



# **Karnataka Administrative Reforms Commission**

**Interim Report  
January 2001**



**KARNATAKA ADMINISTRATIVE REFORMS COMMISSION**

**INTERIM REPORT**

**COMPLIMENTS**

*LATHA KRISHNA RAO, IAS*  
SECRETARY  
K.A.R.C

# **Karnataka Administrative Reforms Commission**

**Interim Report  
January 2001**

**CHAIRMAN  
HARANAHALLI RAMASWAMY**

**MEMBERS  
S.B.MUDDAPPA**  
Former Chief Secretary, Government of Karnataka.

**BLASIUS.M.D'SOUZA**  
Former Law Minister, Government of Karnataka.

**SECRETARY  
G. LATHA KRISHNA RAO, IAS**



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Karnataka Administrative Reforms Commission  
Government of Karnataka  
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**Extract of Budget speech of  
Hon'ble Chief Minister  
Sri S.M.Krishna  
on 27/03/2000**

"I am determined to usher in a new work culture in all government departments. I would like the government to be more polite to people, clear the files faster and deliver better service. I am also aware of the complex rules and regulations under which the government functions. A typical file in Vidhana Soudha may have to be seen by 15 to 25 levels for the final decision to reach the citizen. The government will set up an Administrative Reforms Commission to recommend steps to offer better service to Karnataka citizens."

**Extract of speech of Hon'ble Chief  
Minister at the time of Inauguration  
of Administrative Reforms  
Commission on 08/05/2000**

"There is a dire need for effecting fundamental and thorough changes to the present system of administration, which has become obsolete, and our government will use the tools of modern technology at all levels of administration in the process of change."

"The modern technological tools like Information technology, video conferencing and data collection were not available about a decade ago. Now there is a need for effectively adopting these technological tools in administration."

"People expect only solutions to their problems and are not bothered about the movement of files."

"The Government has therefore constituted the Administrative Reforms Commission and I am happy to inaugurate the Commission this day at the conference Hall of Vidhana Soudha."



## Vision of Visionaries

"I will give you a talisman. Whenever you are in doubt apply the following tests. Recall the face of the poorest and weakest man whom you have seen, and ask yourself if the step you take is to be of any use to him. Will he gain anything by it, whether it leads to Swaraj for the hungry and starving millions. Then you will find your doubts melting away"

- Mahatma Gandhi

- ಜಗಜ್ಯೋತಿ ಬಸವೇಶ್ವರರು

ಮಯ್ಯೆ ಎಂದೂಡೆ ಸ್ವರ್ಗ  
ಎಲ್ಲೊ ಎಂದೂಡೆ ನರಕ  
ಮಯ್ಯೆ ಪಚನವೇ ಸಕಲ ಜಪಂಗಯ್ಯೆ  
ಮಯ್ಯೆ ಪಚನವೇ ಸಕಲ ತಪಂಗಯ್ಯೆ  
ಸಮಾನಯವೇ ಸಮಾತಪನ ಒಲಮಯ್ಯೆ  
ಕೂಡಲ ಸಂಗಮ ದೇವಾ ಮಂಡಲದ ಒಲನಯ್ಯೆ

- ಜಗಜ್ಯೋತಿ ಬಸವೇಶ್ವರರು

ಅಯ್ಯಾ ಉಡೊಡೆ ರವಾ  
ಅನವಿ ಉಡೊಡೆ ಬರಕ |  
ಸ್ವಲ್ಪ ವರವಾಡೆ ಸಕಲ ಪಪಾಡಯ್ಯಾ  
ಸ್ವಲ್ಪ ವರವಾಡೆ ಸಕಲ ತಪಾಡಯ್ಯಾ |  
ಸತ್ಯವಿಗವಾಡೆ ಸತ್ಯಾಶಿವನ ಅನಿಮಿಷಯ್ಯಾ  
ಕುಡನಸಾಸಾಡೆವಾ ಅನಾನಂದೆ ಅನಿಮಿಷಯ್ಯಾ ||

- Govind Vallabh Pant

"The problem of administration is not mechanical. It is essentially human. Unless, therefore, it is approached in that right spirit with sympathy, solicitude and understanding the desired results become difficult for achievement. The administrators have to serve the people because that is the only purpose for which they can and they ought to exist. Every ounce of their energy, their intellect, their capacity has to be surrendered to the devoted service of their master - the people."



**Extract from the speech of Dr. B. R. Ambedkar before the  
Constituent Assembly on 25-11-1949**

“Will history repeat itself ? It is this thought which fills me with anxiety. This anxiety is deepened by the realisation of the fact that in addition to our old enemies in the form of castes and creeds we are going to have many political parties with diverse and opposing political creeds. Will Indians place the country above their creed or will they place creed above the country ? I do not know. But this much is certain that if the parties place creed above country, our independence will be put in jeopardy a second time and probably be lost for ever. This eventuality we must all resolutely guard against. We must be determined to defend our independence with the last drop of our blood.”

“In the interest of overall welfare of State, I have to emphasize on one aspect - whatever I do or you do will be of interest to the welfare of the public and that is our duty. It is essential that all the employees should co-operate with each department and also with the public and create harmonious work culture. The programme, the assurances given should be based on truth and be treated as a debt to the people. Our primary duty is to spread knowledge among the people and take up responsibility and complete the work. There is lack of efficiency in our people. There are three people for every work whereas one person can complete the work in other countries”

“My Memories”  
Sir M. Vishweswaraiah

## ***My Dear Chief Minister,***

I am presenting herewith interim report of the Karnataka Administrative Reforms Commission. The terms of reference as given to the Commission focus on making the Government more responsive and people-friendly while bringing in greater levels of efficiency, accountability and transparency in Government functioning. Apart from the above, the Commission was also expected to look into strategies for reduction of corruption in the Government. The members of the Commission, Sriyuths S.B.Muddappa, Former Chief Secretary of Government of Karnataka, Blasius M.D'Souza, former Law Minister and the Chairmen, members of the 3 sub committees constituted by the Commission have, after detailed discussions, made various recommendations. The Secretary of the Commission, Smt. G.Latha Krishna Rao, IAS, has commendably drafted and researched the entire report.

The Commission, after due deliberations, decided to submit an interim report covering three strategic levels of governance. The Commission has examined the administration in Secretariat, all levels within District and also studied critical areas of good governance covering areas of recruitment, transfers, civil service reforms and anti-corruption institutions. The interim report of the Commission contains specific recommendations on the above three areas.

The other terms of reference would be examined subsequently and would form part of the final report. For study of the Secretariat reforms and at the district level, the Commission has focused on two to three departments and given specific recommendations for improving their functioning. In order to examine several other areas in greater depth and cover all the other departments of the Government, the Commission is also contemplating a functional review of all major departments in the State, covering all hierarchical levels. Such a study has so far not been done in the Government and is very critical to assess the needs of the people vis-à-vis the present policies and functions of department, the quality of implementation within the department and where department needs to do things differently to make it more effective and responsible to the people. The Ford Foundation, New Delhi, has expressed its desire to support the Commission in the conduct of such a functional review and we are examining the matter.

All the recommendations as given in this interim report are the outcome of series of discussions, workshops, meetings, held with senior bureaucrats, employees' associations, elected representatives, not only at State Head Quarters but also at district and village levels where the Commission had extensively toured.

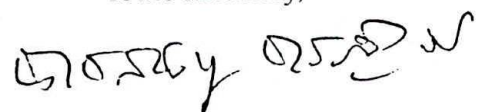
For the purpose of the interim report, a survey was also taken of the employees of 10 Secretariat departments to ascertain their views on various aspects of governance reforms. The findings of the survey form part of the interim report and I am sure would be very helpful to the Government in implementation of the Commission's recommendations.

On behalf of the Commission, I hope that the recommendations in the interim report would be accepted and implemented expeditiously by the Government.

With regards,

Sri S.M. Krishna,  
Hon'ble Chief Minister,  
Government of Karnataka,  
Vidhana Soudha, Bangalore.

Yours sincerely,



(HARANAHALLI RAMASWAMY)



# KARNATAKA ADMINISTRATIVE REFORMS COMMISSION

## **SUB COMMITTEES:**

### ***I) SUB COMMITTEE ON SECRETARIAT LEVEL REFORMS:-***

- Chairman** : Dr. M.R. Tanga, MLC.
- Members** : 1) Sanjay Kaul, IAS.  
2) C.S. Kedar, IAS.  
3) Prof. M.C. Shanthamurthy, Secretary,  
Institute of Parliamentary Affairs, Bangalore.

### ***II) SUB COMMITTEE ON DISTRICT/TALUK LEVEL REFORMS***

- Chairman** : Ramesh Kumar, Former Speaker,  
Karnataka Legislative Assembly.
- Members** : 1) K.P. Pandey, IAS.  
2) M.R. Srinivasa Murthy, IAS.  
3) D.R. Patil, MLA.

### ***III) SUB COMMITTEE ON GOOD GOVERNANCE***

- Chairman** : Dr. Siddalingaiah, MLC.
- Members** : 1) Dr. S.N. Sangita,  
Professor and Head of Department,  
Development Administration Unit,  
Institute for Social and Economic Change, Bangalore.  
2) M.S. Padmarajaiah,  
Bar-at-Law, Bangalore.

# Preface

The main objective of the Commission is to bring in good governance through a new work culture by enhancing transparency, accountability and professionalism in the civil service. Also it is the endeavour of the Commission to usher in a people-friendly administration at all levels of governance. Simplification of procedures, prompt delivery of various services to the people with maximum efficiency and minimum cost is also critical factor in governance reforms. Rationalisation of the civil service to reduce the wage bill is also an important aspect of civil service reforms.

The general perception of the people about the working of the government is negative. In a democracy, the government should be "of the people, by the people, and for the people". The third element appears to be absent and the people generally do not feel that the civil service is working for them. In a democratic system of government, while policy is determined and laid down by the Cabinet which is responsible to Legislature and ultimately to the people, the civil service has to implement the government's policies and therefore, it is essential that they are honest and experts in their respective fields capable of advising the government.

The only method of having such an expert, honest and committed civil service is to pay special attention to their recruitment and training. In modern times, governance is not only an art, but also a science and to that extent, the business of experts. Therefore, care should be taken that the army of people in government service should not convert the system into bureaucracy and officialdom.

Personal integrity and high moral values of the civil society will alone lead to good governance. People at higher levels should set examples by their personal conduct. In our country, the life and work of those in power always set an example. The proverbial sloka in the Bhagavadgita, 'यद्यताचरति श्रेष्ठः तत्तं देवतरे जनाः ।' is true for all times to come. Therefore, there is a need for setting high standards of public morality by both politicians and bureaucrats. Honesty and integrity along with efficiency and expertise are the basic factors for a trustworthy, people-friendly governance. Any amount of progress in technology can be of little benefit if the moral standards of those in charge of Government are deplorable or people as a whole are dishonest and self seeking. There are well known guidelines in order to make a person follow the path of virtue. One of the basic instincts of man is 'fear'. The most important aspect of fear is that of ones own 'conscience' which always informs what is good and what is bad. In order to activate our intellect which controls our senses, one has to have proper culture and education. One has to have the concept of sin and good deeds. This needs a spiritual attitude to life. The second 'fear' should be that of the people i.e. society. For this, we should have an enlightened society consisting of people who are prepared to defend their rights and fight against injustice. The third fear is that of law of the land. Unfortunately, on account of the present judicial system, it has become almost impossible to get speedy justice. Therefore, major steps will have to be taken to tackle the evil of corruption.

Information Technology is changing the very basis of the present system of administration. The file system, the army of clerks, the movement of files has no relevance these days. All information required by the Secretary or Head of Department will be available at the tip of the finger through computers and Internet services. Having these factors in mind, we have tackled the subjects with the clear objectives for making the Governance simple, transparent, clean and professional.

Keeping these general ideas in mind, the Commission has interacted with all levels of administration, public and institutions along with the experts and has prepared these reports on the three issues of reforms, at the Secretariat level, at the District, Taluk and Village levels and Good Governance.



Dr. M.R. Tanga, MLC, Sri Ramesh Kumar, Former Speaker, Legislative Assembly, and Dr. Siddalingaiah, Author and MLC, were appointed Chairmen of the three sub-committees respectively constituted by the Commission.

The Commission visited the districts of Bijapur, Gulbarga, Raichur, Dharwad, Mysore, Hassan, Kolar, Mangalore, and Mandya and had discussions with officials, people's representatives at all levels, NGOs etc. During the tour, the Commission visited several villagers and directly interacted with the people about their problems and their perceptions about governance reforms.

The Commission had individual discussions with several Secretaries, experts, leaders of the opposition, members of Parliament, representations of Government Employees' Associations, KAS Officers Association and other officers associations.

With the support of Institute for Social and Economic Change (ISEC) and Indian Institute of Public Administration (IIPA), two seminars were organized by the Commission. The Hon'ble Chief Minister, Sri S.M. Krishna inaugurated the Seminar at ISEC on 4-10-2000. Sri Madhav Godbole, former Home Secretary, Government of India, delivered the keynote address. Sri Satish Chandra, former Chief Secretary, Government of Karnataka and former Governor of Goa, Sri Veerappa Moily, former Chief Minister, Government of Karnataka and Sri M.Y.Ghorpade, Minister for Rural Development & Panchayat Raj presided over three technical sessions. Sri S. Ramanathan, IAS (Retd), Chairman of Karnataka Unit of Indian Institute of Public Administration organized a one day brain storming session on 16-10-2000 which was attended by many senior administrators and experts. The discussions in both the seminars were very useful.

The Commission also had several rounds of discussions with the World Bank team members on good governance. The Commission received a number of representatives from several organisations, individuals, professionals and common people, in response to the notification issued by the Commission in the newspapers.

We shall tackle the problem of work study / functional review / performance review of all departments and posts to assess the utility of these posts. Rules of Business and government servants Conduct Rules are to be reviewed to improve the system. Also items No. 4, 5, 6, 9 and 10 of the terms of reference will also be taken up for study and report shortly together with further reference to the three subjects which this interim report is being prescribed.

An honest attempt is made by presenting this report which the Commission hopes will be acceptable to the Government and the people.



(HARANAHALLI RAMASWAMY)

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# Ancient Wisdom

## Administration of State - Ancient wisdom

Thoughts concerning political administration have developed in our Country from the days of Ramayana and Mahabharata. The question posed by Yudhistira to Bheeshma in Mahabharata is a fundamental one. *"How can a person having physical prowess and mental caliber similar to all other men rule the other people?"* The term 'raja' or 'King' as a synonym of administration is very ancient. The natural question that presented itself is, whether the Kingship is a divine sanction or a system evolved through the consensus of the Society. The ancient thinkers however did not regard it as a divine sanction. That it was is a concept that emerged only in the mediaeval period. The thoughts about Administration reached a mature and significant stage in Kautilya's *"Artha Shasthra"* (The science of polity and economic welfare).

It is natural that it is not possible for the King all by himself to look after the welfare of the State. An administrative outfit had to be developed to work on his behalf. To achieve the multitudinous facets of welfare of the people such as the economic, social, religious, material and spiritual, administration itself had to become multifaceted with competence handle the different details of administration like the social stratification in terms of professional and craft-groups policy-decisions regarding political programmes and objectives, legislative system, establishment of law and Judiciary, the departments of executive, different echelons of administration, defense, etc. But if all these things remain centralised and vested entirely in the monarch, the administration cannot be effective, stable or honest. Though the ultimate responsibility of administration lies with the King the intended supreme benefit of administration is the all round development of all the citizens, unto the last.

The tenth century work *"Neethi Vakyamritha"* discusses in detail the nature and scope of administration. The author of this work is a Jain Poet Somadeva-soori. The very opening words of this work are interesting.

*'अथः धर्मार्थकामफलाय राज्याय नमः'।*

(I bow to the Kingdom, which bestows the fruits of good conduct, wealth and pleasures of life).

He begins his work, bowing reverently to the Kingdom itself. He clarifies in the very beginning that it bestows the benefit of achieving all the, purusharthas (life-goals) of all people. Further, if the administration has to be good, admirable and has to win the approbation of all the people, a mental resolve and attitude to look after all the people on an equal footing should take root in administration. To quote the words of Somadeva-soori:

*'सर्व सत्तेषु हि समता सर्वचरणानाम् परमाचरणा'।*

The philosophy of *"Equality of all living beings"* is not only important in the field of religion, but also relevant for good governance for the maintenance and stability of the society. The administration has to uphold this cause. Somadeva-soori also states that it is the duty of administration to assist each and every citizen to achieve equally all the three Purusharthas, Artha, Kama and Dharma.

*'समं वा त्रिवर्गम् सर्वतः धर्मार्थाविरोधेन कामं सेवत ततः सुखी स्यात्'।*

It is the responsibility of the Administration to fulfill the normal and legitimate desires of every citizen, provided that they do not interfere with the Dharma or Artha in vogue. That is why the dual function of administration is recognised as protecting (shista-rakshana) the good and punishing the evil (dushta-shikshana). He, who does not protect the valid interests of the citizens, is not a King at all.



‘स किं राजायोन रक्षति प्रजा:?’

To discharge these two responsibilities the Administration should have discipline and order as well as firmness and courage.

‘राज्यस्य मूलं क्रमो विक्रमश्च।’

There should be an order (Krama) in the administration to protect the honest and good citizens. It includes social stratification, judicial system, legislative system, division of the Executive, selection of counselors and ministers (Amathyas) as defined by Kautilya and others. Kautilya suggests a department of administration called “Kantakia-shodhana”. This is a department, which will “remove thorns (hurdles) and make the path of administration easy and smooth”. The hurdles in administration include attempts to disrupt peace politically and socially, dishonest and cruel officers; officers who engage in misconduct with utter disregard to their responsibility, selfish officers who neglect the interest of people. Kautilya includes thieves, dacoits, murderers and tormentors of citizens also in their group. He suggests that to supervise this department three Pradeshtis (meaning Ministers or Amathyas) should be appointed, and that a judicial body should back them. He hopes that this system will help mitigate quickly the malpractice in administration; and corruption among officials and misconduct of the officers would effectively be curbed.

We should note that Somadeva-soori states that along with this “Krama” there should also be “Vikrama”. Kautilya too supports the same idea and has said that the essence of state administration is its penal code. The administration must have the responsibility to punish the guilty, whether he is a citizen or an officer of the Government. He suggests that along with Sannidhatta (An officer who remains close to the King and who always considers the welfare of the Kingdom or State), there should be an officer called Samahartha (Collector-General). He is similar to the present Revenue Secretary. The above said Pradeshti works as his Assistant. He is similar to the present Commissioner. Since they are expected to be distinguished by their honesty, courage, ability, direction, diligence and efficiency, the term “Vikrama” employed in the context comprehends all these qualities.

Kautilya remarks: “Like unto a cart with but one wheel cannot move on, the King without the assistance of others cannot rule the Kingdom”. He indicates that the King’s assistants should be designated as Amathya, Mantri or a Member of Mathriparishad. He further suggests that the number of members in the Council of Ministers (Mantriparishad) should be in accordance with necessity. While referring to the appointment of twelve, sixteen or twenty members by the earlier Kings, he feels that usually three to four Members would suffice. It is his opinion that with a limited number of officers, the administration will be smoother, better streamlined, clean and orderly; and that thereby the interests of the citizens would be achieved best.

Kautilya says that there should be one Superintendent (Head of Department) in each Department of Administration, assisted by clerks, scribes, storekeepers, additional spies, supervisors and temporary officers as heads. The prosperity of the Kingdom shall be their sole aim. He suggests that it is effective to bring five or six villages under one group, designated as a Unit, which shall be headed by an officer called Gopa, who is appointed by the King. A Gopa will be assisted by Sthanikas each of whom will look after the Janapada or a quarter of the above-mentioned Unit. Though the King appoints all of these officers, they do not come under the category of salaried staff, because, it is the villagers who select them and look after their financial requirements. An officer designated as Gramika is the head of each village in the Unit and he too is not a salaried employee.

This in fact is the concept of “Village State” (grama-rajya). It signifies the element of local self-Government at the village level, where villagers play the major political and administrative role. The administration by King is only in principle. The King is of course the nucleus of the State. But he does not have a direct, effective, or independent role to play in the administration. According to Kautilya, the King by himself is not the State; he is but one of the organs of the



State. Like a body having different organs working in unison, a State is also composed of many organs like the King, Minister, Nation, Treasury, Judiciary and army. The King being the main organ, his function is to deploy officers as other organs to function independently, properly and efficiently. Each organ is free to function effectively in its own administrative area; and care is taken that no other organ will interfere in its work. But either the King or the council of ministers shall monitor their activities and guide them work towards the progress of the entire country.

Financial self-sufficiency was given top most priority in the organized system of administration of that time. That is why all the professions, crafts and occupations (craft-guilds called *sreni*) were strictly controlled and supervised by the State. In such an administrative system, there was not much of variance between the Judiciary and the Executive. The role of local and intermediary bodies was significant in both. Though the main objective of the State was to maintain peaceful, disciplined and well regulated social order, the objective of prosperity and welfare was latent in it. Manu says that the King or the administrator should be well versed in the science of polity called; *Arthashastra* and that he should always be keen to enhance the natural and human resources of the State. According to him, the State's attention should be focused in agriculture; forests should be preserved, highways shall be well maintained, and safety of the citizens should be ensured; efforts should be made for utilizing waste-lands for agriculture; wild elephants should be captured, tamed and harnessed for public utility; proceeds from the mines should be increased (7,156), so that the coffers of the state are enriched.

The authors of the ancient and medieval law-books called *Smritis* suggest that in addition to the penal code, the country's defense, education of the citizens, religion of the masses, morality of individuals and groups, family, economy of the country and culture of the community shall also be included within the ambit of the duties of the King and the officers of State. Since administration touches each and every aspect of public life, every aspect of public life will become relevant to administration. Thus, honest, efficient and wise statesmen are of supreme importance in the administration which strives to achieve the all round welfare of the individuals, as well as the well being of society. Hence, Somadeva-soori observes:

*‘परमराजकं भुवनं न तु मूर्खो राजा।’*

It is better for the State to be without a King than to have a King one who is not prudent, discrete, farsighted and selfless.

In Kautilya's *Arthashastra* and in several *Smrti* texts, the King is not depicted as a man indulging in a luxury and wallowing in wealth. These texts lay down a tough daily routine for him. According to these works, life must be his incessantly work-oriented. No other officer of the State or a private citizen works as hard as he does. This concept of duty on the part of royalty vanished gradually, giving place to a concept that royalty is for the King's personal benefit and aggrandizement and for the benefit of his family members; and this thus altogether negated the sole purpose of *Artha-Shastra* which was the science of political, economic and material prosperity of the whole state. Consequently, the relevance of *Artha-Shastra* was lost to the succeeding generations. But the need of the present day is to recover this relevance, and realise that the ruler or the administrator as the first servant of the nation should be selfless, honest and efficient. With regard to Kautilya's *Artha-Shashtra*, the role of the spies in administration is considerable. He speaks of deploying spies at all the echelons of the State administration and this is held out as an undesirable prescription. We should not forget in this context that Kautilya lays greater emphasis on efficiency than on the moral code. The spies of Kautilya shouldered the responsibility of secretly finding the merits and demerits omissions and commissions, negotiations and strategies, of all the Officers, right from the Minister to the last official in administration, and recording these details for the benefit and guidance of the King. Kautilya thought that unless the Officers had this fear instilled in their heart, they would not perform their duties honestly and effectively. This observation of his is interesting.

“To ascertain the amount of money swallowed by an Officer out of the money that should



really go to the State Exchequer is as difficult as to ascertain the amount of water a fish swimming in water swallows". That is why every officer is subjected to the watchful eye of a spy, and this helps achieving efficiency in administration. We should not forget that the spies are also officers of the administration, although they constitute a separate cadre.

Whether such an administrative system of the medieval times was proper or not it is important to recognise that the different Artha – Shasthras held the interest of the state above the interest of a person, be he the king or Officer or a private citizen. In fact, the policy of any administration should also be the same. The interest of an individual is not entirely dependent on the interest of the State. The values for an individual are different from those for the State. This is true for economic pursuits, social activities sports, religious behaviour and power solicitation. They all differ from person to person. But the state should transcend these differences. Efforts of an individual may even be directed towards some spiritual benefit. But normally this can be of no interest to the State. But when the ideals of administration become progressive all the legitimate interests of the individual (even the spiritual) should necessarily be comprehended within the ambit of the State's administrative organisation. And in an enlightened State, administration should also work within an all-inclusive spiritual framework. This only means that the morality of the King and his officers should not be quite contrary to that of the common people. "Public Morality" and transparency in one's conduct as defined by Gandhiji are important in any administration worth its name. The financial restraints frequently observed by the common people should also be observed by the State. The State administrative machinery should take care to ensure that its structures and functions would not be felt as a burden by the common people.

It is the prevailing doctrine in the Artha-Shastra that good administration (surajya) is ensured only when the administrative machinery appreciates that the State is not there to serve the private interests of the Kings and his officers, but that the Kings and his officers are there to accomplish the welfare of people. An administration which only exploits and deceives people cannot be expected to establish a Surajya. In our Nyaya Shastra (Jurisprudence), there is a technical term 'Laghava Tarka', which means that if a work can be done with less effort, we should not resort to more effort. A work, which can be accomplished by some simple procedure, should not needlessly be complicated to entail a more elaborate one. Ten people should not be employed on a work, which can be done by one person. Not only will this involve unnecessary expenditure for the public exchequer but there will be a likelihood that the work would be spoiled or delayed. We can notice that this principle was adopted in our Artha-Shastra. Kautilya finds greater efficiency in a Council of Ministers consisting of only two or three Ministers, than in a Council of Ministers consisting of twelve to sixteen members, as for the practice in earlier days. The King or the administrative head should concentrate on the total quantum of work which needs to be done; the number of the officers should be only in due proportion with the requirement of the quantum. The principle should rather be "an officer for the job" and "not a job for the officer". The citizens pay the tax for the administrative set up in the mediaeval times. The payment of one sixth of their crop by the citizens is in consideration of the work to be done by the King for them, and it is not to be utilised for fostering the officers. The Artha-Shastra makes this point very clear. The Officers should not become burden to the people; their superfluous number and disproportionate expenditure on them would go against the 'Laghava-yukti' that is advocated in the Smriti texts and Artha-Shastra. The welfare activities would then be severely handicapped, and the deal of 'Surajya' is there by given up. There is a heavy encroachment on the State exchequer, without corresponding benefit to the people.

It can thus be seen that the ancient and medieval political acumen and administration wisdom can be a beacon light to a considerable extent for achieving an effective administration and for establishing the Surajya of our traditional ideology.

*Courtesy:*

Professor S. K. Ramachandra Rao



# Secretariat Reforms

The Secretariat consists of the Council of Ministers headed by the Chief Minister, the Secretaries to Government, and the staff. It functions as the nerve center of Government. The business of the Government is transacted in the Secretariat. It is here that all policies and programmes get formulated and executive ideas originate. It also provides overall supervision, guidance and leadership, to the field functionaries. The Secretariat services the Cabinet and sets the pattern for overall efficiency in every part of administration. The efficiency of the Government as a whole depends largely on the effectiveness of the Secretariat. Since the Secretariat has such a crucial and seminal role to play in the overall functioning of the Government, the Commission felt that it is necessary to deliberate and include recommendations on Secretariat reform in the interim report itself.

Therefore, briefly the important functions of the Secretariat are –

- Obtaining decisions on policy matters and enunciating policy decisions in clear language, so that the field functionaries can implement the decision of the Cabinet.
- Overall planning and finance.
- Legislative business.
- Personnel management policies.
- Legal advice.
- Coordination among administrative departments of Secretariat.
- Communication with the Centre and other State governments.
- Overall evaluation, supervision and control and coordination of the work being done by the field departments.

The Karnataka Government Secretariat is run on the basis of Secretariat Manual of Office Procedure. The first edition of the Secretariat Manual was issued in 1904. Consequent to the formation of the Karnataka State in 1956, the Manual of Office Procedure for Secretariat was brought out in 1958. This has been revised in 1967 and subsequently in 1985. Secretariat till today follows the Manual of 1985. The revisions of the Manual over time have been generally cosmetic, have not helped improve Secretariat efficiency and have not incorporated the changes in administration over time.

The Karnataka Government Secretariat functions under the over all administrative control of the Chief Secretary. The Chief Secretary is assisted by Secretaries heading various departments who work directly under his control and supervision. To assist the Chief Secretary in regular monitoring and supervision of departmental activities, there are Additional Chief Secretaries who monitor and supervise certain departments.

The staff structure in Secretariat is pyramidal in nature. A section is headed by a Section Officer, and generally comprises of one Senior Assistant, two Assistants, one Junior Assistant, one Typist and one Dalayath. Each Under Secretary is generally in charge of two sections. Each Deputy/Additional/Joint Secretary is generally in charge of two Under Secretaries and four sections.

The Secretariat today has a sanctioned strength of 4635 employees against which 3873 employees are working. This includes 610 employees working in the Chief Minister's Secretariat and Ministers' establishments. The largest employee component in the Secretariat comprises of 800 Group-D employees (peons, Attenders etc), 524 Assistants, 371 Section Officers, 347 Senior Assistants, 237 Junior Assistants, and 222 Stenographers.



Amongst the Government departments also, 79% the employees of Revenue Department 77% in Rural Development and Panchayat Raj Department, and 63% in Health and Family Welfare Department were happy in general with infrastructure facilities, while satisfaction levels were low in the departments of Education (42%) and Agriculture and Horticulture (44%).

