	**28**	**26**	**24**	**21**
27	**Raichur**	**28**	**24**	**1**	**26**	**23**	**27**	**29**	**12**	**29**	**28**	**23**	**22**
28	**Kodagu**	**25**	**22**	**29**	**30**	**30**	**23**	**18**	**25**	**25**	**22**	**20**	**23**
29	**Bidar**	**30**	**30**	**14**	**23**	**26**	**28**	**30**	**7**	**21**	**27**	**30**	**30**
30	**Bengaluru Urban**	**29**	**27**	**30**	**5**	**29**	**30**	**28**	**28**	**10**	**30**	**25**	**28**

TALUK WISE RANKINGS 2019-20

April, 2019 Top 5				April, 2019 Bottom 5		
Rnk	District	Taluk		Sl.No	District	Taluk
1	Uttara Kannada	Karwar		1	Kalaburagi	Shahabad
2	Shivamogga	Shimoga		2	Bidar	Hulsoor
3	Chikkamagaluru	Chikmagalur		3	Vijayapura	Devarhippargi
4	Udupi	Udupi		4	Bidar	Kamalnagar
5	Chikkamagaluru	Tarikere		5	Yadgir	Gurmitkal
May, 2019 Top 5				May, 2019 Bottom 5		
Rnk	District	Taluk		Sl.No	District	Taluk
1	Uttara Kannada	Karwar		1	Kalaburagi	Kalagi
2	Bagalkot	Mudhol		2	Bidar	Kamalnagar
3	Shivamogga	Shimoga		3	Belagavi	Kagwad
4	Bagalkot	Bagalkot		4	Kalaburagi	Kamalapur
5	Shivamogga	Tirthahalli		5	Raichur	Lingsugur
June, 2019 Top 5				June, 2019 Bottom 5		
Rnk	District	Taluk		Sl.No	District	Taluk
1	Kalaburagi	Sedam		1	Mysuru	Saraguru
2	Baglkot	Mudhol		2	Bagalkot	Rabakavi-Banahatti
3	Ballari	Siruguppa		3	Yadgir	Wadagra
4	Balari	Kudligi		4	Kodagu	Virajpet
5	Chitradurga	Challakere		5	Kolar	Mulbagal
July, 2019 Top 5				July, 2019 Bottom 5		
Rnk	District	Taluk		Sl.No	District	Taluk
1	Uttara Kannada	Ankola		1	Ballari	Harapanahalli
2	Bagalkot	Bagalkot		2	Yadgir	Shorapur
3	Bagalkot	Mudhol		3	Mysuru	Heggadadevankote
4	Kalaburagi	Sedam		4	Kodagu	Virajpet
5	Chitradurga	Challakere		5	Kolar	Mulbagal

August, 2019 Top 5		
Rank	**District**	**Taluk**
1	Uttara Kannada	Yellapur
2	Uttara Kannada	Sirsi
3	Bagalkot	Bagalkot
4	Tumakuru	Madhugiri
5	Shivamogga	Shimoga

August, 2019 Bottom 5		
Sl.No.	**District**	**Taluk**
1	Ballari	Harapanahalli
2	Yadgir	Shorapur
3	Kodagu	Virajpet
4	Bidar	Aurad
5	Kalaburagi	Chincholi

September, 2019 Top 5		
Rank	**District**	**Taluk**
1	Chikkaballapura	Chikkaballapura
2	Dharwad	Kalghatgi
3	Shivamogga	Shimoga
4	Hassan	Hole Narsipur
5	Hassan	Hassan

September, 2019 Bottom 5		
Sl.No	**District**	**Taluk**
1	Ballari	Harapanahalli
2	Bidar	Humnabad
3	Ballari	Sandur
4	Bengaluru	Yelahanka
5	Koppal	Yelbarga

October, 2019 Top 5		
Rank	**District**	**Taluk**
1	Dharwad	Kalghatgi
2	Udupi	Kundapura
3	Chamarajanagar	Chamarajanagar
4	Chikkaballapura	Chikkaballapura
5	Uttara Kannada	Honavar

October, 2019 Bottom 5		
Sl.No	**District**	**Taluk**
1	Ballari	Harapanahalli
2	Bengaluru	Yelahanka
3	Bidar	Humnabad
4	Raichur	Manvi
5	Gadag	Ron

November, 2019 Top 5		
Rank	**District**	**Taluk**
1	Chikkaballapura	Gudibande
2	Tumakuru	Turuvekere
3	Uttara Kannada	Karwar
4	Shivamogga	Hosanagara
5	Hassan	Hassan

November, 2019 Bottom 5		
Sl.No	**District**	**Taluk**
1	Ballari	Harapanahalli
2	Bengaluru Urban	Yelahanka
3	Koppal	Yelbarga
4	Koppal	Gangawati
5	Dharwad	Navalgund

December, 2019 Top 5			December, 2019 Bottom 5		
Rank	**District**	**Taluk**	**Sl.No**	**District**	**Taluk**
1	Chikkaballapura	Gudibande	1	Ballari	Harapanahalli
2	Chikkaballapura	Sidlaghatta	2	Bengaluru Urban	Yelahanka
3	Uttara Kannada	Honnavar	3	Gadag	Ron
4	Chamarajanagar	Chamarajanagar	4	Raichur	Manvi
5	Tumakuru	Tumkur	5	Bengaluru Rural	Hosakote