The crucial factor in enhancing the employees motivational levels is training. 79.50% of all the employees felt that the training given to them on policies and procedures of the Government, inter-personal skills, computer skills were inadequate. 80% of the officers felt that their subordinates were very poor in inter-personal skills and attitude towards work. Since the employees motivational levels are low, this also contribute to the lack of work delegation by the superiors leading to further lowering motivational factors.

## **Reduction/Redeployment of staff**

82% of employees (officers and staff) agreed that the Government is currently over staffed. On being asked whether the Government should reduce its employees strength, 89% of the staff and 78% of the officers believed that this is necessary. The employees felt that the strength could be reduced particularly at the levels of Joint Secretaries/Secretaries and Group-D employees. The Secretaries felt that 50% of the employees strength could be reduced at the Assistants level. 77% of the staff members preferred the Voluntary Retirement Scheme and 23% suggested freezing of recruitment as preferred mechanism to reduce employees strength.

As part of this study, each employee was made to assess the quantum of work being done on an average in a day. There is no set parameter for the number of files that an employee can attend to in a day. It was felt that an employee should at least be able to see a minimum of 10 files a day. Therefore, the employees were asked to assess the number of files being attended to by them in a day in terms of less than 5, 5-10, 10-20 and 20 and above. Amongst the officers who responded to this question, 17 of them (Under Secretaries, Section Officers) were seeing less than 10 files a day. Amongst Assistants, 59 of them were seeing less than 10 files a day. The staff who work in Protocol, Receipts and Issues and Training Institute who would normally not have to see many files and therefore, their quantum of work cannot be assessed based on the number of files attended by them in a day. All such names have been deleted from the list. The Government has to seriously consider redeployment of these people who do not have adequate work at all.

## **Efficiency**

Employees at the staff and officers level were asked to write their inputs in the file in terms of quality on a scale of 1-5, one being low and 5 being high. The staff rated their input on an average 3.4 whereas the officers were rated at 3.9. Both these ratings are a major areas of concern as it shows there is not enough value addition is taking place as the file moves in a particular department. this is also validated by the Secretaries who stated that there was hardly any value addition to the files in the hierarchical chain.

Punctuality is a crucial factor which affects efficiency. The survey found that more than 20% of the employees arrive late to the office (at least by 30 minutes). On arrival, about another 30 minutes is spent on socializing and trivia. By the time the employees get down to work, it would already 11.00 AM.

Even though the Government has introduced the smart card system to monitor punctuality and attendance, this has not been effective for the following reasons: -

- 1) The data from the system is not monitored on a regular basis by the Secretaries or superiors.
- 2) Departmental heads themselves do not adhere to punctuality norms.
- 3) There is no consequence for not swiping the card since the manual attendance registers are still being maintained.



- 4) There is no consequences for not carrying the card.
- 5) More importantly, there are hardly any consequences / action taken against the employees who walk in late.
- 6) Even though Photo Identity Card is given, yet since this is not linked to the computer monitor at the access control point, cards are exchanged with impunity and friends happily swipe cards of their colleagues, who are expected to be late or even absent, to keep them in good terms.

It is also noticed that during the survey, the employees working in Vidhana Soudha would swipe their cards at MS Building readers at the correct time and would gradually reach their sections much later and vice versa. Until and unless this punctuality monitoring system is connected to the attendance data bases and it is also ensured that proxy swiping cannot take place, the punctuality monitoring system would not be successful.

61% of the employees favoured 5 days week and 66% of them were willing to work in new timings if offered, from 9-30 am to 6-00 PM.

## **Outsourcing**

More than 60% of the employees felt that the Government could outsource certain functions to the private sector. The following functions were recommended for outsourcing: -

- Recruitment of personnel.
- Building maintenance.
- Services of drivers.
- Services of Attenders.
- Services of Security personnel.
- Services of computer operators.
- Garden maintenance.

## **Corruption**

The response to this varied depending upon the department and the personnel. Some of the Secretaries felt that corruption is so strong that eliminating it would be an extremely difficult task.

However, overall the Secretaries gave the following reasons for corruption:

- Complicated policies and procedures.
- Lack of information sharing with the public.
- Lack of accountability and responsibility with the staff - this ensures that they delay activities for as long as they want.
- Attitudes of individuals.
- The current anti-corruption mechanisms of the Government (Lokayukta) have not been effective in checking corruption.
- Failure of the senior officers to check it.

On accountability and transparency, most of the Assistants stated that they were not clear about their roles and responsibilities and also not clear about the expectations from them by



their superiors. Both secretaries to government and Secretariat employees felt that not enough information was being shed with the public leading to lack of transparency. Both officers and staff felt that complicated rules and procedures within the Secretariat also led to lack of transparency.

On efficiency, 71% of the staff felt that they were effective in their roles whereas the officers felt that only 30% of the staff were effective. When asked to rate their input to a file on a scale of 1 to 5, Assistant level employees rated their input at 3.4 whereas officers rated their input as 3.9. These ratings are a major cause of concern since it indicates that there is not enough value addition to file as it moves in a particular department. 59% of the work done in the departments where the survey was conducted was found to be largely repetitive in nature comprising of memos, internal communications, repeated reminders etc. which had a negative impact on the efficiency levels of staff and officers. 66% of the employees also were in favour of merger of departments. The maximum openness to merger was from the Agriculture Department (83%), Revenue (73%) and HFW (68%).

Regarding outsourcing more than 60% of the employees felt that the government could outsource certain functions. Maintenance of buildings is the first task of the government which could be outsourced as per the employees opinion. Employees also felt that security services, maintenance of gardens, could be outsourced. Since they had not been given adequate training they felt that even data entry operators etc. should be taken from private agencies. A fairly large percentage of employees also felt that recruitment could also be outsourced instead of entrusting it to government agencies.

Motivation levels amongst the staff were found to be fairly low. Lack of hygiene factors like clean toilets, neat canteen, comfortable chairs and tables to work in, and infrastructure facilities (transport, inadequate seating space) were found to be major contributing factors to low levels of motivation among the employees. Another important area is the complete lack of a planned and established process of skill upgradation for the employees. The critical skill areas where the employees desired training inputs are in personality development, inter-personal communications, attitudinal change, work related training, and computer skills. Lack of adequate training in the above areas has been a major contribution to low efficiency as also lack of work delegation especially to the lower levels. In fact, more than 80% of the officers felt that the employees are poor in inter-personal skills, attitude towards work and work related knowledge.

Staff and officers were asked to give their views on the major causes for corruption. Their responses were to be given to an open-ended question. The following reasons were given for prevalence of corruption :-

- (a) complicated policies and procedures
- (b) lack of information sharing with the public
- (c) lack of accountability and responsibility with the staff
- (d) attitudes of individuals
- (e) lack of a regulated anti-corruption mechanism and the failure of Senior officials to check it.

Majority felt that reduction in government expenditure could be brought about by a reduction of staff size in the Secretariat. 89% of the staff and 78% officers believed that the government should reduce its employees strength. The staff felt that employee reduction should take place at the levels of secretaries and additional / joint secretaries as also group-D employees. The officers felt that reduction of employees should take place at the level of Assistants and group-D employees. Methods for reduction favoured were voluntary retirement scheme (77%) along with freezing of recruitment. (23%)



The employees' views as stated above have formed the basis for several of the forthcoming recommendations.

## File processing

While the Secretariat has expanded a great deal, its staff structure and methods of work have remained unchanged for many years. The Secretariat departments examine proposals received from the field departments on the following criteria: -

- (1) Proposals are examined with reference to the approved policy of the government and implication of such policy.
- (2) To verify the proposals in order of priorities and to coordinate the proposals in case of inter-departmental consultations.
- (3) To verify the proposals in terms of previous references, precedents, budgetary allocations.

The processing of the file on any or all the above parameters generally takes a long time. This is because of the levels of file processing, inadequate knowledge of the Assistants who undertake the initial scrutiny of the files. Files of such nature generally contain repetition of matter to an incredible degree. The contents of the departments' proposals are often reproduced several times in the noting section of the file before the decision is obtained. The file, therefore, generally gets bulky and tends to hamper the decision making process.

The levels of file movement within the Secretariat should also be reduced. Presently in cases of DO letters, they are directly received by the personal section of Deputy Secretary/Secretary and then move right down to the level of Assistant, who would then put up the file through the channel of Section Officer, Under Secretary, Deputy Secretary/Joint Secretary/Additional Secretary and then to the Secretary. This results in loss of valuable time and there is invariably not much value addition to the file except, beginning at the level of Under Secretary. For faster file movement and improved efficiency, it is imperative that the levels of file movement be reduced.

ADMINISTRATIVE DEPARTMENT Proposal through D.O. (1 <sup>st</sup> Stage)	DPAR ↓	ADMINISTRATIVE DEPARTMENT (2 <sup>nd</sup> Stage) ↓	FINANCE DEPARTMENT (FOR OPENION) ↓	ADMINISTRATIVE DEPARTMENT (3 <sup>rd</sup> Stage)
Secretary - 1 day Deputy Secretary - 1 day Under Secretary - 1/2 day Section Officer - 1 day Junior Assistant - 2 days ( for entering S.D. & giving case worker) Case Worker - 5 days Section Officer - 2 days Junior Assistant - 1 day Under Secretary - 2 days Section Officer - 1 day Junior Assistant - 1 day (mark to Dy.Secy.) Dy.Secy. - 2 days Secretary - 3 days	<b>Tappal Stage</b>  Secretary, DPAR - 1/2 day Jt.Secy.(DPAR-SR)-1/2 day Under Secy.(DPAR-SR)- 1/2 day Jr.Asst.(Diary Work)-1 day Case Worker-5 days Section Officer-2 days Under Secy.(SR)-2 days Jt.Secy.(DPAR-SR)-3 days Secretary (DPAR)-3 days Jt.Secy. (DPAR-SR)-1/2 day Under Secy. (SR)-1/2 day Junior Assistant-1/2 day Typing-1/2 day U.S.(SR) for signature-1/2 day	Under Secy.(Admn.D ept.)-1/2 day Section Officer-1/2 day Junior Assistant-1/2 day	U.S. (F.D. - Expdr.) - 1/2 day Section Officer - 1/2 day Junior Assistant - 1/2 day U.S.(FD-Services) - 1/2 day Section Officer - 1/2 day Junior Assistant - 1/2 day Case Worker - 5 days Section Officer - 2 days Under Secretary - 2 days Deputy Secretary - 2 days Secretary (Resources) - 3 days Deputy Secretary - 1/2 day Under Secretary - 1/2 day Junior Assistant - 1/2 day U.S., (F.D. -Expdr.) - 1/2 day Junior Assistant - 1/2 day Typing - 1/2 day U.S.(Expdr.) for sign. 1/2 day Jr.Asst.for issue - 1/2 day	Under Secy. - 1/2 day Section Officer - 1/2 day Junior Assistant - 1/2 day Case Worker for submission of draft - 5 days Section Officer - 2 days Under Secretary - 2 days Deputy Secretary - 3 days Secretary - 3 days <b>Return Journey</b> Deputy Secretary - 1/2 day Under Secretary - 1/2 day Section Officer - 1/2 day Junior Assistant - 1/2 day Typing - 1 day Multigraph Section - 2 days Jr.Asst. for issue - 1 day R&I Section - 1 day Genl.Depatch Sec. - 2 days



File movement in Secretariat is vertical, horizontal and trajectorial. Innumerable back references in the files make them move vertically up and down several times. Since opinion of Law/DPAR/Finance has to be obtained on several occasions, files move horizontally, trajectorially to several sections and in many cases such files get lost or result in excruciating delay in getting the final decision. Files are tossed between the administrative departments and referral departments at all conceivable levels. The fault generally lies with the administrative departments. This happens because of lack of delegation of adequate powers to the departmental Secretaries and inadequate interest of the Secretaries in Secretariat functioning.

If at all any file moves faster, it is only those cases where the Secretary takes personal interest. File chasing is a common practice in the Secretariat, involving innumerable phone calls to every desk through which the file has to traverse and if the file is of an urgent nature invariably deputing an official or two from the department to "follow" the file. There are many Heads of Department who informally nominate one or two people from their office to regularly "chase" Secretariat files, since they would be at the receiving end if they do not get their schemes approved on time.

Generally the back references on the Secretariat files are a result of the inability of the Secretariat staff to appreciate the technical aspects of proposals submitted by the field departments. There is also a widespread feeling among field departments that Secretariat staff do not appreciate the urgency of the proposals sent for clearance/approval. While there is definitely a need to have relevant Secretariat input on proposals from the field departments in the release of funds, on legal matters and certain service matters, it would be most appropriate if proposals of a technical nature sent by the field departments are expedited by the Secretariat since field departments are technically more competent.

In order to reduce the delay in scrutiny of proposals from the field departments it is suggested that a single file system should be adopted in the Secretariat from the Heads of department to Secretary. This single file system should exclude cases where –

- financial implications are involved, to examine whether sufficient budget provision is available or not,
- legal aspects,
- inter-departmental issues
- service matters,
- recruitment,
- new schemes.

Even in the above matters the matter could be processed in the field office and sent on single file to the Secretary. Depending on the nature of the matter and the Secretary's discretion the file could be cleared at the Secretary's level or sent down to the Deputy/ Under Secretary. The greatest advantage in this system is that it would dispense with the section [since the file need not be built up in the Secretariat] all the information as required from the field department would be available [time would not be wasted in back references] and speed up file movement.

In order to introduce single file system, Heads of Departments of the super-time scale should be designated as Ex-officio Secretaries / Special Secretaries to Government depending on their Seniority. Only such a Secretariat position would facilitate the single file system. Though DPAR (AR) had suggested such a procedure and issued an order sometime ago, there has been resistance to adopt this system by the Secretariat. There has been no follow up by the Administrative Reforms department also.

The single file system will bridge the knowledge gap in terms of procedure and subject matters in the field departments as well as in the Secretariat. In the Secretariat, it will build capacity in due course without extra effort and in a sustainable manner. The common complaint that



Secretariat officials do not have field knowledge would gradually reduce. At a time when we are talking of transparency and openness, there need not be any secrecy and every matter could be dealt on a single file between the Secretariat and the field department. A procedure has to be evolved to ensure that both field departments and the Secretariat have adequate information about the subject after the final decision is taken in the matter.

If the single file system is to be introduced in the Secretariat, then not only would this necessitate providing training to Section Officers/Under Secretaries, but also provide them with the check-lists in a specified format or a prescribed proforma to enable them to properly scrutinise the proposals. A head of department when submitting the proposal under the single file system would have to complete the check-list, which would contain the details of budget provision, cost effectiveness, procedure the government follows, any departmental or legal implications etc. Respective departments could work out final details. Such check-lists would also enable the Secretariat staff to understand the components of the particular programme/scheme before it is put up to the Secretary for approval and ensure that all these parameters have been met by the concerned Head of Department.

For files generated in the Secretariat an efficient method of disposal of files is level jumping. Though this is provided for in the Secretariat Manual of Office Procedure, yet it is rarely followed and file moves in the hierarchy of 5 levels from Assistant, Section Officer to Under Secretary to Deputy Secretary and Secretary, and if required, to the Minister. The procedure of level jumping has not been effectively implemented so far. Since the level jumping has not worked, what is now required is to reduce the levels themselves. Introduction of the Desk Officer system would be one method to bring in level jumping into the Secretariat.

A major organisational restructuring in the staffing and to reduce levels is the introduction of the Desk Officer system, which has already been tried in the Secretariat. From available records it is revealed that the Desk Officer system was introduced in 1977 and again revised in 1979. The Under Secretary as Desk Officer was to be assisted by an Assistant, a Stenographer, and a Junior Assistant. The Section Officer as a Desk Officer was to have an Assistant to support him. But by stating in the order of 1979, that "on the whole the discretion to give up the system, extend it or to introduce it afresh, as the case may be, is left to the Commissioners/ Secretaries concerned", the Government did not show any seriousness in the introduction of the Desk Officer system.

At present the Desk Officer system is under implementation in certain sections in some departments. The Departments of Commerce and Industries, Finance, Public Works, Irrigation and ITY are continuing the system in some sections of their departments, having both Under Secretaries and Section Officers working as desk officers. The Desk Officer system would convert the Secretariat into an officer-oriented system. It is reiterated that the Desk Officer system would be successful only if adequate support both in terms of personnel and equipment is provided to the Desk Officer. The section should be abolished which has too much of supporting staff in the cadre of Section Officer/Senior Assistant/Assistant/Junior Assistant. Section Officers can be appointed as Desk Officers and given all the powers of Desk Officer. The Desk Officer should be a separate, distinct post and should not just be another designation of the Section Officer. Either Government could consider promoting the Section Officer as Desk Officer in a separate scale of pay or given them sizeable special allowance which would give them motivation to work as Desk Officer.

Each desk, Executive Assistants would work not only as Steno/PA to the Desk Officer, but also combine functions of Assistant/Junior Assistant. Available Assistants should be suitably trained for the job and be re-categorised as Executive Assistants to Desk Officer.

The following are the recommendations

- Introduce single file system between Head of Department's and Secretariat
- Designate super time scale HOD's as ex-officio Special Secretaries to Government



## Pendency of Files

While delayering, introduction of desk officer system and delegation of powers would help in quick disposal of fresh files, yet unless a conscious effort is made, there would not be much progress made in the disposal of old and pending files. It is generally stated that file pendency in the Secretariat is due to service and court matters. But it is also due to lack of interest in file clearance at all levels by all concerned. Several times vested interests play a key role in holding up files, and sheer lack of accountability as far as file pendency is concerned is a crucial reason

### STATEMENT SHOWING THE DISPOSALS OF FILES AT SECRETARIAT DEPARTMENTS as on 31st October 2000

SL No.	Department	Balance at the end of the month	Stages of Pending files				Pending with Depts.		Central Govt.	Courts	Pending at Heads of Dept.	Balance files after outstanding W.Ps	% of files
			One year	Above 1 year	Above 2 year	Above 3 year	Adm. Sec. at Sect.	Other Sec. at Sect.					
0	1	2	3	4	5	6	7	8	9	10	11	12	13
1	Minor Irrigation	1654	1150	300	100	104	800	82	2	120	650	1534	1.29
2	Revenue	12062	8193	1517	1137	1215	7167	346	35	1066	3448	10996	4.50
3	Women & Child Welfare	1481	1156	148	142	35	201	53	8	139	1080	1342	5.36
4	Animal Husbandry & F.S.	1545	1028	347	101	69	950	139	25	144	287	1401	6.72
5	Social Welfare	2935	1728	800	254	153	940	106	25	431	1433	2504	6.95
6	Housing Department.	729	346	109	117	157	442	42	0	207	38	522	6.95
7	Commerce & Industries	3321	2081	636	301	303	1792	324	111	309	785	3012	7.29
8	Forest & Eco & Env.	4133	2840	695	340	258	1238	237	158	958	1542	3175	8.63
9	Major Irrigation	3257	2324	536	170	227	1169	104	22	225	1737	3032	9.76
10	Energy	678	512	125	29	12	491	29	6	94	58	584	11.11
11	Agriculture & Horticulture	2759	1853	421	218	267	1099	149	0	50	1461	2709	11.21
12	Education	11987	7305	3042	1027	613	4749	588	75	4884	1691	7103	11.35
13	Health & F.W.	4965	2775	1207	371	612	2268	430	101	342	1824	4623	11.40
14	Information Technology	415	297	60	40	18	382	12	0	0	21	415	11.51
15	Home & Transport	10065	5756	2008	1075	1226	3249	505	684	2615	3012	7450	11.83
16	RDPR	4396	3573	611	120	92	2438	171	31	661	1095	3735	13.00
17	Public Works	3570	2654	419	202	295	1555	232	55	773	955	2797	13.27
18	DPAR	9233	6124	1875	690	544	6723	842	205	329	1134	8904	13.39
19	Co-operation	2659	1732	411	313	203	960	111	21	575	992	2084	15.01
20	Food & Civil Supplies	943	457	204	131	151	694	59	0	0	190	943	15.20
21	Information, Tourism & Y S.	1024	694	269	34	27	527	73	18	49	357	975	15.22
22	Planning												
	IFS & S & T	1145	784	229	82	50	790	21	0	5	329	1140	15.49
23	Labour	2189	1621	318	152	98	1127	67	18	293	684	1896	18.38
24	Urban Development	3621	2429	743	257	192	1520	270	2	1052	777	2569	20.22
25	Parliamentary Affairs	435	304	110	17	4	260	146	0	0	29	435	21.76
26	Law	12783	6984	3277	1338	1184	2656	79	0	9346	702	3437	26.28
27	Kannada & Culture	429	326	54	41	8	240	46	26	117	0	312	33.62
28	Finance	1284	665	312	170	137	747	167	37	191	142	1093	37.04
29	Infrastructure	45	38	5	2	0	45	0	0	0	0	45	40.00
	GRAND TOTAL:	105742	67729	20788	8971	8254	47219	5430	1665	24975	26453	80767	12.29



for the present level of delays in file clearance. In the first place disciplinary action against Secretariat staff is rare, and disciplinary action for delay in file submission is generally never taken. So also is the case at higher levels. Again file clearance should not be construed to mean a mechanical perusal of the file, simply initialing and passing the file up or down in the hierarchy. There has to be a value addition, a positive contribution to the file so as to enable a considered decision to be taken, expeditiously.

There were a total of 1,05,742 files pending in the Secretariat as on October 2000. Of this, the largest pendency of 12,783 files was with Law Department. The second largest pendency of files is in Revenue Department, which had 12,062 files pending, and the Education Department with 11,987 files. In Law Department, of the 12,783 files pending, 2656 were pending in the administrative Secretariat, 9346 were pending in Courts. Also in Home & Transport Department, there were 10,065 files pending, out of which 3249 are pending with the administrative Secretariat, 684 with the Central Government, 2615 with Courts and 3012 with Heads of Departments.

24,975 files are shown as pending due to High Court cases.

"There has been no reconciliation of such files with the actual cases disposed of by the High Court. In recent years the Karnataka High Court has disposed off a very large number of pending cases. Most of the pending litigation relates to cases filed after 1998. The Secretariat departments however continue to show a large number of cases as pending relating to even before 1995. A large number of such cases have, in fact, been disposed off. There has been no attempt to interact with the Registrar, High Court to reconcile the figures. In most of the departments only some recent cases get attended to. In most other cases, there has been no action on the files for months together; such files routinely being shown as 'pending in High Court'. Each Secretary needs to ascertain the stage of each case, and record the next date of hearing. If this exercise is done, and the information documented, using the software already developed, the number of actual pending cases may come down by as much as 60-70%.

To speed up action in High Court matters, a fairly large number of 'legal cells' have been created to serve the Secretariat departments. Unfortunately, in actual practice the legal cells have been reduced to giving advice on whether an appeal is called for in respect of orders of the High Court received by them. The legal cells do not handle 'active cases' at all. The entire purpose of setting up the legal cells has therefore been defeated. They are at present only performing the function which the Law Department was earlier doing, and have not served either to improve the quality of responses to petitions filed, or to support the departments in interacting with the Government Advocates to help in defending the Government. There are twelve legal cells functioning now. It would be better if the number of legal cells are reduced. Also the legal cells should be able to monitor the stage of cases in the Courts and ensure that the pendency of cases is reduced.

There is no reason why old matters and old files should be kept pending. In many cases, the situation has changed so radically that no decision is at all required and several old files can be closed. To have immediate visible impact, Secretaries should be made responsible for taking final decisions on all files pending with them for over a year. This will include files referred to other departments. In such cases, Secretaries must interact with the concerned departments and obtain their views so that final decisions can be taken. In respect of High Court matters also, on each pending file Secretary must record the next date of hearing, ensure Para-wise remarks have been filed in the Court and interact with the Government advocates regularly. Unless file disposal is taken up in a campaign mode the impact will be marginal and Secretaries will end up saying they are so busy (attending meetings) they cannot attend to such routine matters as file disposal.

Chasing of files in the Secretariat by the general public in connection with their grievances is one of the major causes of corruption in the Secretariat. It is, therefore, necessary that apart from introducing level jumping and the Desk Officer system, time limits must be framed for the disposal of files and unless the file pertains to matters pending in court or service matters, it



must be disposed of within a matter of 2-4 weeks. Time limits for file disposal have also to be fixed for the Ministers too. If the Minister holds onto a file nothing can be done by the Secretary of the Department and vice-versa. Only then would the general public be able to get their grievances redressed within reasonable time, proposals of the field departments cleared expeditiously and Government appear to be serious about it's work.

Therefore to reduce file pendency the following is recommended

- A time limit must be fixed for file disposal at all levels
- To clear present pendency of files, a file clearance week be declared
- Secretaries must devote one day in a week for file clearance
- The Cabinet must review file pendency once a month, including files pending in Minister's offices
- Delegated powers must be exercised, this would reduce unnecessary movement of files
- Prompt disciplinary action must be taken for delays in file movement
- Amend the Manual of Office Procedure where presently the file is permitted to be at each level for five days.
- \* Legal cells to monitor cases and reduce pendency of cases in Courts.

## **Reduction in Meetings**

Secretaries like to imagine that they are performing an important task of governance by conducting meetings. Many secretaries spend many days moving in and out of meetings. In many cases they come unprepared, the meetings have no definite agendas, and decisions either do not get taken or could have been taken either by speaking to the concerned officer on the telephone or by spending an extra ten minutes on understanding the issue placed on file. The KDP/MMR meetings have also ceased to serve much purpose, and the review is very often repetitive and routine. What is worse is that each time the Secretary convenes a meeting; the HoD as well as his subordinate officers invariably end up spending a lot of time in attending the meeting. Often the departmental officers have to wait needlessly because the "saheb" is busy at another meeting. There is lack of clarity on the review that should be done by the HoD: The Secretary has usurped the HoD's role in many cases. However, secretaries very rarely do an internal review of matters pending in their Secretariat, perhaps because it is more mundane and not interesting enough. Few secretaries are aware of how many sections they have, where they are located, and what files are pending and since when.

Meetings when absolutely required must be held with a specified purpose and with a specified agenda. They should ordinarily last not more than one hour. Several matters to be discussed with HoDs can be kept together so that the Head of the Department does not have to come frequently. All meetings should be held only on two days a week. The remaining days should be focused on file disposal and on other Secretariat matters. Secretaries should spend one full day on reviewing files pending within the Secretariat taking up one or two sections each week and record their decisions on files then and there.

- There should be a specific day fixed for meetings
- Meetings should be called for only with a specific agenda
- Secretaries must compulsorily take internal review meetings of the Secretariat once a month
- Less meetings would give more time to the Secretaries and the Heads of Department to tour and make field inspections



## **Rationalisation of Secretariat Departments**

An efficient and effective Secretariat would necessarily mean that the size of the Secretariat be limited to the needs of the administration. A reduction in the hierarchical levels and introduction of desk officer system would bring in rationalisation at the lower levels. But unless the number of departments in the Secretariat is reduced, it would not be possible to reduce the overall strength of the Secretariat. Though the work in the Government has increased, the expansion in the number of departments is not strictly in proportion to the growth of responsibilities assumed in a welfare State.

The size of the Council of Ministers itself should be compact and limited to the needs of administration. Departments have been created over the years to support/justify the Cabinet Ministers and Ministers of State with independent charge and also provide places for posting for several officers. Therefore, any effort in the rationalisation of departments will not succeed or have any impact till the Cabinet is right sized.

In 1967, there were 13 Secretariat departments and 59 field departments, which have increased to 28 Secretariat departments today as per the Transaction of Business Rules of the State Government. But if the definition of a department is taken to be a department, which is headed by a secretary, then the number of departments as on today would be 39. While the different functions of the Government and liberalisation have necessitated the need to create some new departments such as that of Environment, Information Technology, and to balance gender, that of the Department of Women and Child Development, yet there has been needless bifurcation of certain departments which has not served the Government any useful developmental purpose. Another reason for the proliferation of departments is the insistence of the Government of India to set up an administrative apparatus, on the similar pattern, as prevalent in Government of India. Sometimes departments have been bifurcated on the premise that having an independent department would ensure greater focus and attention to the policies of that department, but unless there is a fundamental change in the way Secretariat works this would not really happen.

The bifurcation of several departments and creation of new departments has resulted in: -

- excessive creation of posts in the departments especially at the higher levels.
- Law and Parliamentary Affairs prior to bifurcation had 4 Additional Secretaries, which has increased to 7 after bifurcation.
- 14 departments in the Secretariat – Agriculture, Medical, Health, Urban Development, Forests, Irrigation, DPAR, Revenue, Commerce & Industries, Finance, Education, Home and Transport, Law and Parliamentary Affairs all have two to three Secretaries.
- In Rural Development & Panchayat Raj Department, 7 Under Secretary level officers in 1992 have increased to 17 today. Section Officers have also increased from 11 to 18 during the same period.
- Planning Department has substantially increased the Under Secretary level officers from 16 to 29 from 1992 to 2000.

A proliferation of departments has also led to overlapping of work, schemes, waste of resources, and confusion in the administration. Take the case of the grant of scholarships. Earlier, only the Education and Social Welfare Departments were handling this subject. Today, Education, Social Welfare, Department of Women & Child Development, Department of Backward Classes, and Department of Minorities – all grant scholarships/grant-in-aid to children and the amounts are similar. The public perception is that there is rampant corruption in the administration of these scholarships.

The creation of separate departments has also resulted in the creation of separate cadres. And in most cases, small departmental cadres develop pressure for more positions and higher posts



leading to undue expansion of the department, higher expenditure and red-tapism.

Some of the new departments deal mostly with a few sections of activities, which fell previously within the purview of a former Department, like the Department of Medical Education created out of Health & Family Welfare Department, or Horticulture from Agriculture Department

In some of the departments, which have more than one Secretary, there is no clear delegation of powers. The manner in which the powers are to be delegated is left to the discretion of the Senior Secretary amongst the Secretaries. As a result in some Departments, the presence of another Secretary instead of helping to expedite the work has created another level through which files have to move. In only three departments, Agriculture and Horticulture and Commerce & Industries Department and Health and Family Welfare and Medical Education, do the Secretaries have independent areas of work. In the departments of Urban Development, Home and Transport, Irrigation, Education and Revenue, while each of the secretaries independently attend to certain work, yet service matters, cabinet papers, and other files pertaining to policy have to be routed through the Senior Secretary. Government should therefore issue clear orders on the delegation of powers between the two Secretaries and not leave it to the discretion of the Senior Secretary.

Also when it comes to giving a reply to a question on the same subject before the Legislature, if the question pertains to a girl child who is from the Scheduled Caste, the question gets tossed between the Department of Education, Social Welfare and Women & Child Development, before some department decides to take responsibility and furnish a reply.

Therefore the Commission recommends that the following Departments be merged:

- Medical Education with Health
- Horticulture with Agriculture
- Planning with Institutional Finance
- Legislative Assembly and Council Secretariats into a common Secretariat
- Reduction of one post of Secretary each in Finance, Revenue, Health and Medical Education, Forest, Ecology & Environment, Urban Development and Irrigation.
- Clear delegation of work and powers in the departments where there is more than one Secretary so that each functions independently.

## **Delegation of powers**

There has been a significant increase in the size of the Secretariat, brought about by the growing volume of work that is being transacted in the Secretariat. While the increase in the work load has generally been met by a commensurate expansion of staff, there has not been any attempt to question whether the additional work that is being taken over by the Secretariat properly belongs to it and could not be better entrusted to the heads of departments.

Every Secretariat Department should make a conscious effort to transfer such executive functions to the heads of departments under it. It is only then that the Secretariat can concentrate on its legitimate function of exercising general supervision over execution. Such rationalisation in the delegation of powers would ensure that the Secretariat remains a small and compact body capable of prompt action by confining itself to staff functions and general direction.

There should also be uniformity in the powers delegated to the heads of departments. In several departments powers have been delegated to the head of department in respect of a single matter and similar powers have been delegated in varying limits to different heads of departments of more or less equal status. While there may be special needs for certain departments, yet uniformity in the powers delegated to all heads of departments would ensure that there is less confusion between heads of departments.



It is also essential that delegation of powers is made effective at all levels and the delegated powers are fully exercised. The present tendency among heads of departments to make references to the Secretariat, and of Deputy Secretaries and Under Secretaries to put up every file to the Secretary, even where powers have already been delegated to them should be actively discouraged. This tendency to play safe in the use of such powers would hamper administration and negate the main purpose of delegation of powers. Action should be taken by the secretaries against those heads of departments and other officers in the department who do not exercise powers delegated to them.

Delegation of powers should also be made between the Heads of Departments and District Level Officers. While reviewing such powers, special attention should be given to the needs of large departments like Education, Health and Police where the personnel working in the field are in large number. Suitable delegation of powers would reduce to a great extent the number of sanctions that are to be received by the heads of departments from the government and consequently from the heads of departments to district level officers. This would ensure speedier implementation of Government programmes.

Another important reason for delay in decision-making at the Secretariat level is the time taken in the process of inter-departmental consultations. Several proposals of the field departments, after scrutiny by the administrative departments in the Secretariat, are referred to other departments like Planning, Finance, and Law and in service matters and recruitments, to the DPAR for their opinion/concurrence. In each of these departments, the scrutiny of these proposals is at the lowest level i.e. case workers and they move up to the level of secretary to government before the views of other departments are communicated to the administrative department and this would be in instances where no observations / queries are made. If any department raises a query on the administrative departments proposal, this file goes in a spin resulting in several back references to the field departments. Thus there are numerous examples in the Secretariat where proposals would be under scrutiny for several months and sometimes even years.

On an average a file where inter-departmental consultation is required takes about four months. In the first stage it takes a month in the administrative department, another one month in DPAR for concurrence, returns to administrative department and is processed there for another couple of days. The file then proceeds to Finance Department for concurrence and is delayed by another month. From here it is sent back to the administrative department for issue of the order, which requires another one month. This is the average time taken for a file, which requires the Secretary's approval at certain stages. In this case, the file has not been delayed at any stage, it was constantly on the move. The multifarious levels of file processing and inadequate delegation of powers are responsible for such delays in file processing.

The present system of inter-departmental consultation is thus counter-productive and needs to be revised. For certain departments, committees have been set up either headed by the administrative or Finance Secretaries which include officials of the Planning Department, to clear and sanction new schemes. Yet even after approvals have been accorded in the above committee files have to be sent again to Finance department. If in the constitution of the above Committee, the order specifically states that the decisions of these committees are deemed to have been taken with the concurrence of both Finance and Planning then the files need not have to send back to those Departments. Also Committees headed by the Secretary of the Administrative Department with the Head of Department as the Member-Convener and officers of the Planning and Finance Departments as Members should be constituted for all departments where all plan schemes are to be discussed and approval accorded. If a service matter is involved then DPAR should also be a member. This would help reduce the delays in inter-departmental consultations and also bring in transparency in the Secretariat functioning. Also it gives an opportunity to head of department to explain the proposal that is under discussion to both Finance and Planning Departments in case they have any questions. It would also enable the Heads of Department to appreciate the government perspective in the formulation of departmental programmes.



More importantly it is necessary for delegation of powers within departments to have a more efficient Secretariat and speeding up decision making processes. Section Officers as Desk Officers and Under Secretaries must be delegated more powers so that routine administrative matters can be dealt with them at their level and need not go to the level of Secretary. Inter-departmental delegation of powers would mean giving departmental secretaries more financial and administrative powers.

While a Secretary has to send files to the Finance Department for concurrence on several developmental schemes, he would also have to send several files pertaining to personnel matters of employees' viz. medical reimbursement/HBA/MCA etc. Once the policy has been approved by the Government and when a sanction is to be made according to parameters as laid down in the policy, there is no need for the secretary to again send files to the Finance Department.

The delegation of powers is placed entirely on the trust placed on officers at all levels. This system is based on implicit encouragement to accept responsibility. Disciplinary action should be taken against such officers who shirk their delegated responsibility.

The following are the recommendations –

- Greater delegation of administrative, financial powers between Secretary and Heads of Departments
- Greater inter-department delegation of powers between Secretaries and Deputy Secretaries and Under Secretaries to Government.
- Constitution of inter-departmental committees headed by administrative secretary for each department.
- Constitution of committee to sanction plan schemes under Finance Secretary for each department. Government Order should be specific that powers are deemed to be vested with this Committee for clearances of all plan schemes.
- Greater delegation of powers between Finance Department and other Secretariat departments.

## **Revision of the Office Manual**

The pendency of the paper work is a major problem in the Secretariat. The Secretariat Manual of Office Procedure Para 67 on spotlighting delays states that “dealing hands should dispose of all receipts/files within 5 days of their receipt and officers at all levels should attend to the cases submitted to them similarly.” If in the Manual itself it has been prescribed that at each level a paper can be kept for 5 days, and there are 5 levels for the file movement, one can only conjure that it would take 25 days for a single paper to move. This situation is when all the officials at all levels are available, not on leave or busy in meetings or on tour.

The greatest defect in the Manual of Office Procedure is that no time limits have been set anywhere in the Manual, either for distribution and diarising of tappal, and the actual movement of files. This has led to certain categories of employees exploiting the situation and unnecessarily delaying work. Since no time frames are indicated, this also hampers the conduct of disciplinary enquires against the staff, especially those belonging to the clerical cadres.

Para 67 on spotlighting of delays in the Manual states that if the dealing hands do not attend to their receipts within five days of their receipt, then “the concerned official/officer will be required to explain his failure to do so to the next higher authority”. But the manual does not suggest any action for such dereliction of duty.

The following paras of the Manual need to undergo a revision:

Once the Desk Officer system is introduced, the sections would get abolished and this would involve thorough revision of the Manual. Levels for diarising, receipt, registration, arrangement and maintenance of files would all have to undergo a revision.



The procedure of inspection as envisaged in the Manual is now purely cosmetic. Inspection is largely done by means of a prescribed proforma, which is invariably filled up by the personal staff of the officers. Personal inspection of the sections has not been made mandatory. This needs to be revised.

Para-279 of the Manual is on divulging information and unauthorized use of official documents: - "Members of the Secretariat establishment must remember that they are subject to the provisions of the Indian Officials Secrets Act, 1923, and the Karnataka Civil Services (Conduct) Rules, 1966 and are precluded from divulging to outsiders or to other Government servants any information whether expressly marked confidential or not, that may come to their knowledge in their official capacity. Their attention is particularly invited to Rule 12 of the Karnataka Civil Services (Conduct) Rules, 1966".

After the Government has introduced the Right to Information Act, this provision in the Manual is not in consonance with the provisions of the Act. Therefore, this provision needs to be revised to provide flexibility for the officers to divulge information to the general public as per the provisions of the Act.

Para 293 of the Manual stipulates that the Accepting Authority of Annual Confidential Report (ACR) for the Section Officers is the Minister in charge of the department, where the Section Officer is working. So also is the case with the Under Secretaries. It is suggested that this provision be revised so that the Accepting Authority for both the Section Officers and Under Secretaries could be the Secretary in the department where they are working or the Additional Chief Secretary to the Government.

Para 270 of the Manual prescribes how discipline and attendance is to be maintained in the Secretariat. It prescribes that an attendance register to be kept by every Section Officer, the number of officials who are to sign in the attendance register etc. With the introduction of computerized punctuality monitoring system, such a practice of maintaining attendance register must be dispensed with. If this continues to be maintained, it only leads to duplication and the computerized punctuality monitoring system would not really serve its purpose.

There are also detailed procedural guidelines on the use of the typing pool, multigraph, telex etc. These have all fallen into disuse today.

The Manual should incorporate the procedure of working under an officer oriented system, how computers can be effectively used, and be able to pinpoint responsibility on officials for dereliction of duty.

Therefore, the Manual needs to be revised on the following lines -

- Incorporate efficient management and secretarial practices to professionalise the Secretariat functioning.
- The entire orientation of the Manual should be towards an officer oriented functioning of the Secretariat.
- Specify a time frame for file processing for all levels.
- Delete all references to the use of typewriters, typing pools and Typists.
- Incorporate how Information Technology can be utilized in the Secretariat, especially for sending meeting notices, tracking file movements and keeping a record of all circulars/ orders issued by the Government
- Amend Para 279 to bring it in conformity with the Right to Information Act
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- Amend Para 270 pertaining to maintenance of attendance registers, which becomes redundant after the introduction of the computerized punctuality monitoring system.

## Human Resource Development

The Secretariat employees lack exposure to departmental activities. They suffer complete lack of relevant and suitable training programmes and also insensitiveness by the DPAR to proper career placement of the Secretariat employees. The fast changing requirements of the field departments functioning have not been internalised in the Secretariat.

Training imparted by the Secretariat Training Institute to say the least is extremely outdated, uninteresting and serves more to demotivate the staff rather than motivate them. Invariably the officer in charge of this Institute do not have aptitude for training. Instead of running such an institute, it would be appropriate if the government identifies certain good training centers who have the trained personnel for such tasks, jointly work out a syllabus which would be useful for employees. Training to Secretariat employees should not only include imparting them knowledge about Secretariat rules and procedures, but must include field visits to see the implementation of major schemes of some departments. Training must be given to all personnel staff in the Secretariat on better secretarial practices.

Of the 280 working days in a year, the Secretariat training institute is not permitted to conduct any training during assembly sessions. Normally assembly sessions last for 100 days. Therefore, only 180 days are used for conducting various programmes. During 1998-99, 26 courses were conducted and 788 officials were trained. During 1999-2000 28 courses were conducted and 918 officials were trained. As per the feedback received by the Secretariat training institute from the participants, there is a need to

- (a) increase the duration of training
- (b) have better resource persons as guest faculty
- (c) give practical training on computers
- (d) improve infrastructure in the institute basically seating, sound proof lecture hall etc.

A large part of the budget provided for this institute is utilised only towards salaries. In 1997-98, Rs.7.61 lakhs was used for salaries and Rs.1.39 lakhs for training purposes. In 1998-99, Rs.9.86 lakhs was utilised for salaries and Rs.1.46 lakhs for training. In 1999-2000, Rs.12.34 lakhs was used for salary and Rs.2.43 lakhs for training. The figures speak for themselves regarding the expenditure that is being incurred on actual training for the employees. It would therefore be in the best interests of the Secretariat employees that the training be outsourced.

As is done for the All India Service Officers, there should be regular induction, mid-career training for all the Secretariat staff. In the mid-career programme, there should be horizontal and vertical training so that in each of these trainings segments, the Secretariat officials would have the opportunity to interact not only with their immediate colleagues but also with their seniors across ranks in the Secretariat. The training should be so scheduled so that every Secretariat employee compulsorily attends a training programme at least once in three years. The DPAR must bring out at the beginning of every year a calendar of training programmes for all Secretariat employees and ensure that it is communicated to all of them. While giving opportunity to those employees who wish to obtain specialized training, this would enable the employees to opt for training within or outside of the State at a suitable time convenient to them and their families. Overall training should be perceived as an enjoyable, educational, learning experience which would motivate the staff to work better, and not as a boring activity to be avoided, as is the norm today.

To strengthen HRD in the Secretariat, the following actions have to be taken

- Training at all levels for all Secretariat staff to be made compulsory.
- Every employee to be slotted for a refresher course compulsorily once in 3 years.



- Training should be in vertical horizontal batches.
- DPAR must identify good training institutions within State and outside and have regular tie-up with them.
- An annual calendar of training programmes to be prepared and widely circulated.
- The Secretariat Training Institute under DPAR to be abolished.
- Computer training to be made compulsory for all the staff.
- Adequate budget provision be made for training

## **Information Technology and Automation in Secretariat**

Automation and the effective use of Information Technology would lead to a reduction in paper work. A local area network in the Secretariat should be utilized to send meeting notices along with accompanied agenda notes (especially KDP meetings where the meeting notes are bulky.) Each secretary could then print out only what is relevant to his/her department. Casual leave applications could be sent on the LAN and sanctioned. Periodical reports from the districts and other field offices should be sent by e-mail. The Commission was also surprised to learn that DPAR Accounts, which handles pay and related matters of the entire Secretariat, including that of the Ministers' establishment, was not computerized. There is not a single computer in these sections. Ledger entries are made manually, and at the end of the month taken to Directorate of IT and fed into the computer. This is only duplication of work. This is one area in the Secretariat, which should be fully automated and computerized.

Even though an internal LAN was set up for the Finance department, yet this is not being used for the reasons that the offices of the finance department are scattered over various buildings in the Secretariat.

The work carried out by the Revenue Department in the use of file tracking software in their Department is noteworthy of emulation by the Secretariat Departments. Apart from this Government should have only electronic movement of files. The Desk Officer system would facilitate this, of course with suitable training to all the officers and officials. Government could engage the services of professionals to develop such software or customize existing software for this purpose.

Government should also issue clear directions regarding which Department is responsible for implementation of computerization in the Secretariat. Should it be the IT Department or the DPAR {AR}? Committees headed by the administrative Secretaries have been set up, but these are only for procurement of hardware. Unless common software is used in respect of file tracking and file movement, the setting up of a LAN would not be useful and Departments would not be able to share files.

There is a phenomenal use of paper in the Secretariat. Paper work must be reduced in the Secretariat and in other government offices too to bring in greater transparency and reduce delays. Streamlining file movement, reducing the number of monthly, quarterly, half-yearly returns, can bring about this reduction in paper work. Review of various forms to reduce information that is required whether from the public or internally to the minimum and above all, use of information technology at all levels in the Secretariat is necessary.

Therefore for the effective use of IT and automation in the Secretariat, Government should

- Give responsibility for computerization of Secretariat to a single Department
- Immediately set up the LAN for the Secretariat
- Use common software for file tracking and file movement



- Completely computerize areas dealing with accounts, grievance redressal, reception, pensions
- Build up a database of the civil service
- Disciplinary matters, property returns
- Legislature Secretariat to have database of all questions asked, answered so that same questions need not be repeatedly asked.
- Each department Secretary should review all periodical returns and reexamine whether their periodicity could be made longer or even whether the returns could be made simpler. If a monthly return is converted into a quarterly return, it would reduce paper work by two-thirds.

## Office modernisation

Presently, most of the government offices have a number of individual rooms which are occupied by employees on account of their position of prestige or sometimes because the work demands higher level of concentration or their work is confidential in nature. This concept of private rooms is changing and the image of prestige and status of separate rooms has also to be abandoned because this hinders close supervision of subordinate staff. Accordingly office space should be so designed so that all the staff are able to sit in a common hall. For limited privacy modular lintel level partitions can be provided. Adequate lighting, ventilation, proper acoustics are a must for good office. Mobile racks should be used for storing files in the section. Mobility permits easy cleaning of the offices. The Personal Assistants need not be given a separate rooms but should be placed in foyers outside the officers chambers while Secretaries to Government may be given individual rooms, yet here too flexible partition should be provided so that it permits changes in office spaces as and when required.

Office décor is very important for providing a pleasing working environment. Most of the government offices lack in these areas. Better quality-coordinated furniture should be provided with potted plants, wall clocks, curtains etc. If the government finds it expensive to provide the above amenities to all the offices at a time, it would be worthwhile to pick up one Secretariat department in the government and restructure and reorganize the department on the lines mentioned above and judge improvements in the performance and motivation levels of the employees.

The KGS functions from the Vidhana Soudha, MS Building and also from VV Towers. Secretariat departments in the government notably DPAR and Finance Department are scattered not only within the department, but also from one building to another. A detailed statement is placed at ANNEXURE (Page 135). This inhibits supervision by the concerned department secretary and leads to a lot of delay in file movements. It also leads to loss and misplacement of files at certain times. As part of office reorganisation and administrative reforms, it would be better if government embark upon an exercise and locate all the Section Officers of a concerned department within one building only and where the offices are scattered amongst several floors in a particular building, bring them together on consecutive floors.

Everyday one observes large number of Secretariat employees shuttling to and fro, from the Multi Storeyed Buildings to Vidhana Soudha. Come rain or shine, these employees would be moving around carrying large volumes of files and also spending a lot of time at the intersections trying to cross the road. In addition, there would be several other officers who would also be shuttling back and forth between the two buildings, but in their office vehicles. A proposal was earlier made for an underground passageway between the multistoreyed buildings and the Vidhana Soudha to reduce inconvenience caused by this type of movement. The Government is now planning to construct another Vidhana Soudha and it is learnt that this building would have an underground passageway to the existing Vidhana Soudha. The Commission reiterates that Government should seriously consider the matter and have a connecting passage way between all the three buildings.



It is recommended that –

- Offices should be so designed so that all the staff are able to sit in a common hall.
- Adequate lighting, ventilation, proper acoustics should be provided.
- Introduction of modular design blocks for offices.
- Introduction of mobile racks.
- Better quality coordinated furniture with potted plants, wall clocks, curtains to be provided to the offices.
- As far as possible, all the Sections of the same department should be made located in consecutive rooms or in the same floors.
- A passage way between MS Building and Vidhana Soudha to facilitate quick and safe movement.

## **DPAR & Finance Departments**

The largest departments in the Secretariat today are the DPAR and Finance Department. There must be greater delegation of powers between these Departments and other Secretariat departments. Since the manner of functioning and powers exercised by these two departments has significant impact on the functioning of the other departments of the Secretariat, the Commission felt it necessary to study in detail the working of these two departments.

### **DPAR**

The DPAR in 1999-2000 was split into two departments viz. DPAR and DPAR (AR), both headed by individual secretaries who report to the ACS and work under the overall control of Chief Secretary. The DPAR has staff strength of 891 out of the total Secretariat strength of 4,635. Secretary DPAR has under him 6 officers – one Joint Secretary and 5 Deputy Secretaries. DPAR gives opinion on service rules matters to all Secretariat departments, is responsible for daily maintenance of the Secretariat and supply of equipments and furnitures to Secretariat Departments etc., protocol and service matters of AIS, KAS, Heads of Departments and High Court Judges, all the accounts pertaining to pay and allowances of the Secretariat employees and service matters of all Secretariat staff is also handled by the DPAR.

There is also a Special Officer in the rank of Deputy Secretary who is responsible for recruitment of Stenographers/Typists for the entire State. This recruitment is need-based. Therefore, for the better part of the year the Special Officer and his staff do not have any work. This Special officer has under him a total staff of 14. It would be most economical if this particular recruitment cell is wound up and work entrusted to KPSC. All the staff could be more purposefully employed in other departments of the Secretariat.

The DPAR (Executive) is headed by a Deputy Secretary with 2 Under Secretaries. They employ 222 sanitary workers/sweepers and watchmen, 36 lift operators, one clock mechanic, one carpenter, two senior health inspectors amongst other supporting staff. The detailed working strength of DPAR (Executive) is at ANNEXURE (Page 136). Presently when these services are available at competitive rates in the market, there is no need to fill up posts of clock mechanic or carpenter when they superannuate. Though the sweepers, sanitary workers and watchmen are expected to work in shift basis and report for duty before 9-00 AM on a working day, it invariably does not happen. Cleaning common toilets in the Secretariat, which is to be done 3-4 times a day, is generally done only once in morning. For the rest of the day, sanitary workers and sweepers do not have any work at all. These services urgently need to be privatised. The existing sanitary workers/sweepers could be more usefully deployed in Bangalore Mahanagara Palike.

Therefore, the DPAR has a coordinating and house-keeping role for the Secretariat. Several of the functions of the DPAR mainly accounts and maintenance of individual files or personal



matters of the employees could be done more effectively and efficiently and with less staff if the relevant sections, especially accounts and administration were to be computerized and if certain house keeping services of the DPAR were to be outsourced, it would further rationalize the staff in DPAR.

## **DPAR (AR)**

The Secretary, DPAR (AR) basically looks after administrative reforms in the State including modernization of offices, reduction of staff in the government, work study, inspection of all departments and field offices, political pensions, public grievances and also the Secretariat Training Institutes. The detailed staffing pattern of the office of the DPAR (AR) is given at Annexure (Page 134). Ironically, there are 2 under secretaries, but no work-study is being done as none of the staff posted here have any experience/training in the conduct of work-study.

A Deputy Secretary heads Public Grievances Cell, which is situated in VV Towers and he has under him 2 under secretaries and 7 Section Officers. From 1-4-1998 to 31-3-1999 22,851 petitions were received and 22,441 were 'disposed'. So also from 1-4-1999 to 31-3-2000 there were 22,240 petitions received and 21,849 treated as 'disposed'. After the petition is received and once it is referred to Heads of Departments/Secretariat Departments, petition is treated as 'disposed'. May be such type of disposal satisfies the Public Grievances Cell but this will definitely not satisfy the general public. While there is pressing need to have an efficient grievances redressal system, such type of Public Grievances Cell only further compounds the problems by such mechanical disposals of grievances. Primarily, the Public Grievances Cell must be completely computerized and comprise of staff well trained to work on computers. The number of sections have to be reduced to one section and all the other staff redeployed elsewhere. It would also better if Public Grievances Cell function from the same building where the Secretary functions, rather than from the different building.

Similar is the case of political pension unit. Two sections and an Under Secretary to process political pensions is a waste of human resources. If this unit too is fully computerized, one Under Secretary with some supporting staff can more efficiently handle few cases that are still to be processed.

## **Finance Department**

The Finance Department is the second largest department in the Secretariat and responsible for revenue collection, expenditure and economy in the government. It would be in the fitness of the things if pruning down of Secretariat departments begins with the Finance Department. Today there are 4 Secretaries in Finance Department, one Principal Secretary and 3 Secretaries to Government. They are Secretary (Resources), Secretary (Expenditure) and Secretary (Plan Monitoring Unit). Prior to 1995, Finance Department had only nine posts of Deputy Secretaries, which has increased to 16 Deputy Secretaries. Also there were 17 Under Secretaries, which increased by one post due to the constitution of the legal cell. There were 33 Section Officers whose numbers have now increased to 36.

The Finance Department has such a huge contingent of staff because powers are centralized and there is inadequate delegation of powers. No doubt the ways and means position of the Government would come in the way of such delegation of powers, yet if a Deputy Secretary can be entrusted with and delegated powers for release of funds, the same delegation can be made to the Secretaries to Government. This would reduce the centralisation of powers in Finance Department, which would automatically result in a reduced staff strength. Introduction of Desk Officer system would result in reduction of Section Officers and other staff, but there is a need to reduce the number of Deputy Secretaries in Finance Department.

Only two posts of Secretaries in addition to Principal Secretary are adequate for Finance Department. From amongst the 17 Deputy Secretaries, 3 posts of Deputy Secretaries could be reduced. Deputy Secretary (DGIM cell) who looks after LIC, NABARD and other financial institutions does not have full time work and this work could be clubbed with the Pensions



section.. There was always only one Service Section headed by a Deputy Secretary. This is in the year 1998 made into Services 1 and 2 headed by another Deputy Secretary. One post of Deputy Secretary (Services) could be relocated. The Deputy Secretary who looks after the Finance Commission does not have full time work and this could be merged with the work of another Deputy Secretary.

There are 2 Under Secretaries in the PWD Cell. One Under Secretary would be sufficient here. There are 2 Under Secretaries each for Computer Cell, ZP and Commercial Taxes. Since these are the areas which have been well computerized in the Finance Department, one Under Secretary each would be sufficient for the above four areas and surplus Under Secretaries could be usefully redeployed to other departments.

Among 36 Section Officers, out of 4 from Services, 2 could be redeployed elsewhere. In the Treasury Accounts Rules and Investment sections, 2 Sections could be merged into one section. In the Pensions Section too, out of 3, it could be reduced to one section. Similarly, in the case of PWD Cell, one section could be reduced. The BCC Section (Budget Compilation Committee) can be abolished and merged with Budget 1 & II Sections. Services IV section, which deals with amendments to KCSR rules, can be abolished since all amendments have been carried out. In case of any further amendments, this work could be entrusted to the other Service sections.

Therefore, it is recommended that

- General Despatch section should be abolished.
- Functions of the DPAR (Executive) such as sanitation of the Secretariat buildings, reception must be privatized.
- The number of sections in Public Grievances Cell must be reduced to one and this cell must completely be computerized.
- Political Pensions Cell is also to be pruned down to one section only.
- The posts of 3 Deputy secretaries, 4 under secretaries and 6 Section Officers with concomitant supporting staff could be reduced in the Finance Department.
- One of the existing Deputy Secretaries in DPAR should be redesignated as Deputy Secretary, Human Resource Development.

## **Common facilities in the Secretariat**

The Karnataka Government Secretariat is spread over 3 buildings – Vidhana Soudha, MS Building and VV Towers. There are certain common facilities that which service all the departments of the Secretariat. These facilities are

- General Despatch
- Library
- Stores
- Canteen
- Reception
- Crèche



## General Despatch

The general despatch section is headed by a Section Officer who works under the control of Deputy Secretary (Administration), DPAR. There are 31 posts that are sanctioned for General Despatch and out of which 21 are filled up and 10 are vacant. In addition, each Secretariat department has its independent R&I (Receipts & Issue) section. These sections have 8 posts each and headed by a SO, one Assistant, 3 Junior Assistants and 4 Dalayaths.

From the General Despatch officials go everyday to the General Post Office (GPO) collect letters and then arrange them department-wise in the pigeonholes in the General Despatch (GD). Officials from each of the Secretariat departments are expected to regularly go to GD and collect their letters. GD also is responsible for issue of the letters received from the Secretariat departments. They also procure the maida paste from the Printing Press and distribute to the various departments. Needless to say there is delay in the despatch and issue of letters from the General Despatch. The General Despatch has become another tier in tappal disposal. There are instances where letters of certain departments remain in the General Despatch for upto 15 days. Presently, all the DO letters addressed to officers in any department are delivered directly to the officers. DO letters are also despatched by the department's R&I section and not sent to GD. Therefore, the utility of the GD is itself questionable and GD should be closed down.

In order to enhance speedy disposal of tappal, it is suggested that all letters, DO or otherwise, are received directly in each department's R&I section and then distributed to departmental officers. With the availability of fax machines in every department and also e-mail facility these are used more often for communication. The number of letters that are being received and issued by post has reduced.

Tappal meant for ministers could be handled by the R&I section of DPAR. To strengthen that section one or two staff from the GD could be attached to that section to handle this extra burden.

Secondly, the practice of obtaining maida paste from the printing press and issue to the departments is archaic, messy and should be dispensed of with immediately. Letters can be stapled or self-adhesive envelopes should be used in the offices. The staff working in the GD section could definitely be more usefully deployed in other departments and the space presently occupied by the GD would become available for alternate use.

GD also has 3 police constables provided with motorcycles functioning as motorcycle orderlies. They carry the letters to the doors of the addressees. On special occasions, the services of these persons are utilised by the protocol wing of DPAR and various other sections of the Secretariat for personal despatch of letters.

## Library

There is a fairly decent library in the Secretariat, which functions under a Committee headed by the ACS. There is one branch of the library in MS Building while the main library is located in Vidhana Soudha. Records in the library indicate that it was started somewhere around 1913. At present the library has 1,12,091 books. The library gets an annual budget of around Rs.12.00 lakhs. In addition certain departments like Law, Parliamentary Affairs, Planning, Finance, Energy, Ecology and Environment maintain their own independent libraries. The library works from 10-00 AM to 5-30 PM. Since the library is a facility meant for employees and also serves to provide references for official use, it is suggested that the library timings be changed to 9-00 AM to 6-00 PM. Apart from stocking books, the library should also stock video cassettes/CDs, which could be of educational and also administrative use. The Secretariat library by virtue of its name provides membership only to Secretariat staff and other government employees working in field offices in Bangalore are denied membership. It is suggested that they also be given membership and access to the library.