January, 2020 Top 5			January, 2020 Bottom 5		
Rank	**District**	**Taluk**	**Sl.No.**	**District**	**Taluk**
1	Bengaluru Urban	Bengaluru South	1	Bengaluru Urban	Anekal
2	Dharwad	Hubballi	2	Bengaluru Urban	Yelahanka
3	Tumakurur	Tumakuru	3	Mandya	Krishnarajpet
4	Kalaburagi	Kalaburagi	4	Bengaluru Urban	Bengaluru North
5	Hassan	Hassan	5	Vijayapura	Chadachana

February, 2020 Top 5			February, 2020 Bottom 5		
Rank	**District**	**Taluk**	**Sl.No.**	**District**	**Taluk**
1	Bengaluru Urban	Bengaluru South	1	Bengaluru Urban	Anekal
2	Kalaburagi	Kalaburagi	2	Bengaluru Urban	Yelahanka
3	Dharwad	Hubballi	3	Vijayapura	Tikota
4	Bengaluru Urban	Bengaluru East	4	Kolar	Kholar
5	Hassan	Hassan	5	Vijayapura	Talikote

March, 2020 Top 5			March, 2020 Bottom 5		
Rank	**District**	**Taluk**	**Sl.No.**	**District**	**Taluk**
1	Bengaluru Urban	Bengaluru South	1	Bengaluru Urban	Yelahanka
2	Bengaluru Urban	Bengaluru East	2	Bengaluru Urban	Anekal
3	Hassan	Hassan	3	Dharwad	Annigeri
4	Tumakuru	Tumakuru	4	Dharwad	Alnavara
5	Mandya	Mandya	5	Dharwad	Kalghatgi

FLOWCHART SHOWING HELPLINE PROCEDURE
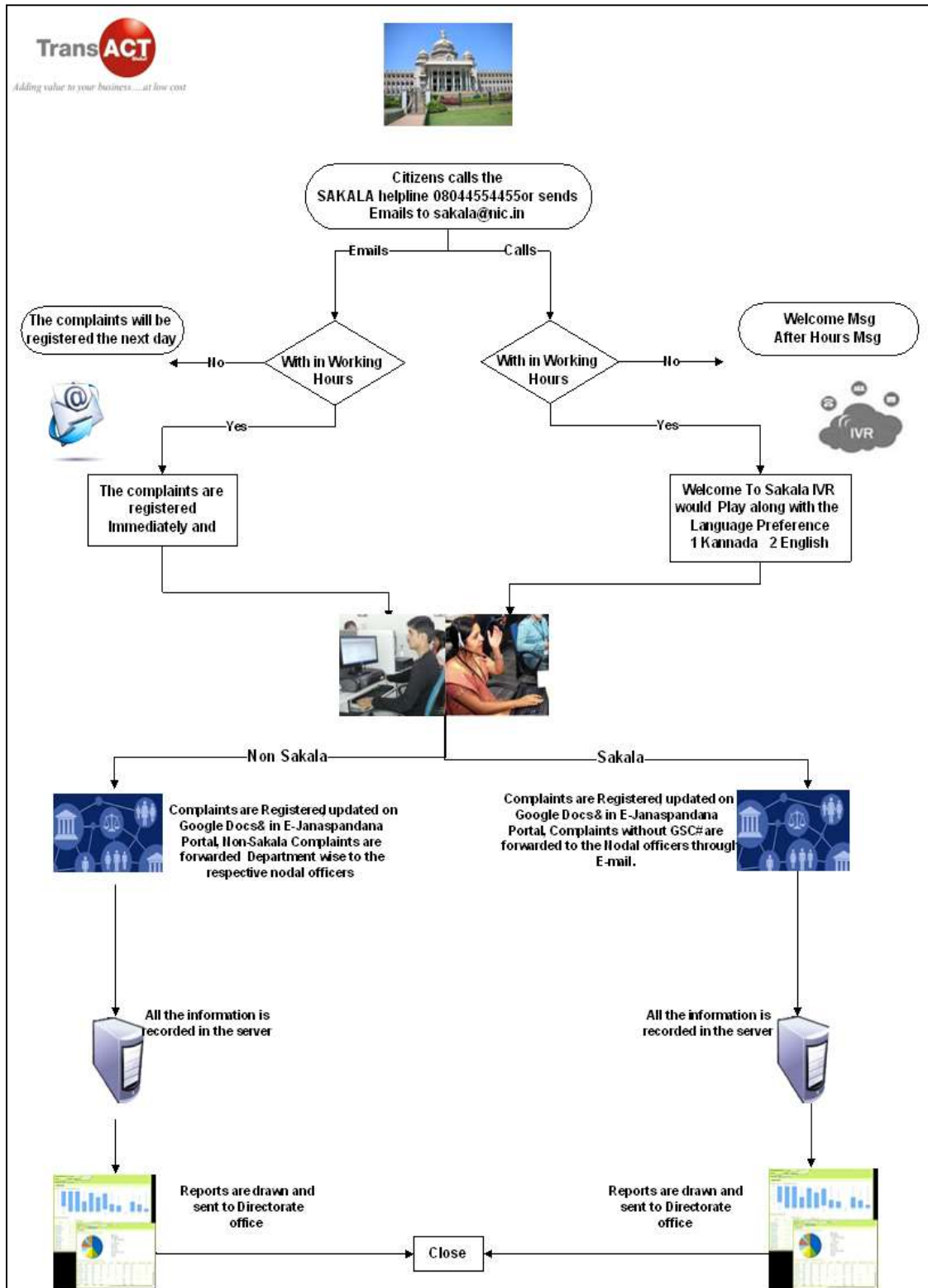
PHOTOGRAPHS OF FIELD VISITS