## **Stores**

The DPAR (Executive) is the custodian of the Stores in the Secretariat and is responsible for supply of furniture and other equipments to the Secretariat departments. But the DPAR (AR) is responsible for office modernisation. Very average quality of furniture is supplied by the Executive. A certain entitlement in terms of size and quality of tables, quantity and quality of the chairs and other furniture has been worked out by the DPAR, which is in practice. ANNEXURE (Page 147). No doubt this has been done to ensure some discipline and uniformity in office setup, yet the entitlements seem rather archaic. With heavy pressure on space in the Secretariat, the huge tables, which are prescribed for officials, especially, Under Secretaries and Section Officers, prevent them from having any moving space in the room. It would be worthwhile if DPAR (AR) and DPAR (Executive) work together to improve the working environment in the office by providing comfortable, economic furniture to the employees and also provide such equipments where necessary, which reduce office drudgery.

## **Canteen**

The canteen today operates in 3 separate buildings was first started in 1956. Up to 1966, it was under private management and alarmed at the declining quality and quantity, in 1974, the Government constituted a Canteen Committee. Subsidy of Rs.25,000-00 was also given. While this resulted in some improvement, yet over the years, again quality declined. In August 2000, the Secretariat Association requested the Government to hand over the Canteen Management to them, which was agreed to. Today the Government provides a monthly subsidy of Rs. 13,500-00 along with free buildings, electricity and water. The canteen employs 65 staff and in order to improve the canteen services, the Government has also deputed 6 Assistants and a Manager to oversee the day-to-day operations of the canteen. The canteen has a monthly income of about Rs.6.5 lakhs.

Several Secretariat employees commute daily from places such as Kolar, Tumkur, Mysore and surrounding villages to Bangalore. All these employees are dependent on the canteen for their daily meals. It is suggested that the menu be made varied and canteen staff be deputed for short-term courses in catering and canteen management. The canteen management should also take the assistance of a qualified nutritionist/dietician who would suggest separate diet for diabetics' etc. so that they can also avail of canteen facilities. If catering of the canteen is improved, definitely they would be able to cater to the several meetings, which are held in the Secretariat.

## **Reception**

There are six receptions in the Secretariat – four in the Vidhana Soudha and two in MS Building. These receptions are manned by the DPAR staff who undergo short term receptionist training. Though the receptionists are expected to work in shifts from 9-00 AM to 5-00 PM and 1-00 PM to 7-00 PM, they are rarely available after 6-00 PM at the reception counters. It has been very often observed that in spite of receptionists being present, vendors selling clothes, electronic gadgets, snacks etc. have free access and enter into the government Secretariat at any time while genuine petitioners are rudely turned away and denied access.

The receptionists should perform multiple tasks. They should also function as Grievances Receiving Officials and receive grievances and complaints from the general public and send them to the concerned departments. In addition, there are several government forms, Acts, which members of the general public might wish to obtain. Copies of these should be made available by the receptionists to the general public. The best way to streamline the function of the receptionists and ensure that the employees are not disturbed during working hours is to introduce privatisation of reception counters. It is also common knowledge that the Class-IV employees at the reception counters in MS Building and Police Constables in Vidhana Soudha generally take money from the public who wish to meet officers/officials/Ministers, especially if they come prior to general visiting hours.



Any number of orders or circulars on how courteous an employee is to be in dealing with the public have not resulted in inculcating the culture of courtesy amongst the officials. What is required is a change in attitude, a realisation that the government exists for the people and it is not that the people exist for the government. . The minimum courtesy required for every official is to request the visitors to take a seat in his office and then make enquiries about their problems. The visitors should be provided with necessary information. The positive approach is to see every official should make an attempt to see how he or she could be of help to the citizens.

Over the years, the size of the civil service has grown to such proportions that government employees are so busy handling matters of other employees that the cause of general public is forgotten. Developing a sense of courtesy towards the public as an attitudinal change can be brought about completely in the long term, but immediately, the following steps could be taken. It is imperative at this stage that a greater focus and orientation be given to all levels of government employees on the necessity of being courteous in dealing with the public. Making the employees courteous in the behavior with the public though difficult task is not impossible.

- A beginning can be made by ensuring that all officials are available during the visiting hours.
- In addition to the induction training there must be periodic refresher training programmes for all officials on how to be courteous and all issues relating to interface with the citizens. Such training must be made compulsory
- Every department must commit to ensuring a courteous behaviour towards the public on behalf of its employees and this should be the first commitment of a Citizens Charter.
- An open door policy may be followed during visiting hours so that other office functionaries do not provide incorrect information to the visiting public
- No meetings should be scheduled during visiting hours as a general rule
- Senior officials on tour must also ascertain the employees relationship with the public and if it is found to be deficient, prompt action must be taken on the officials.

## **Grievances Redressal**

A major cause of complaint and dissatisfaction with the government at all levels of district administration was the inefficient and some times non-availability of machinery for public grievances redressal. Generally there should be no grievances arising out of the government administration if the government officials would treat everybody alike without discrimination. Grievances, especially at the district level arise when the rule of law is applied differently to different individuals or when one's right is either curtailed or denied. A grievance also arises when the dignity of the citizen and equality before the law is negated and the rights of citizens affected as a result of such administration. Exercise of arbitrary and discretionary powers by the employees generally gives rise to grievances. Also undue delay in the process of applications especially for caste, income and other land related documents are a major cause of discontent for the general public. The quality of service that is delivered to the public and the manner in which it is delivered sometimes put the citizens to shame for having to interact with any government offices. The aggrieved, helpless citizen has no other option but to escalate a very small problem to higher levels, give repeated petitions to all levels, personally approach several people and at times take the assistance of the middlemen. Repeated applications by the same individual to several offices only result in increase in paper work in every office without any redress for the individual's grievances. This leads to frustration, disappointment and discontent. Accumulated growth of such feelings becomes handy for opportunists for all types of organisations to exploit the situation on personal and political grounds.

The expansion of the civil service especially in certain departments at the district level with roles and responsibilities that have not been clearly defined and made transparent to the target



group of beneficiaries is another cause for grievances. Take the example of Agriculture and Horticulture Dept, Animal Husbandry and Forest Department, where a large number of officials seem to be doing the similar type of work. The beneficiary is shunted from one to the other thereby very often driving him into the hands of private sector or the middlemen. Lack of adequate training and proper skills to handle the job at certain levels in the government have also led to the deterioration in the standards of staff competency. Inadequate delegation of powers especially to the lower levels also ensures that for certain minor matters, the public have to invariably approach the district offices or sometimes even the state headquarters.

All departments at the district level are very well aware of the common nature of grievances of the public towards their departments. The grievances could be of an individual nature or the grievances could be of particular group like in the case of Agriculture or Horticulture when the quality of seeds supplied may be poor etc. Except Revenue Department at the district level which has institutionalized the grievances redressal cell machinery by setting up of grievance cells in the offices of Deputy Commissioners, none of the other departments have institutionalized or systemized the same.

- All development departments must necessarily set apart one day in the week to redress public grievances and ensure that the district officers at various levels are available in headquarters. While the government has issued orders making it necessary for the Deputy Commissioners to be available on Mondays to hear the grievances of the public, this has not been done for the other officers at the district level. It would be important the Chief Executive Officer of ZP, the Superintendent of Police to follow the Deputy Commissioner and remain in headquarters on a specific day of the week.
- There should be no meetings scheduled for the day as far as possible.
- The next step would be to ensure that grievances so made by the public are scrutinised and proper reply within a specific timeframe is made. Computerisation of all the grievances received must be made mandatory.
- District level officers must review the grievances received in the subordinate offices.
- When secretaries from State headquarters tour the districts, they must review the quality and quantity of grievances redressed.

## **Non-availability of officers**

There was a heartening plea made by the public that the Commission should make recommendations to ensure that officials are available in their headquarters. The officials who are to be stationed at the village / gram panchayat level viz. Village Accountants, Gram Panchayat Secretaries, Veterinary Inspectors, Agriculture Assistants, Teachers, ANM's invariably do not reside in their official headquarters. Reasons like lack of infrastructure, non-availability of accommodation or lack of security were given by the officers for not residing in their official headquarters. Many of these officials do not give specific time schedule for their visits to the villages. Adequate publicity is not given about their visit and even if there is a schedule, they do not adhere to it. It is the villagers who have to suffer in times of urgency, or any sudden illness either in their family or to their farm animals. Since very often they are not aware of where the concerned officials could be contacted, they invariably go to private service providers now so readily available at the village levels for their succour. This has gradually reduced the relevance of the officials at the village level.

There are also far too many numbers of meetings at the district level which hinders the availability of officials to the general public. It is becoming increasingly difficult at the district level to tour and inspect the various programmes of the department and interact with the beneficiaries. This lack of accessibility of the officials at all levels in the district would also encourage unscrupulous elements to indulge in malpractices. Lack of supervision by the senior officials by means of touring etc. is also result for poor quality of work.



- Action must be taken by the Government to provide accommodation for the officials who have the village as their headquarters.
- A review must be made of the number of meetings which are to be attended, chaired by the district level officers, and their periodicity and overall number of meetings reduced
- The schedule for the officer's visit must be announced well in advance and given wide publicity.
- Gram Panchayat should be treated as the lowest geographic unit for the purpose of posting village level officials wherever such levels exist.
- All such village level functionaries must attend the monthly meetings of the Gram Panchayat.

## **Corruption**

Decentralisation has been very often thought to be the panacea for all the ills at the district level. It was also hoped that decentralisation would reduce the corruption. But in reality, decentralisation has only helped to decentralise corruption. Time and again, during the field visits, the Commission was informed about the various levels and means of corruption. The one area of corruption, which was constantly mentioned in all the districts the Commission toured, was in award of contracts. Award of contracts either at the zilla panchayat or taluka panchayat level came in for severe criticism by the public. They are all unanimous in their opinion that piece work should not be given and any work which is to be taken up must be done only on the basis of proper tenders. They also stated that there was fixed percentage to be paid by the contractors for each type of work. This affected the quality of work and results in the same work being undertaken year after year.

It is hoped that when the rules under the new Act of Transparency in Procurement are prepared, the above would be taken into account. Regarding other areas of corruption, they have been discussed in detail under the Governance Reforms Chapter.



## Reorganisation of the district offices

Until very recently, almost 10 years ago, the administration at the district level was confined only to the collection of revenue and maintenance of law and order. But today, with the introduction of the zilla panchayats, the administrative set up at the district level plays a much more crucial role because all the government plans and schemes for economic and social development are to be implemented at the district level and village levels. While this has to a certain extent led to the improvements in service delivery at the grass root levels, this has also led to a tremendous increase in the number of government offices and officers at the different district levels.

Today, there are several departments, Agriculture, Horticulture, Watershed, Animal Husbandry etc; which in the recent past were looked after by one department only. Cooperation and Industries departments, which were only minor departments earlier, have now become huge organizations with substantial representation at the district and block levels. This increased presence of civil servants within the district has brought with it problems of supervision and coordination. Coordination is essential in cases where more than one department is involved in trying to achieve the same result, e.g. scholarships under Social Welfare, Women and Child Welfare, Backward Classes Welfare and Minorities etc.

Bifurcation of the departments and rapid expansion of the staff has not led to bringing the administration any closer to the people. It has instead led to most departments building up their own administrative hierarchy, to make it equivalent to other departments. Also the administrative hierarchy in each district is almost similar, irrespective of the quantum of activities of the department in the district. Another aspect is that in spite of increased activities in some departments, the departments at the district level have tried to retain the basic structure without any change notwithstanding the increase in the volume of work. Whenever a new item of work or a new scheme is sanctioned to the department, invariably the work is got done through a new section or a new wing created for this purpose without any attempt to alter the very structure of the department to suit the changing needs.

The concept of specialization especially in the departments of Agriculture, Horticulture, Animal Husbandry, Health, Irrigation, Forests, has been overplayed resulting in the creation of innumerable isolated units within the department. Each of these units would be attending to their own "specialized" line of work without any of officials, except the Head of Department having an overall picture of the activities of the department. Striking examples are in the existence of separate Deputy Conservator of Forests at the district and taluk levels for Working Plan and Survey, Wild Life, Plan Monitoring Cell and Plan Monitoring Units and Joint Forest Planning and Management. The Agriculture department also has separate Assistant Directors of Agriculture at the district level called as subject matter specialists, and also separate agricultural officers for Farm information and farm management schemes, for monitoring and evaluation and for inputs.

The concept of functional jurisdiction or specialization in work has been carried out to the extreme at the field level. As far as possible, specialization in such departments should be confined ordinarily to research levels and higher levels of administration wherever necessary. Therefore, functional jurisdiction should be replaced with territorial jurisdiction at the field levels with specialization being confined to research fields and higher levels of administration alone.

At present, most of the departments have the district as one of the levels of administration in their hierarchies. This enables proper coordination of the activities of all departmental activities at the district levels. The abolition of functional jurisdiction at field levels and redistribution of workloads on territorial basis would enable the bigger departments to also have officers at the Taluk levels. Having officers at Taluk levels in their administrative hierarchy would ensure better coordination in the implementation of activities of the department.



In any attempt at reorganization of the administration at the district level, top priority should be given to reduction of administrative work at all levels through greater delegation of powers as well as through simplification of rules. Service rules should be made flexible enough to enable heads of departments as well as officers heading the departments at various district levels to themselves fit in the cases of marginal deviation so that only extraordinary cases are sent to the secretariat level for orders, concurrences etc. However, care should be taken to ensure that discretionary powers must be reduced to the minimum. Also consistent with delegation of administrative powers, there should be suitable delegation of financial powers. If the above is done, this would reduce work loads considerably at the secretariat level and thus enable the secretaries to government to devote more time to policy formulation and laying down guidelines for implementation of programmes and field officers would have more time to tour.

As per the standard staffing pattern, most departments have staff at the district, taluk and gram panchayat levels. Only the Revenue Department and the Police Departments also have staff at sub-divisional levels and surprisingly the Information Department also has Assistant Information Officers stationed at the sub-divisional level. Some departments also have officers at the divisional level, like the horticulture department. While each department would have certain unique needs and accordingly position staff, yet there has to be a certain standard pattern of staffing and also equivalent designations. This is more so for the developmental departments. Having a very large hierarchy in several levels within a department would necessitate having different designations, which would not be equivalent with that of other district officials occupying similar levels of posts.

With the introduction of the zilla panchayat system and all developmental departments under the control of the zilla panchayat either at the district or taluk level, for the concerned executive officer, especially at the taluk level, to have effective supervision, monitoring and control over the other officers, it is required that their seniority and designation be such that they are subordinate to that of the executive officers.

Also the concept of implementing works on the basis of functional and territorial jurisdiction has also led to undue expansion of staff in developmental departments. For the purpose of the interim report, with the focus on reorganization of the departments to enable better service delivery the Commission has studied the staffing pattern and work at the district level of the departments of Revenue, Agriculture and Horticulture, and Forests.

The basic principles in the reorganization of departments would be

- Department restructuring should be on the lines of territorial jurisdiction rather than functional jurisdiction.
- Functional jurisdiction should be only at the level of research and higher administration
- For new work entrusted to a department, new sections and posts should not be created, but work must be entrusted to existing staff
- Divisional level posts wherever they exist must be abolished
- Have more officials at taluk and village levels rather than at the State and district headquarters
- Not to have separate staff to implement state and district sector programmes as in the case of forest and horticulture departments
- Restructure departments to benefit the people, rather than to provide opportunities for promotion
- Greater delegation of powers to field level officers



## Revenue Department

Historically the office of Collector/Deputy Commissioner may be traced to 1772. It was at this time that the East India Company finally decided to stand forth as Deewan to carry out the entire administration of revenue through the agency of the company servants. The Regulation of 14-5-1772 provided for appointing of Collectors in each districts. Gradually the Collectors/Deputy Commissioners' authority and powers increased and he became centre of activity of the district administration.

Various factors like the growth of communication, spread of education, the increase in developmental activities and introduction of local self governing institutions have led to the growth of multiplicity of several departments at the district level. All these developments and increase in the government's activities had an impact on the authority and prestige of the Deputy Commissioner. The Dy.Commissioner was responsible for supervising all the officials and their work in the district. When the Community Development Blocks were first formed, the revenue department in the district was made entirely responsible for this work. The Dy.Commissioner was also the Chief Planning Officer of the district. This situation underwent a radical change with the introduction of panchayat raj.

Consequent on the introduction of the Karnataka Zilla Parishads, Taluka Panchayats Act of 1983, the Deputy Commissioner, the Assistant Commissioner and Tahsildars have been absolved of the developmental functions from 1987 which were till then a part of their duties. The deputy commissioners who were also the deputy development commissioners till the starting of the zilla parishads, ceased to exercise such powers vested with them as the entire activities of the District Rural Development Societies came to be transferred to the zilla parishads. The additional deputy commissioners' posts in charge of the district rural development societies were also abolished. No changes were made in the revenue and magisterial functions at levels of either the Tahsildar, Asst.Commissioners or Dy.Commissioners.

Along with the Police, Revenue Department is the oldest department at the district level with traditional functions of land revenue collection, land reforms, maintenance of law and order and natural disaster management and protocol. The Revenue Department has a six level hierarchical structure beginning with the Divisional Commissioner, followed by the Deputy Commissioner, Assistant Commissioner, Tahsildar, Nad Kacheri Revenue Inspector and the Village Accountant. Today, with the changing administrative focus, there is practically no land revenue collection but the maintenance of land records continues to be one of the critical areas of functioning of the Revenue Department. Land Record is the foundation of any proper revenue administration in the district and the improper maintenance of land records is generally the cause of most of the litigations. The land revenue today plays a very small part in the total financial sources of the State.

The functions of the Revenue Department under the overall guidance and supervision of the Deputy Commissioner at the district level are

- Providing relief during periods of natural calamities
- Administration of land revenue and land reforms Acts
- Land Acquisition
- Conduct of elections
- Conduct of census
- Maintenance of law and order
- Public grievance redressal
- Food and civil supplies



- Rehabilitation
- Administration of various pension schemes
- Magisterial matters
- Protocol
- Any other matter which the Government would entrust at any time

While the list outlined above may look impressive, yet several of the activities are seasonal, or not routine like elections, census, relief work and rehabilitation. Majority of the DC's work today comprises of protocol work, land acquisition, pension schemes and public grievance redressal. But, still the DC commands high levels of respect and can exercise a formidable amount of informal authority. The DC is considered to be the true representative of the Government at the district level and the trust reposed in the DC by the people is still enormous. The Government should take advantage of this situation by entrusting greater responsibilities to the DC rather than allow the institution of the DC to be gradually eroded.

Earlier, the departments of Survey Settlement, Excise, and Commercial Taxes were all functioning under the overall control of the DC in the district. With a desire to expand the relevant departments, and exercise greater control from the state head quarters, more posts have been created at the district level, with officers who report directly to the concerned head of department at Bangalore. As a result several of the powers, which were earlier exercised by the DC are now being exercised by head of department who would be remote and away from the people. In these matters, instead of decentralisation of powers, there has been a concentration of powers especially in the heads of departments. The Commission therefore recommends that as all developmental activities have been brought under the purview of the ZP, so also all regulatory activities at the district level must be brought under the purview of the DC. This would bring departments of Registration, Survey and Settlement, Excise, Commercial Taxes, under the direct control of the DC at the district level. The DC should be the reporting authority for these officers at the district level.

The divisional commissioner is the head of the revenue administration in a division. He was also the chief coordinating authority for all departments at the divisional level. With the formation of zilla panchayats, with effect from 1-4-1987, the development functions of the divisional commissioners have been transferred to the zilla parishads. Also the supervision of development blocks, the reappropriation and general control over rural development has been transferred to the zilla parishad from the divisional commissioner.

Over time, the post of Divisional Commissioner has been converted into one with ceremonial and rubber stamp functions. Many of the appellate powers exercised by the DVC over both rural and urban local bodies, in the jurisdiction of DVC, have gradually been withdrawn and are now exercised by the concerned head of department. Posting a super time scale IAS officer as DVC without any adequate work is sheer waste of human resources. Several studies have been made in the past recommending that the post of DVC be abolished.

The practice of having a DVC is not uniform amongst all the States in the country. There have been several states which have abolished the posts of DVC and have not felt any adverse impact of such an abolition. The Commission would recommend that the posts of DVCs be abolished. The Revenue Department does not have any other field office to interact with the deputy commissioners. The appellate powers exercised under various revenue acts and laws by the DVC could be delegated to either of the two secretaries in Revenue Department. Another alternative would be to create the office of Commissioner, Land Reforms and Land Revenue, which would function as the appellate authority in lieu of the divisional commissioner. There is also no need to continue two posts of secretaries in Revenue Department, one post could be shifted and redesignated as that of the Commissioner, Land Reforms and Land Revenue.



The Bangalore Divisional Commissioner's office has 72 employees . The list of employees working in the Divisional Commissioner's office is as follows :-

Category of the post	Name of the Post	Sanctioned Strength
<b>Group-A</b>	1) Divisional Commissioner	1
	2) Gazetted Assistant	1
<b>Group-B</b>	1) Gazetted Managers	2
	2) Gazetted Superintendent	1
	3) Temporary Audit Officer	1
<b>Group-C</b>	1) Manager (Revenue Section)	1
	2) Revenue Auditors	5
	3) Superintendents	1
	4) National Extension Schemes Accountants	1
	5) Audit Superintendents	1
	6) Head Accountants	3
	7) Loan Reconciliation Squad-AAO	3
	8) FDAs	22
	9) SDAs	19
	10) Stenographer	2
	11) Clerk-cum-Stenographer	2
	12) Typists	6
	13) Driver	1
<b>Group-D</b>	1) Daftarband	1
	2) Dafedar	1
	3) Book Binders	1
	4) Watchmen	2
	5) Cycle Orderlies	2
	6) Peons	8
	7) Sweepers	1
	<b>Total Group-A+B+C+D</b>	<b>89</b>

There are a substantial number of staff belonging to the treasury department and AG's office in the DVC's office. The staffing pattern in the DVC's offices is not uniform. At Mysore they have 88 posts, there are 80 posts in Gulbarga, there are 76 posts in Belgaum. Once posts of DVCs are abolished, all staff attached to the DVC office would be surplus. They will have to be redeployed to other posts by the government.

With an intention to decentralise the revenue administration in certain areas the Government created the institution of Nad Kacheries as an intermediate level between the Taluk HQs and the village level. As a result, these Nad Kacheries were established in hobli headquarters and as of now there are 329 Nad Kacheries working in the State. Each Nad Kacheri has a staff of four, a Nad Officer in the rank of Deputy Tahsildar, a Second Division Assistant, a Typist and a peon. The present number of Nad Kacheries do not cover the entire State. The work in areas where Nad Kacheries have not been set up is presently being done by the Tahsildar and the Revenue Inspector without any inconvenience to the public.

The functions of the Nad Kacheries are

- Sanction of pension to the old and the physically disabled,



- Granting relief to victims of natural calamities,
- Levy of water rates,
- Disposal of mutation cases, and
- Search and seizure of food grains etc.

The disposal of mutation cases has since been given to the Tahsildar. There are now very few cases of fresh old age pensions and disability pensions to be sanctioned. Granting of relief to victims of natural calamities is a seasonal work and can be handled by the Revenue Inspector. There is hardly any levy worth collecting in the form of water rates. During the tours of the Commission, repeated suggestions were made across districts and villages on the need to abolish the Nad Kacheries since not much work is being done. If all the 329 Nad Kacheries are abolished, the staff of 4 officials in each Nad Kacheri, total of 1316 officials would become surplus and could be accommodated in vacant posts at district level.

The Revenue employee's association had met the Commission and stated that most of the powers delegated to the Nad Kacheries have over time been given back to the Tahsildars and the Nad Kacheries are unable to function properly. Their only concern was that the promotional opportunities for the revenue employees would be reduced and this would bring down motivation levels. To avoid such an apprehension, the Commission recommends to upgrade the posts of revenue inspectors to that of Sheristedars / deputy Tahsildars. This would ensure the smooth functioning of revenue administration at the hobli level and the public would not be put to any inconvenience. This would also avoid apprehension amongst the lower level employees about their promotional opportunities.

The village accountant continues to be a critical government functionary at the village level along with the Grama Panchayat secretary. While there are 5659 grama panchayats in the state, there are 8760 VA in the State. The jurisdictions of the VA and the GP Secretary are not co-terminus. For administrative convenience and expediency, it is suggested that the jurisdiction of Village Accountant should be limited to the Gram Panchayat area. This would result in a saving of 3101 posts to the government. The quantum of functions of the GPS and that of VA are almost similar in nature and their jurisdictions could definitely be made similar. The cadre and recruitment rules of GPS permit 20% of GPS to be appointed from the cadre of VAs. Excess VAs could be appointed to the vacant posts of GPS. The balance could function in the various vacant posts in other district offices.

Therefore, the Revenue Department could be reorganized on the following lines: -

- All the regulatory departments at the district level must be formally brought under the control of the Deputy Commissioner.
- Divisional Commissioners posts to be abolished.
- All surplus staff in the offices of the Divisional Commissioners to be redeployed.
- If all the regulatory departments at the district level are to be brought under the control of the Deputy Commissioner, the office of the Deputy Commissioner requires to be strengthened. Therefore, some of the surplus staff on abolition of the Divisional Commissioners offices could be redeployed to the Deputy Commissioners offices.
- Nad Kacheries to be abolished. Work presently being done by the Nad Kacheries to be done by the Revenue Inspectors and Tahsildars. Post of Revenue Inspectors to be upgraded to Sheristedars.
- The number of Village Accountants to be limited to Gram Panchayat area.
- 3101 posts of Village Accountants would become surplus. Some of them could be redeployed in the vacant posts of Grama Panchayat Secretaries.
- There should be no further recruitment to the posts of FDAs/SDAs/and Tahsildars for the offices of Deputy Commissioners/Assistant Commissioners/Tahsildars etc.
- Powers over other regulatory departments given to the Deputy Commissioners must also flow at the appropriate level to the Assistant Commissioners. If there is a need, offices of Assistant Commissioners must also be suitably strengthened.



## Agriculture Department

The Agriculture Department has a huge paraphernalia of staff at the district level. The main functions of the department at the district level are transfer of technology, supply of agricultural inputs and quality control.

The Department is headed by a Joint Director of Agriculture in 16 districts and by Deputy Directors of Agriculture in 11 districts. The schemes under the departments are categorised under the State Sector, ZP Sector and Taluk Sector schemes. While it is stated by the department that they do not have separate staff for the implementation of the schemes under the State and ZP sectors, yet in the categorization of staff as given to the Commission, they have separately shown staff under both State and ZP sector. There is no uniformity in the pattern of Joint Directors of Agriculture. The Joint Directors at Haveri, Davanagere, Bagalkote and Chitradurga have a total staff of 136 in each of their offices including 3 Assistant Directors, 3 Agriculture Officers and 3 Assistant Agriculture Officers. The other district offices headed by Joint Directors, have a staff of only 38. In the district offices headed by the Deputy Directors, they have a staff strength of 30 officers and staff.

An Assistant Director in each of the taluk offices who in turn have under them Assistant Agriculture Officers, Agriculture Officers, and Agriculture Assistants who comprise the technical staff also assists the Joint Director in the district, apart from having technical and administrative assistance in his office. For the entire State in the district sector, there are 16 Joint Directors, 40 Deputy Directors, 284 Assistant Directors, 2293 Assistant Agriculture Officers, 331 Agriculture Officers and 2724 Agriculture Assistants.

The Agriculture Assistants were till very recently were under the gram panchayat set up, but now under the new scheme of Raitha Mithra, the headquarters of the Agriculture Assistants has been shifted to the hobli level. Under the scheme of Raitha Mithra, in six districts, two Assistant Agriculture Officers are stationed in each hobli headquarters with a supporting staff of 4 Agriculture Assistants. The six districts are Dakshina Kannada, Udupi, Kodagu, Uttara Kannada, Bangalore (Urban) and Chickmagalur. For the balance, 21 districts, 2 Assistant Agriculture Officers in each hobli are supported by 5 Agriculture Assistants. The Raitha Mithra Kendras are basically farmers contact centres.

At the Taluk Panchayat level, there are 3 schemes under Plan – Green Manure and Compost, Plant Protection, Agriculture Fairs and Exhibitions and under Non-Plan, 2 schemes of Plant Protection, Agriculture Training Schools and transferred scheme of Farmers Training and Extension Centres are implemented. There are 13 schemes under the ZP Sector under Plan and under State Plan, there are 83 schemes. Several of the schemes under the State sector should rightly be transferred to the ZP sector, examples are Seed Farms, Manures and Fertilisers, Popularisation of Bio Fertilisers, all Plant Protection Schemes, Parasite Laboratories, all Insecticide Control Laboratories, Development of Model Floriculture Villages, all Extension and Training Programmes, including Training Schools. These are all activities which are district-specific and it would be better if they are controlled and implemented at the district level itself.

In addition to these officers, the Agriculture Department also has Fertiliser Control Laboratories, Farmers Training and Education Centres, Rural Development Training Centres, Farm Management Centres, Seed Testing Laboratories, Soil Survey and Minor Irrigation Works, scattered across various districts in the State. Each taluk office is headed by Assistant Director who is supported by one Agriculture Officer, one Assistant Agriculture Officer, and one Farm Woman. They have also 68 Farm Management Centres, each centre headed by one Agriculture Assistant. These Farm Management centres are being continued even after the introduction of the Raitha Mithra Scheme. The Commission is of the view that many of these research centers would be more effective and useful if they were to be managed by the Agricultural Universities.

At the Taluk Panchayat level, only 3 schemes are under Plan sector viz. Manures and Fertilisers, Plant Protection and Agriculture Fairs and Exhibitions. Under Non-Plan schemes, 4 schemes



are under implementation with an outlay of Rs.4502.84 lakhs, of which Rs.4343.81 is for salaries and Rs.159.03 is for schemes.

The Horticulture Department is one of the few departments to have divisional level offices. The Divisional Joint Directors of Horticulture are stationed at Bangalore, Mysore, Belgaum and Gulbarga. At the district level, Deputy Director of Horticulture looks after the ZP Schemes of Extension, Training and Implementation. There is also Senior Assistant Directors of Horticulture who is responsible for maintenance of Horticulture Farms and Nurseries under the State sector. He is also responsible for implementation of Central Sector Schemes. The Horticulture Department has 7 schemes under Taluk Panchayat sector, 9 schemes under the ZP and 28 schemes under the State Sector. It is suggested that the schemes such as Horticulture and Vegetable Crops, Scheme for Integrated Control of Pests and Diseases for Horticulture Crops, Extension Training to Farmers, Organic Farming and Horticulture, Vegetable and Vegetable Cultivation under Green House Conditions all should be transferred to the district sector.

Therefore it is suggested that: -

- Divisional level posts in Agriculture and Horticulture Department to be abolished.
- Several schemes under State Sector in both the Departments must be transferred to the Zilla Panchayat Sector.
- Agriculture Assistants used earlier to work in the jurisdiction of Grama Panchayats. They have now been brought to the hobli level. They must work only at the Grama Panchayat levels.
- There are 68 Farm Management Centres. These could be merged with the Raitha Mithra Kendras and agricultural assistants left to work at the village level.
- Several of the posts in Agriculture Department have been created on the basis of functional jurisdiction. This could be reexamined and reorganisation done on the basis of territorial jurisdiction.
- Research projects should be brought under the control of Universities.



## Forest Department

The main activities of the Forest Department at district level are

- (1) Management of Forests
- (2) Conservation of wildlife and forests
- (3) Social Forestry
- (4) Soil Conservation
- (5) Protection of forests
- (6) Supply of minor forest products like timber and firewood to the public.

The Forest Department has several parallel establishments at the district level. Generally there is Conservator of Forests in charge of one or two districts, and there are also Conservator of Forests who have functional jurisdiction viz. for Wildlife, for Plan, for Training etc. In addition to the Deputy Conservator of Forests who is responsible for implementing zilla panchayat schemes, the districts like Shimoga and Uttara Kannada have 10 and 9 DCFs respectively. In Shimoga District, in addition to DCF (ZP), there are also DCFs for Shimoga, Bhadravathi, Sagar. There is a DCF (Plan Monitoring Unit) at Shimoga, DCF (Forest Management Studies) at Shimoga, DC (Work Study and Survey), Shimoga, DCF (Wildlife), Shimoga, DCF (Joint Forest Plan Management), Shimoga and DCF (T). So also in Uttara Kannada District. In addition to the DCF (ZP), Karwar, there are DCFs at Sirsi, Haliyal, Yellapur, Honnavar and Karwar. There is also a DCF (Joint Forest Plan Management), Sirsi, DCF (Plan Monitoring), Sirsi, DCF (Forest Management Studies), Sirsi, and DCF (Wildlife) at Dandeli. While the higher extent of forest cover in these districts may to certain extent is justified the need for having separate DCFs for Wildlife, Plan Monitoring etc., having as large as 13 and 12 officers in one district seems unjustified.

The department implements 100 schemes under the State sector and 7 schemes in the ZP sector. There are also 2 central plan schemes, afforestation and ecology and integrated afforestation and ecology being implemented in the ZP sector. For the year 2000-01, an amount of 2139.82 lakhs is budgeted for the implementation of the schemes in the ZP sector. The following are the schemes :-

- (1) Buildings – 20.50 lakhs
- (2) Soil Conservation (Afforestation) – 75.83 lakhs
- (3) Forestry and Environment (Project for Eastern Plains, OECF) – 1447.76 lakhs
- (4) School Nurseries – 15.39 lakhs
- (5) Social Forestry (Non-OECF) – 233.94 lakhs
- (6) Minor Forest Produce – 11.70 lakhs
- (7) Decentralised nurseries – 13.03 lakhs
- (8) Afforestation and Ecology – 111.67 lakhs
- (9) Integrated Afforestation and Ecology – 210.00 lakhs

Total            2139.82 lakhs

59.51 % of the budget for the ZP sector (1273.55 lakhs) is meant for payment of salaries and only 40.49% (866.27 lakhs) is earmarked for scheme implementation. Divided over 27 districts, this would result in an allocation of only Rs.32.08 lakhs per district under the ZP sector for



actual scheme implementation. Even among the schemes, Minor Forest Produce with 11.00 lakhs, Decentralised Nurseries with 13.00 lakhs and School Nurseries with 15.00 lakhs would have hardly any money per district for any meaningful scheme implementation. As stated by the Forest Department in their annual report for 1999-2000, funds under the district sector schemes for forestry and environment project for eastern plains "the scheme mainly relates to provide funds for administrative charges of the social forestry divisions working under zilla panchayats". Therefore, the entire money under the scheme is used for payment of salaries. Also the non-JBIC (OECE) schemes implemented in the district sector is to only meet the salary expenditure of 146 staff, vehicle maintenance etc. Of the 38 schemes being implemented in the State sector, the Forest Department could easily transfer the schemes such as Maintenance of Teak, Matchwood and Sandalwood Plantations, all other Plantation Schools, Forestry, Afforestation Programmes, schemes pertaining to Minor Forest Produce, Vana Mahotsava, etc to the District Sector. While the construction of the building has been put under ZP sector, the maintenance of the buildings has been put under State Sector. This would lead to anomaly and it is better that all the building works be put in one sector itself. Transferring schemes from the State to the ZP sector would also ensure that the officers at the ZP sector have enough work.

For the year 2000-01, the Forest Department has a budgeted outlay of Rs.28826.96 lakhs, of this only 7.43% or Rs.2139.82 lakhs is allocated for the ZP sector. The balance 92.57% or Rs.26687.14 lakhs remains in the State sector. Of the budget allocated for the ZP sector, 59.51% (Rs.1273.55 lakhs) is to be utilised towards the salaries. Therefore, a very small amount of Rs.866.27 lakhs or only 40.41% of the ZP sector budget is to be utilised for the schemes. If this is further broken up into the amount that each department would be entitled to do, only Rs.32.08 lakhs devolves to each district. Several of the schemes implemented by the Forest Department are purely seasonal in nature. Taking by the figures under consideration, it does not seem justifiable to have one officer per district to implement schemes to the extent of Rs.32.00 lakhs only. The Forest Department must take up a review of the large number of DCFs in each district and rationalize their numbers. The large number of DCFs in every district in the Forest Department is a result of the bifurcation made by the department into State sector and District sector schemes. While the schemes target groups and intended outcome of the schemes are similar, yet there are two distinct categories of officers for the implementation of schemes at the district level in the Forest Department. If this artificial distinction is done away with, this would actually help in reduction of the number of DCFs in the Forest Department at the district level.

Therefore, it is suggested that: -

- Multiplicity of parallel establishments under the Forest Department at the district level must be reduced.
- The DCFs (ZP) have no work in most of the districts since there is no money for implementation. The Forest Department should examine the need of combining the work of DCFs with that of DCF, ZP and abolishing the post of DCF, ZP.
- Having separate officers to implement State sector and district sector schemes is not required. It only leads to multiplicity of staff for implementing the similar schemes. Only one cadre of officers is sufficient.
- Several schemes listed for implementation in the State sector could be transferred to the district sector.



## Decentralisation

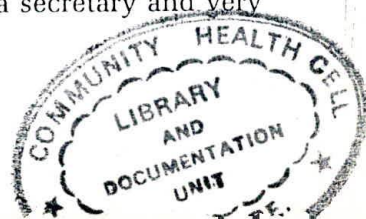
District Administration is the first level in the decentralized set up in public administration. Decentralisation is a powerful tool for achieving developmental goals. Decentralisation is itself not a goal of development, but a means of improving public sector efficiency. But care has to be taken so that decentralisation does not give more power and influence to the already advantaged classes or richer section of society. To really benefit the poor people there must be adequate safeguards and also processes to ensure a high degree of public participation in the design and monitoring of programmes.

Karnataka has been praised for its policy on decentralisation – nationally and internationally. Decentralisation here has succeeded in breaking the government into smaller administrative units. The creation of new and smaller districts and the three tier set up at the district level, (five for revenue – division, district, taluk, hobli and village and for ZP – three – District, Taluk and Village) have to some extent increased the scope for interaction with the general public.

Fiscal control and financial autonomy to Zilla, Taluk and Grama Panchayats is critical for them to plan their activities. Today, allocation for most schemes under each department, is decided by Secretariat and Heads of Departments. Under the budget allocation for each scheme, the district has to generally plan only for the number of beneficiaries and their allocation for each administrative area. The allocation is usually based on the previous years' performance. The Chief Planning Officer (basically a statistician) in ZP as well as the President/CEO, carry out a mechanical exercise of equally dividing the funds so allotted to each taluk in the district. Generally the CEO rarely formulates schemes for the district. Locally raised resources are generally not adequate for the local bodies to plan their schemes. Therefore, they are dependent on government for devolution of funds. Enforcing hard budget constraints is necessary to make them accountable. Participatory process at grama panchayat level not effective.

The history of Panchayati Raj institutions in Karnataka dates back to 1862 when local fund was established for construction of roads and other civil works. The period between 1950 to 1954 was one of great significance for development of panchayati raj in Karnataka. The two review committees appointed during this period, recommended the constitution of district boards and a two-tier system of panchayat administration. Subsequently the Mysore Village Panchayats and Local Boards Act, 1959, was enacted. This was based on the Balwantrai Mehta Committee Report and recommended the setting up three-tier system of panchayati raj institutions. It further emphasized on the development and implementation of plans with the active involvement of local people. The 1959 Act also provided for district development councils at the district levels, taluk development boards at intermediary levels and village panchayats at the panchayat levels. The village panchayats and taluk development boards were executive bodies while; the district development council was given only advisory status. The set up under this Act failed to provide adequate interaction between the panchayati raj institutions and the local people. Also, there was no integration between the panchayati raj institutions and the State Planning and Development administration.

In 1983, based on the Ashok Mehta Committee Report, the government enacted the Karnataka Zilla Parishads, Taluk Panchayat Samitis, Mandal Panchayats and Nyaya Panchayat Act 1983. This Act provided for a directly elected body at the district level, on the lines of Maharashtra and Gujarat models. The administrative wing of the Zilla Parishad was headed by Chief Secretary, an officer senior in service to that of the Deputy Commissioner of the district. The Adhyaksha and Upadhyaksha headed the Zilla Parishad and were given the status of Minister and Deputy Minister respectively. All the district level officers and staff of development departments functioned under the zilla parishad. This was done in order to bring about a better coordination between the resources and personnel available at the district level. Another important part of this Act was to entrust zilla parishads with the responsibility of formulating and implementing the district development plans. The Act also stipulated strong functional linkages between the zilla parishads and the Mandal panchayats. The Mandal panchayats comprised of cluster of villages with a population of about 8000 to 12000. Each Mandal had a secretary and very





significantly the Mandal panchayat had the powers to appoint its own employees. The 1983 Act also provided for the intermediary level of taluk panchayat Samitis. This was essentially only an advisory body to assist the Mandal panchayats in the effective implementation of programmes.

At this time one of the most innovative measures undertaken by the State Government was to constitute the State Development Council with the Chief Minister at chair and all the zilla parishad Adhyakshas as members. This body helped to review working of the zilla parishads and Mandal panchayats and also helped integrate local development planning with that of the state planning. As observed in the Krishnaswamy Committee Report of 1984, "despite ..... limitations, the actual achievements of zilla parishads and mandal panchayats are impressive. Virtually in all districts, the operation of schools, and health facilities has improved vastly. Attendance of both teachers and students has gone up noticeably."

Notwithstanding the positive developments during this period, there were several drawbacks, which hampered the effective functioning of panchayat raj institutions. Certain departments like cooperation; horticulture and delivery services like public distribution scheme were withdrawn from the purview of the zilla parishads. There is also considerable gap between the resources and functions assigned to erstwhile zilla parishads and Mandal panchayats. As a result, these two local bodies depended to a large extent, only on the devolution of funds from the State Government. They did not have any substantial degree of financial autonomy. Due to lack of experienced staff, there was practically no planning activity either at zilla parishad or Mandal panchayat levels. The accountability which was expected through the meetings of the grama sabhas was not realized at all since the meetings were not held regularly and in some cases were not called at all.

The process of real decentralisation begun with the 73<sup>rd</sup> Constitutional Amendment in 1993, which gave statutory status to the PRIs. Consequently the new Act - The Karnataka Panchayat Raj Act 1993 was enacted which provided for a three-tier structure of panchayat raj with Zilla Panchayats at the District level, Taluk Panchayats at Taluk level and Grama Panchayats at village level. All the three bodies are elected bodies. The Act also specified that the grama sabha should be convened twice a year. Also, the Act provided for reservation not only for members but also to the executive positions.



## **Zilla Panchayats**

The role of the Zilla Panchayats, in the entire decentralisation process is one of a facilitator and coordinator. The Zilla Panchayat is responsible for integrating the plans of the Taluk Panchayats and Gram Panchayats, allocating finances to the development departments and above all to oversee the functioning of the Taluk Panchayats and Gram Panchayats. But there is generally a continuous friction between the Zilla Panchayat and the Taluk Panchayats and Gram Panchayats. Delays in the disbursal of grants, and grant of approvals to work proposals and sometimes even alterations in the beneficiaries lists are reasons for discordant relations between the three tiers of the Panchayat administration. The action plans for every financial year invariably get finalized only in the months between September and November every year. No individual is to be blamed for these type of delays. The processes and the functioning of the Zilla Panchayat system is such that delays are more the norm rather than an exception. Such delays, especially in the implementation of developmental works leads to adhocism, bunching up in the release of funds, corruption and a loss of faith in the delivery system of the Zilla Panchayats.

Both inter-institutional and inter-personal relationships between the three tiers in the PRI system between the officials and the non-officials appears to be superficial and marked by red-tapism. Inadequate delegation of powers, large amount of discretionary powers has resulted in this situation.

Except for powers to levy taxes on buildings, lands, water tax, taxes on Entertainment, vehicles, advertisements, market fees etc; the gram panchayats have to depend on the resources transferred from the government. Though both the panchayats are entrusted with both development and administrative powers and functions, yet since there is no clear-cut demarcation of powers and functions between the Panchayats and the functionaries, which has prevented the panchayats from being unable to assert their positions. The panchayats are deprived of both administrative and financial autonomy. The panchayats are also under the mercy of respective state governments. This lack of a proper match between the powers and functions has had a negative impact on the functioning of the panchayats.

## **Taluk Panchayats**

The Taluk Panchayats, placed at the intermediary level in the Zilla Panchayat system do not have any regular source of income except the income derived from stamp duty. This amount ranges from Rs 10 to 15 lakhs for each Taluk Panchayat annually. The Zilla Panchayats release this amount in two to three instalments to the Taluk Panchayats. The Taluk Panchayats generally utilize these funds for capital expenditure, construction of office buildings, shopping complexes and staff quarters. The Taluk Panchayats do not have any independent powers either to approve or sanction any amounts.

The rapid expansion of several departments at the district level has also led to erosion of the earlier system where the Block Development Officer at the taluk level exercised control and supervision over all departmental activities. With the creation of several departments and expansion of other work force, the earlier Extension Workers of these departments have now been upgraded and designated to the levels equivalent to that of Block Development Officers. The executive officer of the taluk panchayat whose main function is to coordinate the developmental activities at the taluk level should have in terms of hierarchy a position senior to that of the other taluk level officers. But, very often this is not the case with officers of agriculture, animal husbandry and other departments either senior or of equal rank to the executive officer. The loyalties of these departmental employees lie only to their respective departments and not to the executive officers. Consequently, this hampers coordination and actual execution of work in the district. The departments therefore operate on line basis and there is very little coordination at the horizontal level.



## Grama Panchayats

In the decentralised system the grama panchayat tier is the most sensitive and most important levels of administration. Each grama panchayat is also authorized to set up Standing Committees, yet in many cases they are defunct. Several times, members of grama panchayats feel that there is no need to call for separate Standing Committee meetings since all matters are discussed in the general meeting itself. Since the Standing Committees do not have any decision making powers, and are only advisory bodies, they felt that having those meetings is waste of time and effort. While the Act has only made the formation of the Standing Committee as mandatory, but there is no compulsion regarding the number of meetings to be held or the functions to be performed, therefore, the Standing committees are generally defunct.

The functioning of the Grama Sabha is exactly similar to how the Standing Committees have been functioning. Primarily grama sabhas are not convened regularly and if convened, there is very little attendance and participation. Both the grama sabhas and the Standing Committees have a cardinal role to play in the decentralisation process yet they fail to perform their duties due to above reasons. Unless these mechanisms are made functional, the very essence of the democratic decentralisation process of making the PRIs accountable is inconsequential.

A crucial functionary of the grama panchayat is the grama panchayat secretary. However, majority of the grama panchayat secretaries do not come up to the expectations of self-governance. While the duties and functions of the grama panchayats are diverse, and span across several developmental departments, yet the grama panchayat secretary is today appointed from the cadres of either a FDA or SDA. Adequate training is not given to the Gram Panchayat secretary to understand the proper implementation process for the various programmes which are to be implemented at the grama panchayat level. Creation of awareness among the grama panchayat members about the government programmes and also involvement of the villagers in the developmental activities are not areas which the Gram Panchayat secretary is familiar with. The grama panchayat secretary ultimately functions only as a clerk maintaining the accounts of the grama panchayat and convening meetings. Invariably, the secretaries too face several problems. It was also observed that majority of the women members of the grama panchayat are unable to have a proper interaction with the grama panchayat secretary. It is suggested that 30% of the posts of grama panchayat secretaries should be reserved for women. It is therefore absolutely necessary to give proper training to Gram Panchayat Secretaries.

The grama panchayats have to made effective and efficient units in the entire panchayat raj process. The fault is in the structure of the PRIs which allows only limited powers to be transferred to this basic unit. Lack of proper training and orientation of grama panchayat members regarding handling governance is another factor. The devolution of resources from the State to the local bodies makes the local bodies more accountable to the State then to the people hampering the decentralisation of powers. The attitude of the secretaries in taking advantage of the ignorant and illiterate women members is a major flaw in the existing system. To overcome this, the capacities of the newly elected representatives of people would need to be strengthened to enable them to carry out their roles effectively.

The large number of people elected to the panchayat raj bodies for the first time means that their training requirements are different from and greater than those persons who have earlier held offices. The large numbers as well as greater first time panchayat representatives would also increase the number of some illiterates and even illiterate non-officials who require training. Further, as per reservations seats change in the subsequent terms. Women seats may become a seat of SC/ST or vice versa. Thus, system would ensure that many persons presently elected would be ineligible to seek re election from the same seat once their term ends. Accordingly, each election will now repeatedly throw up a batch of elected representatives consisting of large proportion of people who have no basic knowledge of the functioning of the panchayat raj institutions.



Prompt and timely tax collection is imperative. The grama panchayats should give this task the highest priority so that it enables them to create their own funds. All GP members should be trained in the required skills of planning, monitoring, budgeting and resource utilization. Presently the salary of the GP secretary is paid by the ZP. If the GPs pay the secretaries salary, the GP would have more control over the activities of the secretaries.

Another serious constraining factor in the decentralisation is lack of flexibility, especially at the gram panchayat and taluk panchayat levels. The grama panchayats and taluk panchayats received budgets whose allocations are already pre-determined for various sectors and sub-sectors. In most cases, again as at the district level, the salary expenditure consists the bulk of expenditure especially in social services. Though the gram panchayats are empowered to collect taxes, yet this is rarely adequate to them to meet the salaries of contract employees like watermen, watchmen etc. At the zilla panchayat level, there are innumerable cases where after meeting the salary expenditure, enough funds would not be available for purchase of medicines or for books and reading materials.

The allocation of funds in the budgetary process especially at the grama panchayat and taluk panchayat levels has not taken into account the regional preferences and priorities. The top down character of the entire budgetary and planning process does not provide much room to take into account the variations in the regional preferences. Thus, even in those areas where there has been marked improvement in health parameters such as IMR and MMR or even in improving the roads, the budgetary allotment remains the same. The taluk panchayats and gram panchayats cannot change their budgetary allocations according to their specific requirements. If at both these levels in decentralised set up, they were given powers to borrow as well as to generate their own resources through voluntary contributions, this would form a sizeable part of their revenue enabling them to have greater flexibility in their developmental programmes. Additional revenues earned by these local bodies in excess of their targets should be re-allotted back to these local bodies, which could be then spent on social sectors excluding spending on salary payments. They could also utilize these funds for maintenance of assets already created under various programmes of JRY, EAS, school buildings, etc. This would serve as an incentive for local bodies to improve their revenue collection and also exceed the targets. These local bodies also should be delegated with powers for revision of taxes within their areas. This would greatly enhance the efficiency and accountability of the local bodies towards the people.



## Planning process under the decentralised system

For planning at the district level to be meaningful, there should be clear formulation of objectives, resources, and inventory, and identification of priorities and of programmes. But neither at Grama Panchayat, Taluk Panchayat nor at the level of Zilla Panchayat, are requisite capacities and capabilities available. At the district level, there is very little functional autonomy for planning as State Sector, Central sector and centrally sponsored schemes have to be accommodated. When these schemes are funded either at the Central and State level, the norms and targets are more or less defined. There is very little flexibility that can be exercised in spite of these schemes at district level.

Even though under the zilla panchayat sector, a lump sum grant is given to the zilla panchayat, yet even under this, there is no room for flexibility since the department-wise allocations under this over all budget grant is almost fixed. Neither the zilla panchayat President nor Chief Executive Officer nor Chief Planning Officer can really utilize the zilla panchayat grants to prepare a specific district sector plan, which would be unique and relevant to that particular district. Even out of the zilla panchayat grants given to each district, almost 75% is committed on non-plan expenditure to be utilized towards salaries and remunerations of employees, leaving just about 20-25% for actual zilla panchayat sector schemes. There is thus very little functional autonomy for the zilla panchayats. Since qualified and capable personnel are not available at the grama panchayat level and taluk panchayat level, they can at the best only indicate their request or felt needs to the zilla panchayat. Therefore, the concept of planning at the grama panchayat and taluk panchayat level is not existent today.

Though there is a District Planning Committee, which is to prepare the draft Development plan for the whole district, yet because of its unwieldy and non-professional composition has rarely been able to deliver a focused development plan for the district. Therefore, for the district plans to be meaningful, it is suggested that there should be a district lists. If there is such a list, planning pertaining to these items at district level can be meaningful. Otherwise in the midst of the present system of central and state lists, the district is more or less serving as only post office as far as planning is concerned.

Implementation of the district plan involves greater responsibility for putting the required strategies into action. In the Central and State governments, there are specialized ministries and departments which have duties and responsibilities to implement their respective plans. The Planning Commission watches, advises and reports on their performance. At the district level, the institutionalized set up for planning is less specialized more politicized and less coordinated. This hampers their delivery system when the district machinery is expected to work in close coordination with several departments at the local levels. District Planning, therefore, requires the support of not only the State and local political leaders and bureaucracy but must also have the active involvement of the people and have genuine participation of the people at all levels of district planning. The participation of the people must be both in the selection and implementation of the schemes.

It is the responsibility of the district level officers of any department to ensure that the schemes taken up under a district plan is technically sound and is properly supervised and implemented. Very often more than one officer is empowered to accord technical approvals for schemes. Also lower level departmental functionaries are not given any role in according administrative or technical approvals of the projects which goes against the principles of district planning. There is no professional organisation either at the grama panchayat or at taluk level to actually oversee the implementation of several schemes. Often many schemes are not properly planned from the technical angle because of which they take longer time than the stipulated time for completion. This either leads to escalation in costs or sometimes the scheme itself loses its usefulness. The proper implementation and provisions of certain schemes are not done because it is not based on local resources and convenient techniques. Repair work on an institutionalized basis is also not done after the work is completed.



Therefore the following are recommended

- Every Gram Panchayat must be given matching grants equivalent to the resources collected, and fifty percent of this amount must be spent on the social sector.

Some differentiation may be shown between Gram Panchayats by categorizing them into different groups, and giving them weightage accordingly. The criteria so developed should be applicable for the Gram Panchayat and not for the district as a whole since even within a district there would be vast differences amongst villages. The criteria should be objective; the process of devolution of funds should be transparent. The criteria should be based on the human development indicators, Infant Mortality Rate, Maternal Mortality Rate, literacy levels etc.

- Job chart of every village level functionary must be made available to every Gram Panchayat member.
- Even where the Gram Panchayat comprises of more than one village the Gram Sabha is called for all the villages at the same time. Such a type of meeting does not encourage participation and is wasteful. It would be better if a Gram Sabhas convened for each village.
- Holding Grama Sabha meetings must be made compulsory. If the meetings are not held, there should be no devolution of funds to the grama panchayats. In an order issued in 1999, the department has made the Taluka Executive Officer responsible for deciding the dates for the gram sabha in consultation with the President of the Grama Panchayat. The Secretary of the Gram Sabha has to prepare the agenda notes and make them available to the villagers on a payment of Rs 1-00 per copy. Instead of decentralizing the powers, even the powers to call for the Gram Sabhas have been taken away from the Gram Panchayat and given to the Taluk Panchayat. Powers to convene the Gram Sabhas must be given to the Gram Panchayat 's only.
- The frequency of calling village level workers to taluk must be reduced.
- All the posts at the village level, must be made district cadres wherever they have not been made so far. This would not apply to honorary workers like the anganwadi workers.
- Action plan must be finalized by the end of May or June every year.
- Some lump sum grant should be given to the districts which the district could operate in the State list.
- Planning at all levels under the zilla panchayat system is mere formality. Proper training must be given to all the officials, non-officials on how to utilise the various human development indicators for planning at the district level.
- The number of meetings at the zilla panchayat level must be reduced. On an average, every Chief Executive Officer is either chairman or member of about 52 committees. Most of these committees have to meet either monthly or quarterly. Such meetings take away much of the time of these officers and leave them with less time to actually tour and inspect the work. This applies also to other district level officers.
- Several of the State sector schemes which ought to be implemented at the district level itself should be transferred to the zilla panchayats.



# Good Governance

Good Governance, conceptualised in the past as ideal state or 'Rama Rajya', has been an enduring idea of political leaders around the ages. Good Governance should result in happiness and welfare of the people and is associated with an efficient and effective administration in a democratic framework. Administration should be development oriented and committed to improving the quality of life of the people. It implies a high level of organisational effectiveness. In simpler terms, Good Governance should comprise of a citizen-friendly, citizen-caring and responsive administration.

Kautilya, in his treatise "Arthashastra", elaborating on the traits of good governance states of the king as "in the happiness of his subjects, lies his happiness; in their welfare his welfare; whatever pleases himself, he shall not consider as good but whatever pleases his subjects he shall consider as good". The Oxford dictionary has a systemic definition of governance, which says that it is an act or manner of governance or the way of control. Therefore, the criteria of good governance would be transparency and accountability at all levels of government, efficiency, provision of corruption-free and citizen friendly administration.

There is therefore no standard definition of good governance. Governance is broadly defined by Pai Panandiker as the management of the affairs of the State and basically delivering to the citizen the rights and other provisions enshrined in the Constitution of each country which makes political, economic and social life of the citizen rich in it's quality. In substance, therefore, good governance implies that the affairs of the state are so managed that the material and the social well being of the citizens is effectively looked after within a system of properly organized institutions of governance.

The quest for good governance is a continuing one. It is in the nature of a dynamic and moving equilibrium. It all relates to what citizens expect from their Government whose basic function as well as justification is to provide good governance. It demands vigilance on the part of the people and responsiveness on the part of those who carry the responsibility of governance. It can also be viewed as what the people expect from their Government and the willingness and the capability of the Government to rise up to those expectations.

Under the Article 154 of the Constitution, the State Government is represented by the Governor, Council of Ministers headed by Chief Minister and the officers of the government. The permanent executive of the government carries out the affairs of the government according to the decisions of the political executive. In this process, the permanent executive will also be guided by the law of the land and bound by the Constitution. The accepted norms of the government developed over the years, usually codified in the form of rules, procedures, etc; guide the permanent executive in discharge of its responsibilities. Any change in these procedures involves lengthy and cumbersome processes and many obstacles are to be overcome. Therefore, the civil service becomes inflexible and rigid even if some procedures have outlived their utility.

- Any reforms in governance/government, therefore, will have to cover all levels of the government, both bureaucratic and political.
- Reforms will have to cover the change in attitudes of all functionaries involved at all levels of the government. Reforms would also mean a close look and change of the Government processes and procedures.
- Therefore, the scope of the reforms should to a large extent cover the higher echelons of the government and necessarily have to start from the way ministers and secretaries to government function.



In other areas of administration also, rigid rules, archaic procedures and resistance to change have further compounded the matter. Several tasks, schemes in the Government have become so redundant and stereo typed that employees very often do not know what they are trying to accomplish. There must be clearly defined rules and trust placed in the employees who actually do the work so that they feel free to make decisions. Workloads are unevenly distributed. While some field officers are under worked, others are over worked and some offices are located in far away places making them inaccessible to the public. The taxpayers, the general public are not interested in what rules the bureaucracy follows, but they do care deeply about how the Government delivers the services.

Typically Government measures the success in programmes quantitatively by the number of people benefitted rather than how they are benefitted. The monthly MMR and KDP reviews at the Secretariat are a sterling example of how only financial and physical targets and achievements are reviewed with little emphasis on the quality of service delivery to the people. So is the case of most meetings held in the Government.

Making the Government more people and market friendly, and more efficient involves improving civil service management. This also means development of a professional civil service. Employees frequently have wrong skills for jobs and poor incentives. Performance has little bearing on the pay and promotions. Vested personal loyalties and political considerations are motivating factors in the routine professional and career decisions. Government is today spending too much money on programmes that do not work and a close look at several of these programmes would limit the unneeded bureaucracy. Employees generally have a lifetime of tenure regardless of their performance. Success offers few rewards, failures few punishments.

Government procedures and administrative orders make it very difficult to reward good performers or even to discipline the non-performers. The system of time bound promotion in the government has created havoc, especially in the Secretariat, bloating the supervisory layers irrespective of their need. This has brought in additional layers of review with limited value addition.

While Government of Karnataka's civil service is not very large in comparison with other states, since almost 75% of the State's revenue receipts is spent towards salaries and related items, such high level of expenditure is un-affordable for the government. This severely restricts the government expenditure on capital and developmental works.

The components of governance reforms would constitute reform in the following major areas-

- Delegation of powers between the Ministers and Secretaries
- Civil Service reform
- An anti corruption strategy
- An Effective Grievance Redressal Mechanism
- Amalgamation of schemes
- E—Governance

***Civil Service Reforms would comprise of***

- a. Accountability of the civil service
- b. Redefining functional goals
- c. Improving systems and work methods
- d. Rationalization of the Civil Service
- e. Review of performance appraisal system
- f. Human resource development



***An Anti-corruption strategy would include:***

- g. Transparency and the Right to Information
- h. Meritocratic recruitment
- i. Legislation on transfers
- j. Strengthen anti- corruption mechanisms
- k. Simplification of disciplinary procedures



## **Delegation Of Powers Between Ministers and Secretaries**

In Karnataka there is very little delegation of powers between Ministers and Secretaries to Government. Rule 6(1) of The Karnataka Government (Transaction of Business) Rules, 1977, states that " Subject to the provisions of these Rules in regard to consultation with other Departments and submission of cases to the Chief Minister, the Cabinet and the Governor, all business allotted to a Department under Karnataka Government (Allocation of Business) Rules, 1977 shall be disposed of by, or under the general or special directions of the Minister-in-charge".

Sub Rule (2) of Rule 6 of the same Rules state that -

" Each Minister shall by means of Standing Orders arrange with the Secretary of the Department what matters or classes of matters are to be brought to his personal notice. Copies of such Standing Orders shall be sent to the Governor and the Chief Minister".

The authority who exercises the powers is also responsible for the outcomes. When the secretary to government becomes indifferent then the casualty is the system. Whenever a new government takes over the individual ministers are required to specify what powers of the ministers/ government are delegated to the secretary. Under Business Rules, secretaries to government are answerable to the courts of law for all legal matters. This to some extent makes the secretaries take an extremely cautious attitude bordering on indifference towards the time and cost overruns in implementing the Government programmes and to this extent the concern for the outcomes get diffused. This situation does not enable the higher levels of bureaucracy to feel responsible for the functioning of their department.

Therefore, there is an urgent need for codification of delegation of powers between the ministers and secretaries in a harmonious way to bring in greater involvement of the Ministers and secretaries and make them responsible and accountable for the outcomes. In the absence of such harmonious delegation of powers and responsibilities, the bureaucracy tends to take shelter under the procedures, not necessarily having concern for the outcomes.



## CIVIL SERVICE REFORMS

Karnataka is today regarded as one of the better governed States in the country and the civil service more compact, efficient and responsive than in most other States. The term civil service as used in this report includes all categories of the civil service, whether belonging to the All India Services or the State services and all levels of employees, from the highest to the lowest cadres. While the State has able bureaucrats, teachers, doctors, clerks, police officers who are dedicated and efficient, the civil service as a whole has seen a general decline over the recent years. The civil service is now regarded as poorly motivated and unproductive.

Before there is a further deterioration in the civil service, there is an urgent need for civil service reforms to make them more accountable, transparent and responsive to the needs of the society. Improving the performance of the civil service, though difficult is not impossible. The special character of the civil service makes it difficult to monitor and measure output. Non-transparent personnel policies with little or no scope to reward good performance do not promote good service at all. Demoralized school teachers, doctors, health workers do not provide quality service at cutting edge level where it matters most to the government. Before examining the various components of civil service reform in Karnataka, it would be necessary to examine how civil service reform has taken place in some of the best recognized civil services in the world today.

### Civil service Reforms in United Kingdom

With the establishment of welfare state, the British civil service expanded from around 1,50,000 to 7,00,000, peaking at 7,48,000 in 1976. The civil service grew so rapidly that there was great concern as to how such huge organisation could be effectively managed. Though the committee headed by Lord Fulton (1966-68) had earlier recommended measures for restructuring of the civil service and to improve recruitment and management of the civil service, yet the administrative culture still remained very bureaucratic. In 1979, the Conservative Government led by Margaret Thatcher sought to reduce public expenditure in order to reduce direct taxation. The view taken was that it would be in the interest of the public if government was to play smaller role and therefore there would be a need only for smaller civil service. This started the drive for civil service reforms. In 1979, an in house consultancy unit called Efficiency Unit was set up in Prime Minister's Office headed and manned by renowned and professional managers from the private sector. This unit conducted scrutiny exercises to study how the government expenditure could be reduced and efficiency of departments improved. A methodology was developed to achieve the above objectives and each department was expected to conduct such scrutiny exercises themselves. On the basis of such scrutinies several structural changes were brought about in the British civil service

- (a) the civil service was made open so that it would be able to face competition from those outside the service.
- (b) a new breed of civil service, the Chief Executive, was introduced .
- (c) the system of cash limits was strengthened
- (d) large departments were broken up into relatively small agencies which may take quick decisions and be accountable .
- (e) privatizing public enterprises.

Based on the above, the functional management initiative was introduced in 1982. Managers in government departments were given responsibility for managing their own budgets. Output was measured and cost effectiveness of their work evaluated. Each department was required to operate within the limit of its manpower and total running costs.

In 1988, the Next Steps Study recommended that executive agencies should be established to carry out the executive functions of the government. Each agency was headed by a Chief Executive. By 1994, 60% of the civil service were working in agencies and other organisations operating on Next Step's lines. In 1991, the Prime Minister launched Citizens Charter initiative.



## Improving systems and work methods

The primary aim of improving systems and work methods should be to create a new work culture and introduce openness, transparency and accountability into the system. All work must be purposeful and must aim to provide the public greater satisfaction. In addition, improved systems and work methods would also enhance productivity of the civil service.

There must be a conscious effort to change the government's image in the mind of the public. There is a distinct differentiation made by the public between the government offices and that of a corporate sector. A government office is viewed as one where you find peons lounging in corridors, dirty corridors, dusty rooms full of files, non responsive employees and a very hierarchical structure. On the other hand, corporate sector is viewed as an environment, which is bright, spacious, warm and welcome and above all neatly organized. As has been deliberated in detail in the chapter on Secretariat Reforms, government must initially identify one or two departments and attempt to bring in change in the work culture especially at the secretariat. This is in terms of seating arrangements, type of furniture, suitable lighting, adequate racks etc.

Almost complete lack of citizen orientation, which is seen in the government offices, makes people view the government employees as exploiters rather than facilitators. A conscious effort has to be made to change such a perception.

To improve work methods, the first thing would be to revise the Secretariat Manual of Office Procedure which prescribes elaborate processes and systems for office work. This results in generation of unnecessary file work, reports and returns. The filing system in the government is rather outdated. A large number of files that are generated everyday ensure that there is less space for the officers to sit and even lesser space where the files can be kept.

***Therefore, it is suggested that: -***

- The paper work in government offices should be reduced by abolishing all unnecessary reports and returns, reducing number of circulars and with the increased use of computers.
- The existing system of file movement needs to be thoroughly revamped. Gradually files may have to be replaced by floppies. Until such time, file movement can be done on computers.
- The introduction of desk officer system, which has been explained in detail in the chapter on Secretariat Reforms, must be done at the earliest. This would be the first and the most important step to improving systems and work methods in the secretariat.
- All field offices should also follow a similar pattern and reduce file movements to only three or maximum of four levels.
- The number of meetings both at the secretariat and at the field levels must be reduced. This would give more time to officers to go on tour and make inspection where necessary.
- The greater delegation of powers and exercise of delegated powers would ensure that there is much less paper work and less time spent in getting approvals from various levels.
- A lot of extra work is generated in the government because there is inadequate information sharing between the departments. Several departments also require the information collected by one department in one form. If all departments would put such information databases on the LAN or e-mail it to other secretaries, it may be very useful to the other departments in policy formulation.
- Apart from reducing the number of forms, each department should also look at the size of the forms. There should be an attempt to simplify the forms and returns being used in the government.



## Rationalisation of civil services

Partly as a result of past government efforts, the growth of the middle class, the diversification of the private sector and expansion of the voluntary organization network over the recent decades, government can now afford to reduce its role in many areas where it once seemed essential. The most common complaint about government is that the existing programmes fail to deliver adequate services. In selected areas such as Health, Education, Law and Order, Irrigation, etc., government needs to increase its role but it must be smaller or absent in other areas in order to be affordable. Political will and proper management are the must crucial inputs to provide these services.

The problems with the civil service in the State are less with its aggregate size then with its ineffectiveness and inefficiency in performing many of the given tasks. Improving service delivery by the civil service involves not only focusing on high priority functions but also allocating wisely among various areas and efficient spending. The increased participation of private sector especially in the areas of health and education has raised the standards of education and health services delivery and has also raised the expectations of the public with regard to standards of delivery from the government. With isolated exceptions, the service delivery by the civil service has not met these standards.

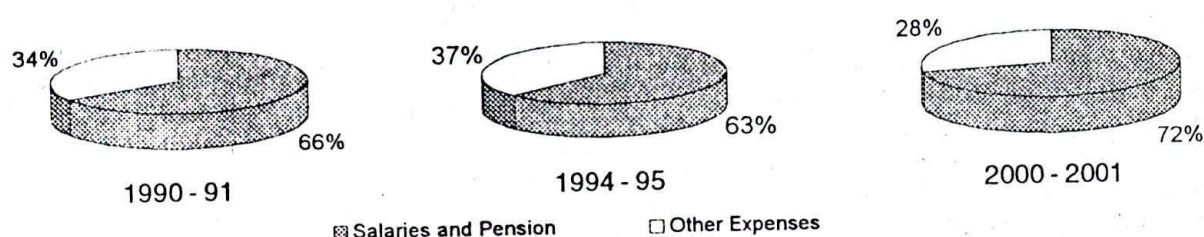
### SANCTIONED STRENGTH AND EXPENDITURE ON SALARIES AND PENSIONS

(Rs in Crores)

YEAR		TAX RECEIPTS	No.OF EMPLOYEES	SALARY EXPENDITURE	PENSION	SALARY+ PENSION	PERCENTAGE OF 2 & 6
1	2	3	4	5	6	7	8
1990-1991		2,332.12	503990	1321.21	260.36	1581.57	67.82%
1991-1992		2,900.20	496921	1442.35	296.76	1739.11	59.97%
1992-1993		3,097.81	516496	1707.69	348.50	2056.19	66.38%
1993-1994		3,812.31	529412	1966.84	410.28	2377.12	62.35%
1994-1995		4,289.31	562552	2212.97	470.36	2683.33	62.56%
1995-1996		5,273.93	589462	2480.74	558.55	3039.29	57.63%
1996-1997		5,767.84	598037	2871.21	716.40	3587.61	62.20%
1997-1998		6,411.87	589298	3244.95	809.07	4054.02	63.23%
1998-1999		6,943.04	619753	3906.51	971.70	4878.21	70.26%
1999-2000		8,182.09	639331	4891.91	1427.48	6319.39	77.23%
2000-2001 BE:		9,159.14	626899	5005.40	1578.00	6583.40	71.88%

1. The Reduction in percentage during 1991-1992 was due to Substantive increase in Tax Revenue and Reduction in number of employees
2. During 1995-1996 the dip in percentage point was due to substantive increase in Tax Revenue Only.

### Comparison of Salary & Pension out of State Tax Receipts





(Rupees in crores)

**STATEMENT OF EXPENDITURE ON SALARIES AND PENSION FOR  
2000-2001 AS A PERCENTAGE OF STATES' OWN TAX RECEIPTS.**

States own Estimated Tax Receipts for 2000-2001	9159.14
1. Estimated Expenditure on Salaries for 2000-2001	
From States Tax Receipts.	5005.40 (54.64%)
2. Estimated Expenditure on pensions From States Tax Receipts.	1578.00 (17.25%)
<b>GRAND TOTAL:</b>	<b>6583.40 (71.88%)</b>
<b><u>CIVIL SERVICE IN 2000-2001.</u></b>	
Number Of Serving Government Employees	6,26,899
Number Of Pensioners	3,93,067

Looking at the decadal growth in the civil service from 1990-91 to 2000-01, while there has been 24.38% increase in the staff strength, salaries have increased by 299.36 % as a part of Non-Plan expenditure. Of the total Revenue receipts of the government, 71.88% is the expenditure towards salaries and pensions as per the budgeted estimates for 2000-2001. Of this salaries alone under both Plan and Non-Plan constitute 54.64%. In actual terms, out of Rs 9159.14 crores of estimated tax receipts, for the year 2000-01, Rs. 5005.40 crores would be spent on salaries and Rs.1578.00 Crores is the estimated expenditure on pensions. From the Non-Plan Expenditure, 4423.84 Crores are spent on salaries for the employees in both the State and ZP Sector. The other components of Non-Plan expenditure in the government are Subsidies, Interest, and Grant in Aids, Diet/Medicine etc. Of these, subsidies have grown at a percentage from 0.14 % in 1990-91 to 7.00% in 2000-01. As can be seen at Annexure (Page 153) the Non-Plan expenditure also includes amount to be spent on schemes viz. scholarships, nutrition and other rural development programmes.

Apart from salaries to the civil servants other expenditures like Travel Expenses, Vehicles etc constitute a fairly large percentage of government's revenue expenditure. Of a total anticipated non-plan expenditure of Rs.1337.57 Crores for the year 2000-01, the expenditure on maintenance, purchase of motor vehicles is Rs.116.83 Crores. This includes only expenditure on vehicles at State Sector and excludes the ZP Sector. The expenditure on travel expenses is 56.10 crores. In terms of fiscal sustainability the decision on the extent of size of the civil service should depend on government's capacity to pay and support. Large outflows towards salaries and other related expenses would invariably result in a lesser degree of funding to other core development sectors. When available resources shrink either from a drop in gross revenue or an increase in interest rates, this would invariably mean that on a progressive scale, wages would continue to increase but government's revenues would not. The wage bill is the largest item of expenditure under Non-Plan in the government budget and its share has been rising over the years. The Government is generally seen as an employer of first resort leaving a legacy of major over-staffing at both lower and higher levels.

The salary component of Non-Plan expenditure also comprises of salaries, which are to be paid to teachers, doctors and policemen. There is an ongoing debate as to whether the salaries to be paid to the above three categories of civil service constitute non-plan expenditure or development expenditure. The Commission would take the view that this constitutes development expenditure since these are the services, which form core competencies of the government and have to be delivered by the individual personnel stationed at different geographical locations. The positioning and placement of civil servants is skewed. There are many departments where most of the staff are concentrated in the State or district head quarters. In several departments like Agriculture and Forests etc the number of officers far outnumber the frontline service delivery employees. The rationale then, would be to have adequate number of people at the frontline service delivery locations and reduce numbers at the higher levels. It



is also possible to reduce some numbers at service delivery levels in cases where several individuals carry out similar tasks. An example in this matter would be the case of grant of scholarships. Each department has separate employees at the field level to deliver scholarships. If this could be entrusted to one or two officials this would reduce staffing at these levels.

The Government has been making sincere efforts to contain the size of the civil service. This is being done by keeping a strict vigil on fresh recruitment and by abolition of vacant posts. The Government in May 1999 had issued an order for the abolition of 20,142 posts in 69 departments. The Secretaries to Government were expected to abolish these posts. But by the end of November 2000, only 13,049 posts have been abolished. 17 departments out of 69 departments have not abolished any posts at all. The abolition of these posts has been across all groups and categories of employees. The posts that were abolished mainly comprised of posts that had been lying vacant for three years or more.

On the one hand, while orders were issued to abolish posts, on the other, the Karnataka Public Service Commission was directed to recruit 103 Group-A officers in 1998, and 95 Group-A officers in 1999. Permission was also accorded for recruitment of 300 Group-B officers in 1998 and 95 Group-B officers in 1999. Aware of the repercussions of recruitment of such a large number of officers, the Commission took action to request the government to keep in abeyance the recruitment of both Group A & B officers for the years 1998 and 1999 till the report of the Commission was submitted to the Government.

A verification was made by the Commission whether the vacancies notified for recruitment for Group-A and B officers in the years 1998 and 1999 exist as on November 2000. The Commission was informed by the Commercial Taxes Department that a 5% cut has been effected in the posts of Assistant Commissioners of Commercial Tax officers. Therefore as against 33 posts of Assistant Commissioners of Commercial Tax reported vacant in 1998-99, only 2 posts need to be filled up today. 46 posts of Commercial Tax Officers continued to remain vacant. All the vacancies of Assistant Labour Commissioners and Labour Officers in the Labour Department have been filled up by promoting the eligible persons under Rule 32 of the KCSRs. Therefore, there are no vacancies in this department today. The Department of Rural Development & Panchayat Raj has abolished all the posts of Block Development Officers and therefore the 20 posts notified for recruitment are not available now. The Home Department has taken a decision to freeze direct recruitment vacancies for the period from 1991-98. Therefore, against 23 notified posts of Deputy Superintendent of Police, only 4 are vacant today, against 34 notified posts of Assistant Commandants of KSRP, only 4 are vacant today, and against 10 notified posts of Assistant Superintendent of Jails, only 7 remain vacant today. The Food & Civil Supplies Department has also decided to freeze the vacancies of 4 notified posts of Assistant Directors of Food & Civil Supplies. 50 vacancies in the cadre of Asst. Controllers in the State Account Service were notified, as on today only 5 vacancies exist, since the posts are filled up by promotion. 90 posts of Tahsildars were notified for recruitment and today only 56 posts are vacant. The other categories of posts notified and where recruitments are required to be completed as per the departments' requirements are the departments of Marketing, Treasuries, Revenue, Youth Services, and Employment & Training. It would be necessary for these departments also to re-examine the need to fill up all of the posts notified earlier.

Until and unless this sort of large-scale recruitment in departments just because there are vacancies available without making a scientific assessment of the needs of these offices is stopped, the size of the civil service will grow disproportionate to the needs of the government. Also an across the board cut of 5% of the vacant posts may not be justified in case of all the departments. The logic that the department has been able to manage for the past three years or more without those officials being available and therefore such posts could be easily abolished is not always correct. Economy measures and the ban on recruitment have prevented filling up of such posts. As a result there have been large scale promotions for certain cadres of posts in some departments.

Most of the front line service delivery staff like forest guards, foresters, police constables, revenue inspectors etc have reached superannuation levels and unable to perform the rigorous



physical work that is expected from them. Also since there are large number of vacancies at these levels, even those eligible for promotion are not promoted, thereby severely affecting motivation levels. Therefore there is a need to cut down on the number of posts at the higher levels in all the services and departments and take up recruitment for certain cadres involved in front line delivery of services.

The reduction in the number of direct recruitment posts as a means to rationalize the civil service would lead to inefficiencies in the service in the long run. The original purpose of earmarking certain posts for direct recruitment is to bring in persons with higher levels of

### Karnataka Public Service Commission Recruitment

Sl. No.	Probationary Officers Service & Designation of Group-A	Notified vacancies 1998	Notified vacancies 1999	No of Posts Vacant as on Nov. 2000
1.	The Karnataka Administrative Service (Junior Scale) - Assistant Commissioners	20	20	40
2.	The Karnataka State Accounts Service - Assistant Controllers	48	2	05
3.	Asst.Commissioners of Commercial Tax	25	8	02
4.	Treasury Officers	2	Nil	02
5.	Assistant Labour Commissioners	3	5	Nil
6.	District Officers - (Social Welfare Branches)	5	2	07
7.	Deputy Superintendent of Police	Nil	23	04
8.	Asst.Commandant of KSRP	Nil	34	04
9.	Deputy Director of Food & Civil Supply	Nil	1	04
	<b>Total</b>	<b>103</b>	<b>95</b>	<b>68</b>

Sl. No.	Probationer Officers Service & Designation of Group-B	No.of Posts for the year 1998	No.of Posts for the year 1999	No.of Posts vacant as on Today
1.	Tahsildars	50	40	56
2.	Commercial Tax Officer	33	13	45
3.	Labour Officer	8	10	Nil
4.	Asst.Registrars of Co-operative Societies	35	5	45
5.	Deputy Superintendents of Excise	14	7	42
6.	Employment Officer	13	2	13
7.	District Youth Service Officer	11	1	05
8.	Asst.Directors of Land Records	8	1	30
9.	Chief Officer Grade-I (Urban Development)	10	Nil	10
10.	Assistant Treasury Officer	35	Nil	35
11.	District Marketing Officer	25	1	26
12.	Assistant Directors of Food & Civil Supplies	2	2	Nil
13.	Assistant Chief Auditors	36	Nil	24
14.	Block Development Officer	20	Nil	Nil
15.	Assistant Directors of Legal Metralogy	Nil	3	02
16.	Assistant Superintendents of Jail Dept.	Nil	10	07
	<b>Total</b>	<b>300</b>	<b>95</b>	<b>340</b>



qualifications into the service. Filling up of direct recruitment posts by promotion under Rule 32 of KCSR allows inbreeding in the departments and closes the door to the entry of fresh talent. This has a detrimental effects on the efficiency levels within the government. Therefore, while recommending that there should be a reduction in the size of the civil service, this cannot be done by merely blocking all levels of direct recruitment. What is required is a scientific assessment of the number of posts that are actually required within each department and accordingly process for recruitment. A functional review has to be made of each and every post in the government to assess the total number of employees required and the Commission proposes to take up such a review and make suitable recommendations in the final report.

It is a fact that several districts in North Karnataka especially districts of Gulbarga, Bijapur and Raichur have large number of vacancies in most of the departments. These vacancies are more in the Group-C cadres. As on today, all the Group-C cadres of majority departments are treated as State cadres. Because of this gradually over time, there is a movement of most of Group-C employees towards Bangalore or other districts of their choice. Low levels of literacy in these districts prevent adequate number of people from these districts getting selected to these posts. It is, therefore, suggested that all Group-C cadres in all departments should be treated as District Cadres. The recruitment to these cadres could be done by a single agency as is done for All India Services. At the time of recruitment, vacancies must be notified district wise enabling the locals from each districts to apply. The selection could be based on merit cum preferences, given by the individuals and roster system. The final selection could be done on the basis of counselling as is done under the Common Entrance Test. District cadres should be allotted to Group-C employees and should be permanent except in exceptional circumstances of marriage etc.

Overall, taking the Secretariat and District governance, the Commission is recommending that 5528 posts would be surplus. At the Secretariat, with the introduction of the Desk Officer system, 774 posts would be surplus, this includes 109 posts of Section Officers, 126 posts of Senior Assistants, 302 posts of Assistants and 237 posts of Junior Assistants.

At the District level in the Revenue Department, if the Village Accountants post is made the same jurisdiction as that of the Gram Panchayat Secretary, 3101 posts of Village Accountants would become surplus. With the abolition of Nad Kacheries, 1316 officials would be surplus. And with the abolition of Divisional Commissioners' office, 337 officials including 4 posts of Divisional Commissioners would have to be redeployed. Therefore, totally 4754 staff would become surplus in the Revenue Department.

Therefore, the following are recommended :-

- In several departments the officers are more than the frontline staff. There is a need to rationalize this distribution and have more workers for service delivery.
- The location of staff and employees in several departments is skewed. Most of the officers are located in Bangalore or in District Headquarters while the need is to have officers at actual implementation / cutting edge levels.
- There are several employees to carry out the same task for different departments like in the case of grant of scholarships. If one or two employees could be utilised for this purpose, it would reduce the number of employees required for this purpose.
- Changing the manner of government functioning by the introduction of Desk Officer, Single File System would reduce delays, bring in efficiency and also help in reduction of number of employees.
- Employees are very often recruited at the launch of a new scheme or a programme. Merger of similar sounding schemes/programmes would render some staff as surplus who could be redeployed where ever there is a requirement.
- Every department must make a scientific assessment of the total number of direct recruitment



# POSTS ABOLISHED

SL NO	DEPARTMENTS	No Of Posts To Be Abolished as per G.O Dated 25-5-1999	GROUP-A	GROUP-B	GROUP-C	GROUP-D	TOTAL
1	Health & Family Welfare	3000					
2	Indian Medicine	152			152		152
3	Drugs Control	25					
4	Medical Edn	100				100	100
5	Public Instruction	743					743
6	Govt. Press	69			1	68	69
7	Library	7	1	1	2	3	7
8	Technical Edn	252	13	21	141	77	252
9	Collegiate Edn	160		1	136	23	160
10	Mass Edn	26	1		24	1	26
11	Vocational Edn	20	5		15		20
12	Fire Force	78			78		78
13	Home Guards	20			13	7	20
14	Transport	112			112		112
15	Police	1352					
16	Animal Husbandry	965					
17	Fisheries	150					
18	Commerce & Industries	239	4	5	225	5	239
19	Textile	20	1	4	14	1	20
20	Stores Purchase Dept	10	1		6	3	10
21	Mines & Geology	60		2	34	24	60
22	Sericulture	110	5	2	90	13	110
23	Women & Child Devpt	536			536		536
24	Labour	90		2	39	49	90
25	ESI	410			7	403	410
26	Factories & Boliers	19					
27	Emp & Training	192	6	8	147	31	192
28	Agri Mktg	230			130	100	230
29	Cooperative Audit	81			58	23	81
30	Cooperation	510	13	8	124	263	408
31	Lokayukta	32	4	3	19	6	32
32	Adm Trg Int, Mysore	43					
33	K. Administrative Tribunal	212					
34	KPSC	10	1	1	8		10
35	Secretariat	400			62		62
36	Tourism	25			14	11	25
37	Govt. Flying Training School	16	2		3	11	16
38	Youth Services & Sports	53	6	14	23	10	53
39	NCC	180			30	150	180
40	Information & Publicity	116	1	3	56	56	116
41	Ins. Finance & Statistics	82					
42	KGCC	20				10	10
43	Chief Electl. Inspectorate	20				20	20
44	Rural Development	393	39	188	164		391
45	Public Health Engineering	62	2		65		67
46	Stamps & Registration	96					
47	Land Survey & Revenue and Land Records	528					
48	Revenue	606					1121
49	Town Planning	40		6	29	5	40
50	Kannada & Culture	15			12	3	15
51	Archeology & Museum	8			7	1	8
52	Food & Civil Supplies	98	2		63	33	98
53	Legal Metrology	35					
54	Social Welfare	543	4		279	260	543
55	Backward Classes & Minority	236			196	40	236



SL NO	DEPARTMENTS	No Of Posts To Be Abolished as per G.O Dated 25-5-1999	GROUP-A	GROUP-B	GROUP-C	GROUP-D	TOTAL
56	Comm. Tax	372	23	5	267	77	372
57	State Lotteries & Small Savg	17					
58	KGID	119			87	32	119
59	State Accounts	26					
60	Excise	325					
61	Treasury	185					
62	PWD	1262					857
63	Agriculture	1550					1550
64	Horticulture	150					150
65	Major Irrigation	1800	56	17	1727		1800
66	Minor Irrigation	234					
67	Translation	7	1		6		7
68	Public Prosecution & Govt Litigation	67			27	40	67
69	Forest	416					416
<b>GRAND TOTAL :-</b>		<b>20137</b>	<b>191</b>	<b>291</b>	<b>5228</b>	<b>1959</b>	<b>12506</b>

**NOTE :-**

The following departments have not furnished information about the abolition of posts:-

- |                            |                                    |
|----------------------------|------------------------------------|
| 1) Health & Family Welfare | 9) Institutional Fin & Stat        |
| 2) Drugs Control           | 10) Stamps & Registration          |
| 3) Police                  | 11) Land Survey & Land Records     |
| 4) Animal Husbandry        | 12) Legal Metrology                |
| 5) Fisheries               | 13) State Lotteris & Small Savings |
| 6) Factories & Boilers     | 14) State Accounts                 |
| 7) A T I Mysore            | 15) Excise                         |
| 8) KAT Adm                 | 16) Treasuery                      |
|                            | 17) Minor Irrigation               |

vacancies available based on the above principles and only then should the department proceed for filling up the vacancies.

- Direct recruitment vacancies should not be utilised for recruitment by promotion as this would in the long run affect the efficiency of the government.
- All group-C posts should be made into district cadre posts and allotment must be made on permanent basis as is done under the All India Service.
- Government must impose the ban on further recruitment of Junior Assistants, Assistants level staff in all departments.
- Computerisation must be introduced in a time-bound manner in all departments so that less people would be required for the same work.



## Review of Performance Appraisal System

The system of performance appraisal or annual confidential reports is a broad method which enable the government to review the performance and capability of an individual employee. While the appraisal of an employee is a continuous process and takes place every day, the annual confidential report is a systemic way of monitoring the performance of the employee. The annual confidential report, is therefore, only one aspect of the performance appraisal system. In Government, it is used as the only tool for performance appraisal whereas in the corporate sector, apart from the annual confidential reports, they also judge the performance of an employee through informal dialogue, interviews and even feedback from the subordinates.

The Annual Confidential Report is primarily aimed at improving the performance of an employee and the main focus of the report is to enhance the developmental capabilities of the employee rather than be in judgment over his performance. It is to be a true reflection of the strengths and weaknesses of the employee as well as the achievements and shortcomings of the employee thereby assisting the government in proper career planning and placement of the employee. It, therefore, becomes one of the essential tools in framing the personnel policy of the government.

Several changes have been made to the format of the annual confidential report over years in an attempt to ensure that it reflects the true work and personality of the employee and to make assessment of the employee as objective as possible. The annual confidential report contains today both qualitative and quantitative performance assessment. Except the Group-D employees (peons, Dalayaths, sanitary workers etc) and Drivers, every other employee in the government is under obligation to give his/her annual performance assessment report.

In spite of all the efforts made to make performance appraisal as objective and useful as possible, there are many inherent weaknesses and drawbacks to the entire system of performance appraisal.

- (a) There is high degree of subjectivity in the writing of the performance appraisal reports for all employees at all levels.
- (b) The high turnover in transfers ensures that employees especially if they are due for promotion have to "chase" the concerned reporting, reviewing and accepting authorities to ensure that their appraisal report is written on time.
- (c) Invariably, in most of departments, the appraisal reports are never written on time. The time lag handicaps the reporting and reviewing authority from being able to accurately remember the performance of the employee during the period of assessment.
- (d) For those categories of employees who are transferred frequently in a year, it becomes very difficult to assess the performance as a whole.
- (e) It is difficult for secretariat employees especially from assistant level upwards to that of under secretary, to write anything meaningful in their annual confidential reports in the columns against targets and achievements. It is not possible to prescribe any targets for officials or officers who are entrusted with only desk work.
- (f) The overall assessment of an employee to be made by the accepting authority in terms of 'satisfactory', 'good', 'very good', 'outstanding', is highly subjective. The interpretation of the above description for assessing the employees performance would differ from each officer making the assessment and also from department to department. In departments where the output of work can be easily quantified and judged, it may be easier to be more objective, but in departments dealing purely with policy matters, it is difficult to be a very objective.
- (g) Only adverse remarks are communicated to the employee and in the present system, this is also not done on time by many of the departments.
- (h) All the information about the annual confidential reports of the employees must be



computerized and include whether there are any missing annual confidential reports or if in a particular year one of the levels of reporting in the annual confidential report is incomplete.

In order to improve the performance appraisal system, the following is recommended: -

- There should be a different format of ACR for secretariat employees.
- Apart from the adverse comments, a copy of every year's completely written ACR must also be given to the employee. This would enable the employee to know how his/her performance is judged and to make any improvements if required for the next year.
- As is done for the Armed Forces and Central Police Organisations, a grading system on a 10 point or a 7 point scale to assess the individual traits and attributes could be introduced as part of the ACR.
- All levels of officers who have to write ACRs must be given proper training in how to write an ACR objectively.
- Counselling may be introduced to those employees who get repeated adverse remarks.
- Action should also be taken against those officers who delay in writing the ACRs where they are either reporting, reviewing or accepting authorities.
- ACRs, which are to be approved by the concerned departmental minister sometimes, are delayed for several months. A time frame should be fixed for approval of the ACRs by the concerned ministers.



passed, yet there are barriers to information. Official information is not easily accessible to the people and what is available is not easily comprehensible. Rules and procedures more often than not involve a lot of discretion, providing ample scope of abuse of powers and corruption. Withholding of information is often justified by Officials Secret Act and time honoured practices in Government. Take for instance, the provision of the Officials Secret Act 1923 and the Code of Conduct Rules of Government employees. The provisions of the above prevent most of the information about the affairs of the government from being disclosed to the public.

The Officials Secret Act is primarily responsible for excessive secrecy in the government. Section 5 of this Act states that for wrongful communication etc. of information, and if any person having in his possession or control, any secret official code or password or any sketch, plan, model, article, note, document or information or information which relates to ..... a matter of disclosure, which is likely to affect the sovereignty and integrity of India, he shall be guilty of an offence. Therefore, this section provides for punishment for unauthorized disposal of official secrets but does not define official secrets. Such an overriding clause is responsible for reluctance of the civil service to divulge even the simplest of information to the general public.

Also, the Central Civil Services (Conduct Rules) 1964 and corresponding rules applicable to All India services etc, inhibit government servants from sharing the information with the public. The stress in these rules is on denial of the information to the public. Therefore, if the Right to Information Act has to be succeed and serve it's purpose, and if transparency has to be brought about in the system an amendment has to be brought out in these rules. One of the most damaging consequences of the Code of Conduct Rules has been the denial of information about the affairs of the government to the public and even the denial of details of development expenditure to them. The sooner these laws are amended, the better it will be in the interest of the State. The Government must put in efforts to see that the Government of India at the earliest amends the relevant provisions of these laws.

The rules and procedures of the Government are meant to facilitate greater transparency in Government functioning and expedite service delivery to the public. The existing rules and procedures have to be amended to make the whole process of approvals, sanctions etc. simple and transparent. The public are also frustrated by rigid procedures and archaic laws which sometimes is enhanced by the insensitive attitude of officials and unwarranted transactional costs.

Many of the old laws and rules have lost their relevance today. Of the 1760 various Acts prevalent in the State, action has been taken in the recent Assembly session to repeal 1038 Acts. It would be in consonance with the administrative reform process if Government were to expedite action to repeal the other redundant laws too, and if required introduce relevant legislation in it's place. Government could also consider merger of those laws which are similar in nature.

The procedures of most rules in the Government stand in the way of responsive administration and very often operate against the interests of the poor and weaker sections. Also there are certain laws, which are operated by more than one department, which often overlap, and conflict with each other leading to fruitless parallel proceedings. They also increase transactional costs and the costs of litigation. This is more so for the poor people and subject them to corruption at every step. The opaque regulations are a boon to middlemen and unscrupulous elements, enabling them to break the rules with impunity, very often in connivance with the officials. Apart from changing rules and procedures to suit the present environment of reform, government should ensure that number of required clearances be cut down and the process of approvals itself can be based more on self-regulation. (Self-Assessment Scheme of Bangalore City Corporation). In addition, reduction in the number of levels through which the decisions making process takes place for issue of documents such as licences or certificates is suggested. The government should progressively repose more faith in the citizens in the matters of issue of licences/certificates.



As an example, the amendments that are required to archaic, abstruse rules are the Karnataka Government Servants (Medical Attendance) Rules, 1963. The Government has now proposed to amend rules and the draft is available. Under the amendment to Rule 8, the range of pay, the category of ward/class of accommodation to which entitled and maximum ward charges/room rent to which entitled is given. When the maximum of ward charges to the employees are indicated, there is no need to indicate to which ward an employee has to be admitted. If the employee is admitted into a ward higher than the entitlement, the balance should be paid by the employee but the category of ward that the employee is admitted should be left to the discretion of the employee.

Secondly, under Schedule-I, certain speciality hospitals have been recognized for treatment for the employees. But all these hospitals are of Bangalore only. What would be the fate of the employees who work in areas other than Bangalore. Government must also identify and prepare a panel of lists of hospitals outside Bangalore, at least in the municipal corporation areas.

There must be more transparency in the use of discretionary power, both at the political and bureaucratic levels. The discretionary power in administration is the most important as well as the most dangerous kind of power. But in the present democratic setup it is difficult to devise a system devoid of discretion. So therefore, Govt should look at a system to control the exercise of discretionary powers so that it may not be abused or misused. The judiciary to some extent, through its power of judicial review of administrative actions have devised ways and means to check the abuse of power and authority. It is required that the rules which provide for discretionary powers should be examined and as far as possible, discretion must be reduced. The requirement of recording the reasons for the decisions taken has long been an established practice for good governance. Recording the decision in the form of a speaking order is important from the point of view that it would be able to explain the reasons behind the use of the discretionary power. This would also ensure openness in the decision making process, accountability and responsiveness in the exercise of public power.

Delegation of financial powers either at the State or at the district level irrespective of the level of the seniority of the officers should be done based on current prices and must be reviewed every three years. All government offices should compulsorily publish simple hand-outs in simple language for the general information of the public on procedures to be followed, methods filling in forms, fees and other requirements and make them freely available to the public. This would be a precursor to the introduction of the citizen's charters by the departments.

There can be no right to information or transparency in government unless the public have easy access to Government information on relevant matters. This could be achieved through streamlining of internal procedures, computerization and by setting up of public facilitation centers in offices. There are generally considerable delays in the redressal of the grievances and securing access to the information since most government departments with public interface do not have a mechanism to provide information to the citizens across the counters or to deal with their grievances and complaints at a single point. This could be done through the setting up of an appropriate Wide Area Network. (WAN) which could be internally linked to government offices within the secretariat. This would also enable the government to provide easy access to citizens and give information at various levels, issue of revenue records and other certificates at a single point, and prompt redressal of grievances etc.

While with the help of National Informatics Centre (NIC), Government of India, Deputy Commissioners' and Chief Executive Officers' offices have been computerised, yet there is no network in the districts. The Deputy Commissioners and Chief Executive Officers do use the NIC facility to communicate to the State Government letters and certain periodical progress reports. Government could, therefore, consider converting grievances redressal cells which have been set up in each Deputy Commissioner's office into Citizen's Information Centres. At least on a pilot basis, this should be started in a few districts.



Therefore it is suggested that

- Amendments be made to the Official Secrets Act and the Civil Services Code of Conduct Rules
- Discretionary powers must be reduced to the minimum
- Regulatory authorities should be set up for all other public utilities
- Public should have easy access to Government orders, forms etc. They should be made available in post offices, banks, fair price shops etc.
- Public facilitation centers should be set up in all offices. The existing grievance redressal centers could be converted as the above centers.
- WAN and LAN should be set up at the earliest to enable easy sharing of information within departments and between departments and speedy disposal of grievances
- Review of rules and simplification of procedures
- Each department, especially those with constant public interface, must bring out a compendium of all their relevant forms which the public have to use, so that all the forms are available at a single place. There must be wide dissemination of such information.
- The rules to the Right to Information Act must be framed as expeditiously as possible.
- Delegation of financial powers should be on the basis of current prices, must be reviewed every three years
- Must have concurrent audit rather than post audit
- Renewal period for licences etc, be enhanced, this would reduce transactional costs.



## Recruitment

The first stage where a prospective civil servant would encounter corruption, would be at level of recruitment. The first step to eliminate corruption at the entry level, would be to have a merit based recruitment procedure which would also help to attract the best into the civil service. The Union Public Service Commission is still today respected for its objective, corruption free and meritocratic selection procedure. But the State Public Service Commission is a much maligned organization. There is generally a lot of delay in the completion of the recruitment process. Linked with this are the allegations that there is rampant corruption in the Public Service Commission.

In order to ensure respectability to the recruitment process in the KPSC, reforms have to be introduced right at the level of selection of the Members itself. Today the selection of most of the KPSC members is as a result of political patronage and not the reflection of an individual member's efficiency or required qualification for the job. More over having the same panel of members conduct all the interviews is detrimental to the interview process and leads to members sharing candidates among themselves. In addition, the high percentage of marks awarded for the interview for selection to certain posts, as compared to the written exam does not augur well for meritocratic process of selection. It is now time for the government to lay down objective norms for selection of members to the KPSC. Qualifications must be laid down, publicised, and applications invited to make selection process transparent. The selection of the members and chairman of the KPSC should be done by a board/committee headed by Hon'ble Chief Minister in consultation with the Chief Justice of the High Court.

The recruitment by the KPSC is restricted only to certain categories of posts. Recruitment to other posts is done by the departments themselves and these departments have their own Cadre and Recruitment rules. There is a wide variation between departments and within each department in the process of recruitment. While the qualifications for recruitment would vary amongst departments, yet the procedure for recruitment varies for different categories of posts. For some posts it is only an interview, for some it is an interview with qualifying marks, for still others it is an interview with a common aptitude test. There is, no need to have in any department, a recruitment procedure, which is based on interview, which is subjective and involves discretion. It is, therefore, suggested that an amendment be made to C&R Rules of all the departments to ensure that recruitment is based only on merit either on the qualifying exam marks or on the basis of common aptitude test.

There is also a need to change and review the qualifications for several of the posts for which recruitment takes place. With the need to have a more extensive use of information technology in administration, qualifications for recruitment to most posts in Government should include a basic knowledge of computer applications, if not more. Also, prescription of only graduation as a qualification for several posts, may not be relevant now since it would be better to recruit employess with multi-skills. Since the costs of salaries and wages is only going to increase over the years, Government may consider contracting out certain services, especially drivers, peons and computer programmers wherever necessary.

Compassionate appointment is another form of recruitment where there is alleged to be rampant corruption. Also most of the recruitment under compassionate appointment takes place to the categories of Group D employees, swelling their already large ranks. Government should consider restricting the compassionate appointment to only families of deceased police employees and those killed in riots etc.

Therefore the Government should have

- Only meritocratic recruitment for all posts.
- Selection of KPSC members must be done by a Committee headed by the Chief Minister.
- Revise cadre and recruitment rules of all departments to have merit based recruitment, and modify qualifications for certain posts.
- Recruitment for certain posts could be contracted ( peons, drivers )
- Compassionate appointment to be restricted to families of deceased police personnel and riot victims.



## Transfers

The responsiveness of the civil servants and his/her capacity for even handed treatment of all sections of the public depends on a substantial extent on the degree to which he/she has continuity in the official position and does not feel threatened by the risk of premature transfers or any punishment for even handed administration. The effectiveness of public administration in the State suffers from the ease with which tenure of officials serving in the field either in the regulatory or development areas are cut short, leaving the officials demoralized, public dissatisfied and the credibility of the government seriously eroded. While the civil service in the State has indeed played a crucial role in the State's development, yet in recent times, the civil servants are facing grave crisis of identity and role definitions. Because of rapid growth in the number of civil servants in the State, public now generally believe that public services are meant to benefit government servants more and not the public. Frequent and arbitrary transfers of public servants affect the ability of the system, delivery services to the public. The public sometimes perceive such arbitrary transfers as reflective of and unholy nexus between certain elected representatives and civil servants.

Unstable short tenures lead to frustration and demoralization, the partiality and objectivity of the officer comes under strain, building up of an experience based on expertise, is prevented and ultimately, the task of the job that government has given is left uncompleted and takes much long to complete. Different individuals react differently to the situation described above. A few civil servants resist firmly and pay the price; some offer passive resistance and try to do

### TRANSFERS MADE DURING 2000-2001

Sl. No	Department	Transfers made				
		Group-A	Group-B	Group-C	Group-D	Total
1.	Forest, Ecology & Environment	139	288	1519	86	2032
2.	Food and Civil Supplies	11	19	335	14	379
3.	Finance	277	414	1728	390	2809
4.	Health and Family Welfare	877	91	1423	171	2562
5.	Energy	11	07	14	-	32
6.	Home and Transport	14	90	519	491	1114
7.	Kannada and Culture	02	08	08	01	19
8.	Revenue	12	48	981	151	1192
9.	Law	61	36	20	21	138
10.	Labour	161	60	481	98	800
11.	Agriculture and Horticulture	181	1262	3088	551	5082
12.	R.D.P.R.	8	10	24	04	96
13.	Urban Development	33	30	376	07	446
14.	Irrigation	331	369	613	71	1384
15.	Animal Hus. & Fisheries	8	49	87	8	152
16.	Women & Child Dev.	18	136	537	11	702
17.	Information Technology	-	-	-	-	-
18.	Infrastructure Development	-	-	-	-	-
19.	Planning & IFS & Sc.& Techn.	-	-	-	-	-
20.	Public Works (PWD)	410	949	1275	25	2659
21.	Housing	-	-	-	-	-
22.	Commerce & Industries	78	360	1321	170	1929
23.	Information, T & Y. Services	11	15	82	5	113
24.	Education	689	1307	13864	447	16307
25.	Social Welfare	13	46	514	156	729
26.	Cooperation	251	698	56	1103	-
27.	D.P.A.R	03	03	-	-	-
28.	Dept.of Parliamentary Affairs and Legislation	-	-	-	-	-
Total:		3493	5845	29510	2934	41782



their best. What is worrisome is that an increasing large number give in and reap the rewards of compliance. The major casualty is, of course, the total system.

While the conduct rules provide for various opportunities to the officials to appeal in respect of proceedings of suspension, demotion, dismissal, minor penalties etc. they do not enjoy such safeguards as regards unjustified transfers. The legitimate hierarchy for effective transfer and promotion of various officials has over the years been marginalized in favour of an extra constitutional system based on extraneous influence. This erodes the ability and authority of the superior officials and they become incapable of ensuring effective and responsive administration through lower level functionaries. The system should also be able to provide for weeding out non-performers on the basis of objective criteria.

The demand for stability of tenure and objective criteria for transfers and promotions is the critical element for motivation and effective performance of the civil services. Further, people can also expect to receive fair and equitable treatment unaffected by considerations of caste, speed money, etc, only if the officials are encouraged to have courage and confidence to take decisions without fear or favour or penalty of premature transfer. These considerations become even more critical for Police and other law enforcing and revenue earning agencies like Commercial Taxes, Excise etc.

**DETAILS OF TRANSFERS EFFECTED FROM 1989-90 TO 1995-96**  
(THE FIGURES SHOWN WITHOUT BRACKETS INDICATE THE TOTAL NUMBER OF  
TRANSFERS & PREMATURE TRANSFERS ARE SHOWN IN BRACKETS)

SL NO	NAME OF THE DEPARTMENT	1989-90	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96
1	2	3	4	5	6	7	8	9
1	Social welfare	36 ( - )	1206	1223	1790	492 [ 145 ]	110 [ 030 ]	597 [ 90 ]
2	Rural Development & Panchayat Raj.	224	*NR	*NR	15583	438	443	NIL NIL
3	Finance Department	1430 [ 106 ]	1967	1936	1902	2578 [ 817 ]	2247 [ 832 ]	2332 [ 771 ]
4	Co-Operation	1157 [ 413 ]	1058	1058	1699 [ 406 ]	1119 [ 375 ]	873 [ 319 ]	341 [ 105 ]
5	Commerce & Industries.	254 [ 87 ]	977	977	1073	1109 [ 351 ]	715 [ 302 ]	1033 [ 405 ]
6	Public Works Department	3092 [ 330 ]	1249	1708	3814	1927 [ 93 ]	3398 [ 682 ]	3401
7	Irrigation					1387 [ 221 ]	1434 [ 270 ]	317
8	Food & Civil Supplies	88 [ 33 ]	430	324	756	349 [ 44 ]	209 [ 18 ]	428 [ 166 ]
9	Information, Tourism & Youth Services.	96 [ 32 ]	121	208	200	158 [ 35 ]	161 [ 20 ]	169 [ 25 ]
10	Department Of Law & Parliamentary Affairs	89 [ 7 ]	283	63	193	170 [ 44 ]	208 [ 28 ]	155 [ 30 ]
11	Education	3679 [ 73 ]	8959	NIL	18305	10460 [ 176 ]	8089 [ 278 ]	18908 [ 2829 ]
12	Dept. Of Personnel & Administrative Reforms	549 [ 389 ]	60	*NR	153	574 [ 343 ]	549 [ 425 ]	449 [ 405 ]



SL NO	NAME OF THE DEPARTMENT	1989-90	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96
1	2	3	4	5	6	7	8	9
13	Health & Family welfare	947 [ - ]	4488	2244	2608	3390 [ - ]	2567 [ - ]	1170 [ - ]
14	Energy	*NR [ - ]	06	*NR	23	17 [ - ]	4 [ - ]	22 [ - ]
15	Housing & Urban Devel	28 [ - ]	70	70	129	79 [ - ]	55 [ - ]	72 [ - ]
16	Home & Tarnsport	142 [ 17 ]	4388	3933	7620	848 [ 228 ]	970 [ 238 ]	2495 [ 602 ]
17	Forest, Ecology & Environment	1353 [ - ]	*NR	*NR	36	2047 [ - ]	1943 [ - ]	2515 [ - ]
18	Animal Husbandry & Fisheries Department	722 [ 314 ]	*NR	*NR	*NR	1661 [ 787 ]	1526 [ 809 ]	1995 [ 1092 ]
19	Women & Child Devel	NIL [ - ]	NIL	NIL	*NR	448 [ 90 ]	352 [ 93 ]	354 [ 143 ]
20	Labour	16	*NR	*NR	*NR	47	51	111
21	Kannada & Culture	3	*NR	*NR	*NR	11 [ 3 ]	7 [ - ]	16 [ 4 ]
22	Agriculture & Horticulture	609 [ 240 ]	*NR	498	1699	1127 [ 631 ]	1437 [ 643 ]	2739 [ 1268 ]
23	Planning, Institutional Finance Statistics & S&T	*NR	118	118	224	*NR [ - ]	*NR [ - ]	180 [ - ]
24	Revenue Department	*NR	*NR	*NR	*NR	*NR	*NR	1470
	GRAND TOTAL :	14514 [ 2044 ]	25380	14360	57807	29626 [ 4313 ]	25348 [ 4987 ]	33386 [ 7944 ]

( \* Not Received )

The Government of India has such an institutional arrangement under the form of Central Staffing Scheme (CSS). Under the CSS, the Appointments Committee of the Cabinet (ACC) is empowered to take a decision in respect of selection of officers to secretarial positions of the rank of Under Secretary and above. Even the other secretariat staff in the Government of India is not disturbed with premature transfers and has comfortable stability of tenure. It is only on promotion and request that Central Secretariat Staff are shifted. While there is a rotation within the department yet the stability of tenure helps development of expertise in the central secretariat, which is of great importance.

The Commission has viewed with great concern, the large number of transfers that take place every year, not only during the period of "general transfer" but on a regular basis throughout the year. For the two to three months in the year when "general transfers" are to be effected in the State, there is a discernible slowing down of the administrative pace in the Government and both politicians and bureaucrats are besieged by transfer seekers, their supporters and middlemen. Since the legitimate hierarchy which has been empowered to decide on the transfers has been undermined over the years, majority of the transfer seekers gravitate to the State head quarters. Since the general transfers period coincides with the budget session of the Assembly, most of the legislators, bureaucrats are invariably in their offices and the Government offices have a mela like appearance during this period. The transaction costs for transfers have increased over the years, which necessarily result in cost recovery by the transferred employees. The ultimate victims in this transfer exercise are the beneficiaries through whom the transferred employee makes his cost recovery, the "unconnected" employee who is transferred prematurely, and the credibility of the Government.



While Government has a well drafted transfer policy , issued in the form of guidelines from time to time, yet these are followed more in the exception rather than as a rule. The instrument of transfer is widely misused to subjugate the government employees. Since they are only guidelines they do not have legal sanction and are flouted with impunity. The Commission is of the view that to curb corruption in transfers, transfers must be reduced to the minimum. The concept of general transfers which takes place every 2-3 years converts the entire government into a bazaar, leads to gross inefficiency in the administration and high levels of corruption.

There are certain categories of employees who do not need to be transferred on a regular basis. Also there cannot be a uniform transfer policy for all government departments as their administrative requirements differ. Teachers, auxiliary midwives, clerical staff and other staff especially at the village and hobli levels in most supervisory and development departments do not need to be subjected to this annual ritual of transfers. In most of the well disciplined civil services in the world, New Zealand, Singapore, Japan, and even in Britain, this concept of annual transfers does not exist. Moreover, officials at the lower levels are allowed to continue in a particular department so that they not only develop loyalty but also expertise. This step may also call for adverse comments on the ground that an employee staying in a particular place for a long period would develop vested interests. Transfer is definitely not a means of ensuring that an employee does not develop vested interests. If an employee is corrupt, is not sincere in his duties, the employee would continue to do so wherever he/she is posted. What is required is a change in the mindset and development of certain systems and procedures which would ensure immediate corrective action if an employee is to indulge in indiscipline.

The concept of not posting group-C and even B officers to their native places has also not stood the test of time. It is suggested that this rule be modified and officers except those serving in revenue earning or law enforcing departments could be posted to their native places. The police and commercial taxes departments should draft their own transfer regulations since the work in these departments is of an entirely different nature as compared to regular development and supervisory departments.

Government employees should not be permitted to bring political or other extraneous pressure to bear on the government or on the transferring authorities in the matter of transfers. Government employees who bring pressure regarding transfers should be proceeded with against the Conduct rules. Names of all employees as well as the names of those who have recommended for the transfer should be put up on the Government web sites.

In order to bring in a semblance of order, objectivity and transparency in the entire transfer process the Commission has after due deliberations and discussions with senior bureaucrats, elected representatives, representatives of employees unions arrived at the conclusion that only a legislation on transfers would help to curb the maladies that are associated with the present transfer process. The draft Karnataka Transfer Regulation Bill is placed at ANNEXURE (Page 156). The Bill while incorporating the existing rules, regulations and directions issued by the government from time to time has also incorporated other relevant measures to ensure that the process of transfer is most judicious... It is suggested in the Bill that after the minimum/maximum period of transfer is completed for each employee they should be given an option to indicate three choices where they would like to be transferred. Based on the choices given and on the available vacancies, and priority given to certain categories of employees like disabled people nearing retirement single women etc. it is recommended that each department institutionalise the process of counselling. In the survey conducted by the Commission the employees views in the secretariat were elicited regarding the system of counselling for transfers. 64% of the officers covered under the survey and 61% of the staff supported the idea that the counselling must be introduced for transfers.



Therefore the following are recommended to regulate the process of transfers : -

- Government should enact a legislation on transfers
- Action should be taken against those employees who request for transfers based on third party recommendations.
- Departments of police, commercial taxes, may draft their own transfer rules based on transfer legislation.
- Employees such as teachers, village accountants, ANMs need not be transferred except under exceptional circumstances.



## **Institutions and Anti- Corruption**

The Lokayukta has been established under the Karnataka Lokayukta Act, 1984, comprising of the following 3 wings, the Administrative and Enquiry Wing, headed by the Registrars, a Technical Wing headed by the Chief Engineer and a Police Wing headed by the Additional Director General of Police.

There are basically two types of cases which are investigated by the Police Wing under the Prevention of Corruption Act, 1988. The first of these is trap cases and the second is cases pertaining to the possession of assets disproportionate to the known sources of income. The investigation in trap cases is relatively simple and the same are invariably finalized within a period of 6 months. Hence, there is less delay in the investigations of trap cases.

The investigation of disproportionate assets cases, also referred to as raid cases, is time consuming as after conducting the initial raid all transactions pertaining to income, expenditure and the assets acquired by the AGO have to be investigated for the entire check period which is normally from the date of entry into service till the date of conducting the raid. The check period for the Lokayukta generally extends over a period of 20 to 30 years and the entire income and expenditure of the accused government official and sometimes his family members has to be investigated over this period of 20 to 30 years. The Lokayukta generally takes 2 to 3 years for such type of investigations.

As per the data furnished by the Lokayukta from 1986 to October 2000, a total number of 2840 cases have been registered of which 229 are raid cases.. As against this total pendency of 2840 cases, charge sheets have been filed in 1677 cases, 399 cases are under investigation, 148 cases are pending departmental enquiry, and in 616 cases "B" report has been filed. Only 101 cases have resulted in conviction, 385 cases ended in acquittal, 34 cases were discharged, in 39 cases charges were abated (where the Accused died) and 118 cases are pending trial in various courts.

The main reason for the high pendency in the special courts trying the Lokayukta cases is that these special courts attend to a number of other cases under the Indian Penal Code and also under the special and local laws such as under the Protection of Civil Rights Act, and also cases under the Essential Commodities Act etc.

Only one special court is functioning at Bangalore which is meant to try cases exclusively pertaining to the Prevention of Corruption Act. Even in this special court out of a total of 480 cases reported in Bangalore City Division from 1986 to 30.04.2000, 81 cases are under investigation, 110 cases are pending trial, 27 cases were convicted, 97 cases were acquitted, 10 cases were discharged and in 5 cases charges were abated. Thus only 139 cases have been disposed off by the special courts pertaining to Bangalore City Division from the year 1986 to 2000 i.e. over a 14 year period.

Many of the competent authorities do not place the accused government officers/officials under suspension even though a recommendation is made to this effect by the Lokayukta Police Wing since the relevant government orders, in this connection state that the Accused Government Officer "may be placed under suspension" and do not make it mandatory upon the competent authorities to place the accused government officers/officials under suspension.

To make this possible it would be necessary to amend section 10(1) of the KCS (CC&A) Rules. Once the government servant has been placed under suspension as proposed by the Lokayukta, it is suggested that it would be necessary for the competent authority to consult the Lokayukta either for the revocation or modification of such suspension orders.

The Lokayukta, suffers from weak staffing and low funding. The Lokayukta itself is badly in need of reform. Even at the best levels of performance, the Lokayukta has not been able either to ensure government's accountability to the people or to be an effective mechanism for the redressal of the grievances. Sadly, the recommendations of the Lokayukta are not mandatory.



There is also no permanency to the Lokayukta since it can be repealed anytime by the State Government concerned if it becomes inconvenient.

There are several constraints in the administration of Prevention of Corruption Act 1988. Public servants have protective armour. Executive instructions require that the Lokayukta take prior permission of the government if they want to enquire against certain levels of senior officials. This strikes at the very root of the matter. While the preamble to the Prevention of Corruption Act, 1988 states that the legislation is meant to eradicate the corruption, yet the executive instructions defeat the said purposes. This gives discretionary powers to the government to protect public officials from enquiries. This is the reason why we find so many cases against politicians and bureaucrats having been discharged without even charges being framed for want of evidence.

Even if permission is granted by the government to enquire against a particular officer, such enquiry reports have to be approved by the government for registration of an FIR and further investigation. Moreover, the government has the final authority to take a decision on the investigation report of the Lokayukta. Therefore, the government can modify the recommendation for prosecution or for departmental action or even drop all further action. Thus the government has the final say not only in the matter of enquiry and investigation but also in the case of prosecution and termination of trial of the case. The whole anti-corruption work is frustrated by the iron curtain of enquiry and investigation. The functioning of the Lokayukta as seen from the pendency of cases and the number of convictions is far from satisfactory. The Lokayukta must take urgent steps to improve its efficiency and act as an effective instrument in curbing corruption.

It is, therefore, suggested that the

- Lokayukta be vested with powers similar to that of CBI in terms of prosecution etc.
- Withdrawal of prosecutions be exempted from PC Act, 1988.
- Only officials of proven integrity and efficiency are to be posted to the Lok Ayukta.
- Amendments be made to section 10(1) of the KCS(CC&A) rules to make suspension mandatory when there is a trap or raid case.
- The investigation agencies, for example, the Lokayukta should be strengthened by provision of adequate staff, powers, resources and independence accompanied by proper accountability for results. The preventive aspect of corruption is dependent on an independent and well-staffed vigilance set up.
- Attachment and forfeiture of property (both movable and immovable) acquired by public servants which is disproportionate to their known source of income should be considered. Punitive action should then be initiated.
- There should be a close working relationship between the Lokayukta, Income Tax, and DPAR in terms of sharing of the information and coordinated investigation.
- All legislators must file their property returns once during their term. Non-filing of property returns should result in withholding of salary and other emoluments. Lokayukta Act must be amended accordingly.



## Departmental Enquiries

There is almost complete freedom from fear of disciplinary action amongst civil service at present. Interference from higher levels and outside and complicated disciplinary procedures have contributed towards this. The democratic processes have brought in a climate of free contact among government organizations cutting across hierarchical lines. But this should not mean the absence and lack of respect for authority.

Though the procedures enunciated by the government for the conduct of departmental enquiries are sound, yet there is a large gap between theory and practice. Specific time-frame has also been laid down by the government for each stage of departmental enquiry. Yet this is rarely adhered to. Most of the officers/officials who are appointed as enquiry authorities give lack of time as the reason for non-completion of an enquiry on time. In order to help them, the government has permitted secretaries, heads of departments to appoint retired judicial officers, civil servants as enquiry authorities. Yet even this has not helped. Sometimes, it is lack of interest on behalf of the enquiry authorities, sometimes it is insufficient remuneration, other times, it is non-availability of presenting officers or witnesses. Whatever the reasons may be, departmental enquiries in the state are at a status quo. Very rarely to either heads of departments or secretaries to government have the interest, aptitude, or time to review the progress of the departmental enquiries of their departments. The Commission was unable to obtain the latest statement pertaining to pendency of departmental enquiries and had to be content with the details of cases as of May 2000.

This has several repercussions. On the one hand, there is really no fear by those who have committed irregularities and on the other sometimes demoralizes those employees, especially those involved in joint enquiry cases who ultimately may be absolved of all the guilt. The disciplinary proceedings for major penalties ultimately end in the disciplinary authority imposing minor penalties like censure, withholding of increment etc.

The rules for departmental enquiries have several grey areas and give scope for the exercise of discretionary powers. Very often there is complete lack of knowledge in preparation of charge sheets, and other procedures for departmental enquiry. In several cases after the charge sheet is issued, the original documents are called for, prolonging the enquiry proceedings. Also the CCA rules are not clear what documents are to be given to the delinquent employee, resulting in protracted correspondence between the enquiry authority and the delinquent.

- 1) Section 11 (13) of the Rules states that if the authority having the custody or the possession of documents to be requisitioned..... is satisfied that the production of such documents would be against the public interest or secrets of the State..... copies of such documents need not be given to the government servants. Such a rule empowers the concerned official with a lot of discretionary power and results in enormous delay in the conclusion of the departmental enquiry.
- 2) Also Section 11(20) does not make it mandatory for the Enquiry Authority to hold enquiries ex-parte in situations when the concerned government servant does not appear in person before the Enquiring Authority or give a reply after having received article of charges.
- 3) Section 12 (a) on the procedure for imposing minor penalties does not define the reasonable opportunity which is to be given to the government servants for making a representation when action is proposed to be taken against government servants. The interpretation of reasonable opportunity differs from individual to individual. In certain cases, it is 3 days time, in certain cases, a week, a fortnight or sometimes even a month. The reasonable opportunity must be defined under the Rules.
- 4) Section 12 (A) on communication of orders also does not give any time frame during which the orders made by the disciplinary authority are to be communicated to the government servants.



- 5) There is also no time frame given in the rules regarding passing of final orders after receipt of enquiry report in case the disciplinary authority is satisfied with the report.

Having such provisions in the KCS (Classification, Control and Appellate) Rules which provide for great amount of discretion and interpretation by the various enquiry and disciplinary authorities have contributed to the inordinate delays that occur in the finalisation of the disciplinary matters.

### Details of Departmental enquiry case against a District Registrar

- 7.1.93 Departmental enquiry recommended for loss of Rs.6.5 crores.  
28.1.93 District Registrar kept under suspension pending the Departmental. Enquiry.  
27.2.93 Inspector General of Registration submits draft article of charges  
1.4.93 Show cause notice served on Aggrieved Government Official  
22.5.93 Divisional Commissioner Bangalore appointed Enquiry Officer and Assistant Registrar, Inspector General of Registration (Administration.) as Presenting Officer and Enquiry report to be given in one month.  
24.6.93 Government sends documents to Enquiry Officer and directed to complete the enquiry quickly  
16.9.93 Aggrieved Government Official to retire on 30.9.93 and the Accountant General was directed to withhold pensionary benefits Suspension revoked and Aggrieved Government Official posted to Raichur  
21.11.93 Aggrieved Government Official requests to issue direction to release General Provident Fund.  
22.11.93 Enquiry Officer recommends to entrust case to Lokayukta, since amount involves Rs.6.5 crores and 9028 cases to be examined  
3.8.94 Direction issued to Accountant General to release General Provident Fund but to withhold other benefits  
10.10.95 Enquiry Officer requests Government to issue directions to Presenting Officer to attend the enquiries, since he has not attended 9 enquiries  
12.1.96 Enquiry Officer requests Govt, not to change the Presenting Officer  
15.2.96 Inspector General of Registration was directed not to change the Presenting Officer  
22.4.99 Enquiry Officer submits Enquiry Report recommending for suitable punishment  
4.6.99 Enquiry Report given to Aggrieved Government Official to give replies to show cause notice  
15.2.2000 Aggrieved Government Official does not accept charges and pleads that there was no loss to Government and to close enquiry  
10.4.2000 Section Officer submits file to Under Secretary  
24.4.2000 Under Secretary returns file with observations  
29.4.2000 Section Officer submits file to Under Secretary  
16.5.2000 Under Secretary submits file to Deputy Secretary with remarks  
20.6.2000 Deputy Secretary submits file to Secretary with his remarks  
21.6.2000 File referred by Secretary to Law Dept. for opinion  
10.7.2000 Law Dept. furnishes opinion  
28.7.2000 File referred to Deputy Secretary by Under Secretary for orders  
26.9.2000 File referred with the observations to get approval of Karnataka Public Service Commission  
9.10.2000 Case Worker seeks orders of Deputy Secretary about penalty  
16.11.2000 Secretary directs to submit file with necessary informations to get approval of Karnataka Public Service Commission.  
5.1.2001 File is still pending in the Section.

The Govt. in Notification No.DPAR 4 SCC 98 dt.25.10.2000 has stated that it shall not be necessary to consult Karnataka Public Service Commission on any disciplinary matters affecting a person serving in connection with the affairs of the State.



As an example of the lengthy process which is required in the present system to conduct a departmental enquiry, a case of misappropriation of Rs.6.5 Crores against a District Registrar is shown in the box. On 7-1-1993, a departmental enquiry was recommended against this particular official for causing financial loss to the government. On 22.4.1999, the enquiry officer submitted the enquiry report to the government after six years. On 15-2-2000, the accused government officer requested that enquiry be closed since he is not guilty of any of the charges.

Even as on 5-1-2001, the file continues to be pending in the section. On 16-11-2000, the Secretary, Revenue Department, had stated that the file be referred to KPSC for their concurrence to impose penalty on the Accused Government Officer. However, on 15-10-2000 itself, the government has issued a Notification stating that it shall not be necessary to consult the Public Service Commission on any disciplinary matters affecting a person serving in connection with the affairs of the State, except in appeal.

### Status Of C.C.A Inquiry Case Pending In The Secratariat

SL NO.	DEPARTMENT	STATUS AS ON 01.01.2000		STATUS AS ON 01.05.2000	
		No.C.C.A Case	No.C.C.A Case which are delayed	No .C.C.A Case	No. C.C.A Case which are delayed
1	Health & FW	514	191	514	191
2	R.D & PR	363	160	368	160
3	Education	333	120	333	120
4	Agri & Horticulture	168	117	168	117
5	D.P.A.R	152	95	152	95
6	Revenue	13	60	13	60
7	Home & Transport	58	56	58	56
8	Finance	79	45	79	45
9	Commerce & Industries	46	31	46	31
10	Forest, Eco & Environment	42	28	42	30
11	P.W.D	76	28	74	28
12	Food & Civil Supplies	21	21	26	26
13	Women & Child	20	25	28	24
14	A H & Fisheries	49	21	49	21
15	Social Welfare	20	20	20	20
16	Major Irrigation	16	6	16	6
17	Law	8	4	0	4
18	Co-Operation	22	4	22	4
19	Planning	4	2	5	2
20	Energy	2	2	2	2
21	Minor Irrigation	3	1	3	1
22	Urban Development	20	0	20	0
23	Parliamentary	0	0	0	0
24	Labour	27	0	31	0
25	Kannada & Culture	1	0	1	0
26	I.T.Y	4	0	4	0
27	Infrastructure	0	0	0	0
28	Housing	1	0	1	0
29	GRAND TOTAL :	2062	1037	2075	1043



As on 1-5-2000, there were 2075 cases were pending for departmental enquiry. Further details regarding duration of pendency etc are not available. The fact that it is very difficult to obtain information regarding disciplinary matters in the government itself requires serious re-look at the entire process of departmental enquiry and the monitoring that is being made in the government on the progress of departmental enquiries.

It is therefore recommended that

- Sections, 11(12 ), 11 (20 ), 12 (a), 12 (A) of KCS (CCA) Rules 1957 should be amended to provide for a specific time frame and to reduce discretionary powers.

K.C.S Rules on compulsory / voluntary retirement of Officials must be used.

It is also necessary to amend the relevant Service Rules to enable the review of integrity and efficiency of Officials at any stage during their career and to compulsorily retire such Officials of doubtful integrity.

- There has to be stricter and compulsory monitoring of the progress of all departmental enquiry cases by the Secretary. This should not be treated as a routine exercise and must be included as an item of review in the monthly MMR meetings chaired by the Secretaries.

It is preferable that all departmental enquiries are entrusted to retired judges or retired government officials on a conditionality that non-completion of the enquiry proceedings as per prescribed time frame would result in non-payment of emoluments.



## Redressal of Public Grievances

The poor record of redressal of public grievances in almost all departments of public utilities in the State is a major cause of public dissatisfaction. This is also a subject of criticism by the elected representatives. Public grievances generally arise out of the inaccessibility of the officials, failure even to acknowledge the applications, not adherence to time limits and highly cryptic and bureaucratic responses to their grievances. Invariably responses are like 'matter is being looked into', matter is under consideration', your grievance has been communicated to the concerned person' are treated as proper replies and it is termed that grievance is effectively disposed of. Such types of replies only tend to heighten the frustration of the public with the government.

Many government departments either in the secretariat or at the field level, which have substantial public interface, do not display the required information at focal points in simple language, which is accessible to the public. It is also a fact that adequate facilities are often not available in the government to receive grievances from the public. Arrangements for seating and proper waiting area for the public are invariably not available. Protection from rain and sun are insufficient or non-existent. The names of the grievance redressal officers are also not widely publicised and these officers are also not always accessible at the stipulated time to the public.

The public grievances generally arise out of unavailability of the officials, failure to acknowledge applications, demand for speed money, ignorance of procedures and forms, unsympathetic attitude of officials at all levels. To some extent this has been amended to by appointing of special public grievances redressal cells in the offices of all the Deputy Commissioners of the districts. Grievances received are being computerised so that a track can be kept of the quality and quantity of replies that are being given to the public. But the basic drawback of ignorance of procedures and non-enforcement of time limits continues.

The government methods and procedures for payments of various taxes and service charges and their timings are also not suitable to the working hours of the general public, especially in the rural areas, and to a daily wage worker, the time spent on obtaining a certificate etc means that much wages lost for him. It would have far-reaching consequences if the progress in the disposal of public grievances were to be monitored by the departmental Secretaries and also by the Chief Secretary on a monthly basis.

Language and tone of various application forms should be user friendly and the forms be widely available including post offices, fair price shops, public utility payment centres viz. Electricity and Water Sub Divisional offices and at all government offices. Every government department should have a well defined mission statement setting out standards of service to be provided.

The other reasons for the grievance redressal system not being effective are

- There is no pinpointed responsibility for each task
- Responsibility for nonredressal of grievances is not fixed
- Government officials are not properly trained in grievance redressal
- No systematic attempts are made to assess the public opinion

***For an effective grievance redressal system, Government must:-***

- fix responsibility for each task, which is possible if the hierarchical levels are reduced.
- appoint grievance redressal officer for each department and accordingly give publicity.
- ensure the easy and wide availability of various government forms and applications. Regularly used applications for caste, income, birth and death, all land matters must be available in fair price shops, banks, post offices etc.
- change the language of various application forms to make them citizen friendly.
- train officials in grievance redressal, courtesy in talking to petitioners.
- all grievances must be computerized.
- all forms must be bilingual, both in Kannada and English.



## **Amalgamation of schemes**

Improving governance and delivery of schemes can happen only if there is no confusion between schemes. There are large numbers of schemes in almost all departments, which are very similar in nature and lead to confusion in implementation especially at the district level. A majority of these schemes do not achieve the main objectives with which they were formulated. The Commission has studied in detail with great concern the multiplicity of such schemes with special focus in the first instance on the departments of Agriculture, Horticulture, Forests, Education. All the inputs of these departments through their development and welfare oriented schemes are critical inputs for the elimination of poverty and promotion of growth, especially of the people below the poverty line. The Forest department was taken up for review since in an interaction with the Officer's Association of the Forest department, they had mentioned that there are several schemes where the major component of the outlay was for salary and a nominal amount for the scheme. This is also borne out in their annual report as well as their outlays in the budget for 2000-2001.

Several of the schemes in the above mentioned departments have similar sounding names, some times with nominal budgetary provisions which do not match the stated objectives and there are also certain schemes where the salary component constitutes the major component of the scheme with a negligible amount for the scheme per se. Having schemes with similar sounding names leads to lot of confusion not only for the beneficiaries, who are to actually derive benefits from the scheme, but also for the lower level involved in scheme implementation. Also having schemes with only token grant, actually amounts to fooling the citizens by first stating that the scheme is being launched and then having no provisions under the scheme for actual implementation. This has an adverse impact on the Government's credibility.

Though government is also concerned about the prevalence of such unnecessary schemes as mentioned above, and has also constituted a committee under the chairmanship of the Development Commissioner to examine schemes department-wise, yet with the exception of the department of Education, most other departments have not taken any concrete steps for the merger / abolition of such schemes in the past one year.

The Commission has identified schemes in the above mentioned departments where the budgetary allocation is less than 5 lakhs, between 5-10 lakhs and those schemes where the allocations for salary and other expenses is higher than the amount for the scheme itself.

## **Forest, Ecology and Environment Department**

The following schemes of the department have budgetary allocation of 10 lakhs and below :-

- (1) Development of sandalwood under compensatory afforestation - Rs.10 lakhs.
- (2) Development of degraded forests (state-sector - 5 lakhs)
- (3) Rehabilitation of degraded forests - Rs.5.81 lakhs
- (4) Roadside plantation - State sector Rs.0.10 lakhs.
- (5) Village Forest Committees (State sector - Rs.0.10 lakhs)
- (6) Raising seedlings for public distribution - 0.10 lakhs
- (7) Non-clonal orchards and seed farms - 0.10 lakhs
- (8) Eco-tourism - 0.10 lakhs
- (9) Support for planting on private holdings - 0.10 lakhs
- (10) Vana Vignana Kendra - 6.24 lakhs
- (11) Central Sector Scheme for control of poaching and trading of wild life - 1.0 lakh



(12) Ranganathittu Bird Sanctuary – 4.0 lakhs

(13) Improvements in wildlife sanctuary and National Park – 0.5 lakhs

The Forest Department has also several schemes where the amount for salary far exceeds the amount for schemes:-

(1) Intensification of forest management – Scheme 5.48 lakhs – Salary 55.78 lakhs

(2) Greening of urban areas – State Sector – Scheme 8.05 lakhs – Salary 31.95 lakhs

(3) Soil Conservation (Afforestation) – Scheme 10.02 lakhs – Salary 137.14 lakhs

(4) Teak Plantations – Scheme 4.17 Lakhs – Salary 49.10 lakhs

(5) Matchwood Plantations – Scheme 3.77 – Salary – 29.36 lakhs

(6) Fuel/Fodder scheme – Scheme 1.94 lakhs – Salary 17.06 lakhs.

(7) Wildlife Plan – Scheme Nil – Salary 1044.39 lakhs.

## **Education Department**

The Education department has taken prompt action and merged/deleted 15 schemes. There are still certain other schemes identified in the meeting held by the Development Commissioner, which are to be deleted/merged.

(1) Private Primary schools – 300.00 lakhs

(2) Inspections – 250.00 lakhs

(3) Professional growth activities – 38.49 lakhs

## **Agriculture & Horticulture**

The following are the schemes of the Agriculture and Horticulture Department where the outlay for the schemes is less than Rs.10.00 lakhs.

(1) Central sector schemes of wheat mini kit trial programme – 3.00 lakhs

(2) Plant protection (salary – 1.39 lakhs)

(3) Setting up of entomological and pathological museums at the Directorate of Agriculture (1.00 lakhs)

(4) Strengthening of State Bio Control Laboratories – 3.00 lakhs

(5) Establishment of new Bio-Control Laboratory at Gulbarga – 6.00 lakhs

(6) Fertiliser Control Laboratory, Belthangadi (Scheme 0.43 lakhs, Salary 4.07 lakhs)

(7) Strengthening of programme in soil health centres – Scheme 0.10 – Salary 6.68 lakhs

(8) Establishment of micro-nutrition laboratory at Bellary – Scheme 0.12 lakhs, Salary 0.94 lakhs

(9) Farmers Contact Centres and Farm Clinics – 5.00 lakhs

(10) Subsidy and premium to small and marginal farmers under crop insurance scheme – 8.00 lakhs.

(11) Scheme for development of Vanilla – Rs.2.00 lakhs.

(12) Entrepreneurship for unemployment in Agricultural activities – Rs.1.00 lakhs.



- (13) Establishment of State Horticulture Farm Development Agency – Rs.2.00 lakhs.
- (14) Development of Horticulture under New Macro Management Mode – Rs.1.00 lakhs
- (15) Horticulture Census in Karnataka – Rs.1.00 lakhs.
- (16) Sponsoring studies and other activities under State Land Use Board (Nucleus Cell) Rs.1.00 lakh
- (17) Development of Agriculture under New Macro Management Mode- Rs.1.00 lakh
- (18) Establishment of late Dr.Marigowda Library – Rs.2.00 lakhs.
- (19) Research support – Rs.5.00 lakhs
- (20) Integrated Watershed Management Project (KAWAD Project) – Rs. 1.00 lakh
- (21) Comprehensive Watershed Development Project (World Bank Project) Rs.1.00 lakh
- (22) Development of Agriculture under New Metro Management Mode – Rs.1.00 lakh

The following are the schemes in the above two departments where the outlay for the salary is higher than the scheme component :-

- (1) Seed Testing Laboratory – Scheme 0.04 lakhs – Salary 61.64 lakhs.
- (2) Agriculture Farms at Bagalkot and Kudligi – Scheme 4.63 lakhs – Salary – 26.87 lakhs.
- (3) Agricultural Development Centre, Dharwad, - Scheme 1.71 lakhs-Salary – 11.09 lakhs.
- (4) Agriculture Development Centres, Project Areas – Scheme 0.08 lakhs – Salary 111.36 lakhs.
- (5) Parasite laboratories – Scheme 2.37 lakhs – Salary 12.61 lakhs.
- (6) Scheme of Insecticide Control Laboratory, Bangalore – Scheme 2.23 lakhs – Salary – 9.43 lakhs.
- (7) Strengthening of Parasite Laboratory at Mandya – Scheme 1.43 lakhs – Salary 12.96 lakhs
- (8) Opening of Insecticides Control Laboratory at Bellary –Scheme 1.66 lakhs – Salary 6.70 lakhs
- (9) Strengthening of New Insecticides Control Laboratory at Dharwad, Shimoga and Gulbarga – Scheme 4.66 lakhs – Salary 44.34 lakhs.
- (10) Manures and Fertilizers – Scheme 0.03 lakhs – Salary – 26.95 lakhs
- (11) Fertiliser Control Laboratory at Belthangadi – Scheme 0.43 lakhs – Salary – 4.07 lakhs
- (12) Strengthening of Programme in Soil Health Centres – Scheme 0.10 lakhs – Salary 6.68 lakhs
- (13) Establishment of new fertilizer control laboratory at Gangavathi – Scheme 2.69 lakhs – Salary 19.31 lakhs
- (14) Strengthening of soil health centre for micro nutrient analysis at Jamkhandi, Nanjangud, Shimoga and Gulbarga. Scheme – 1.20 lakhs – Salary 11.80 lakhs
- (15) Project for Agricultural Training for Farm Women and youth with Danaid Assistance – Scheme 6.08 lakhs – Salary 343.92 lakhs



## Horticulture Department

- (16) Rural Development Training Centres – Scheme 1.95 lakhs – Salary 256.70 lakhs
- (17) Extension cum Training Centres – Scheme 0.08 lakhs – Salary 46.21 lakhs
- (18) Agriculture Training Schools – Scheme 0.53 lakhs – Salary 32.24 lakhs
- (19) Transfer Scheme of Farmers Training and Education Centres – Scheme 0.20 lakhs – Salary 9.58 lakhs
- (20) Soil Survey Organisation – Scheme 0.02 lakhs - Salary 77.49 lakhs
- (21) Rain Fed Dry Farming – Scheme 8.60 lakhs – Salary 126.39 lakhs
- (22) Training to Farmers – Scheme 15.10 lakhs – Salary 39.07 lakhs
- (23) Soil Conservation Training Centre – Scheme 0.02 lakhs – Salary 49.33 lakhs
- (24) Demonstration of Flowers at Floriculture Centres – Scheme Nil – Salary 14.56 lakhs

The details of nomenclature and outlay for the above schemes for the departments of Forests, Agriculture and Horticulture are self-explanatory. It would be worthwhile for the Agriculture and Horticulture Departments if several of the training schemes could be merged under one head of account. So also are the multiplicity of heads of account for the setting up of laboratories for the Agriculture Department. This could also be brought under one head of account. The Horticulture Department might like to examine to what extent horticulture census could be carried out for the State with token outlay of Rs.1.0 lakh.

As far as the Forest Department is concerned, certain schemes appear to have outlived their utility. For example, schemes of Matchwood Plantation, Cashew Plantation etc. It also does not stand to reason why a scheme of village forest committees should be in the State sector. Also what beneficial purpose would be achieved with an annual allocation of Rs.10,000-00 only for raising of seedlings for public distribution, support for planting on private holdings, and road side plantations (State sector). The heads of accounts for the maintenance of Lalbagh Botanical Gardens, Vidhana Soudha Gardens and several other gardens in the State continue to be shown under the Forest Department head of account, though these schemes are now under implementation by the Horticulture Department. The Forest Department could also consider clubbing schemes, which are similar in nature like Compensatory Afforestation, Development of Degraded Forests, Rehabilitation of Degraded Forests etc.

### *Therefore, the following are recommended:-*

- Schemes with nominal budget provisions to be merged.
- Schemes which are continuing for the purpose of providing salaries to employees to be abolished.
- Similar schemes to be merged.
- Schemes with less than Rs.5.00 lakh allocation to be merged / discontinued.
- Agriculture Department need not set up Entomological / Pathological Laboratories or even Bio-Fertilizer Laboratories. This work could be entrusted to Agricultural Universities.
- All the training schemes in the departments should be merged under one head of account.
- It is not possible to carry out State Horticultural Census with the provision of Rs.1.0 lakhs. The Horticulture Department may examine the relevance of such scheme.
- Schemes which have outlived their utility should be abolished. (e.g. Cashew nut and Matchwood Plantation Schemes in Forest Department)
- The head of account for Lalbagh Botanical Garden and Vidhana Soudha Gardens shown under Forest Department should be shifted to Horticulture Department.



## E-Governance

Government is under great pressure to meet the raising expectations of a good service from the public. Most people do not enjoy dealing with the government. They are forced to come to government offices several times because they have to and there is no other way than to come and obtain the information about simple matters. Invariably, the visit of the public to the government offices is not a happy affair. They are faced with short-tempered civil servants, inadequate information and the suggestions that they come again. From the government's point of view, too many visits by the public hamper the regular office functioning where government is forced to put up notices restricting visiting hours. The public is increasingly becoming impatient and is demanding improved standards and services. Introduction of e-governance in the government in areas and levels where it actually matters would fundamentally change the way the people view the government itself.

One of the greatest problems for any one who has had dealings with the government as a citizen is its sheer complexity. The State Government has 28 secretariat departments and about 150 field offices. This is excluding the offices at the district levels. Because of the multiplicity of the schemes and commonality of the schemes, the public have a hard task in identifying the right departments which would be able to settle their problems. Worse, even for fairly straight forward matters such as obtaining caste, income certificates, birth and death certificates, licenses of business, selling of properties, a number of different agencies requiring a plethora of different forms may be involved. Moreover, these agencies expect users to communicate with each of them in turn, rather than be prepared to communicate with each other.

Though the Government of Karnataka has been appreciated nationally and internationally for the development of IT Industry in the State, yet this is basically because of the efforts made in the private/corporate sectors and not so much in the government. Within the government, e-governance is yet to take firm roots. While there have been sporadic efforts made by individual departments, yet this has not been transferred into common action goals across the departments and especially those departments which have regular public interaction.

Government services cover such a vast canvas that barring a few exceptions, members of general public who depend on government services range across sections of society and for a large cross sections of such people, delay in obtaining any licences, service or copies of GOs would only hamper their daily work and involve huge transactional costs. The impetus to computerization in the government is proportionate to the value based on the information. The quantum of variety of data that government possess is immense and utilizing information technology to put such data into proper form or making it available to all those who may require it would be one of the least services that the government could render to its citizens.

The culture in government offices is not yet geared up or receptive to extracting the best information from accumulated data. Large number of employees across departments both at secretariat and at the field levels are daily engaged in collection and collation of data. Mounds of data are amassed, but there are very few to study and analyse the data. Since there is no proper repository for this data, the same data is collected over and over again by various people even within the same office. All this tragedy waste of human resources could be easily avoided if the information once collected is put either on to a Local Area Network if it is within the office or on the web site where everybody could have easy access. A systemic maintenance of data in government offices for regular and productive use is not part of official culture generally, barring a few departments. It is only in those departments which have financial transactions that the quality and system of record keeping is on a better level.

Every department within the government needs to be computerized, the need being immediate for those departments which have a greater public interface. The Revenue Department has already initiated action to computerize, the land records, grievances redressal in the offices of DC, Sub Registrars' Office. Gearing up are the Transport Department (Licences, bus passes,



reservations). Education Department (CET for professional courses, counseling for teachers recruitment and transfer), Finance Department (Treasury, Commercial Taxes). public sector undertakings like KPTCL, BWSSB (computerized customer billings). Almost all departments are now obtaining their monthly / quarterly data from the districts by e-mail.

The National Informatics Centre (NIC), a Government of India organisation, has been assisting the State Government and its departments. Some of its activities are

- (1) Computerisation of the Finance Department— Budget of the State, along with the linkages to various ZP schemes at each district; computerization of all district treasures.
- (2) Commissioning of an intranet and internet for all power generating stations of KPCL to facilitate exchange of vital power related information between headquarters and the generating stations.
- (3) Computerisation of Cause list generation, Query on status of cases in the High Court and in the Supreme Court.
- (4) Creation of data bases at the Rajiv Gandhi University of Health Sciences for the Institutions, Teachers and Students.

But in spite of above initiatives taken, we are still at a very preliminary stage in taking information technology to the people. Generally, information provided to the people is outdated and the various web sites that have put up by individual departments are not updated on a regular basis and do not have provision for query. Notwithstanding the database and data of valuable quality makes, the creation of database very difficult. The software design process becomes even more difficult because of the variety of procedures that are involved in obtaining single clearings/licences. In order for e-governance to be successful, there has to be determination in the government to change procedures, systems and to have simple, transparent processes. The computerization process in the government is further hampered by lack of awareness, adequate skills relevant to computerization among the bureaucracy, and also inadequate knowledge of the requirements of users or potential users by the government. Unless each department knows and is clear about what their users would be requiring from the data base, the management information system so developed by the department would not have much practical use.

The Government of India has recently passed the Information Technology Act, 2000. This Act aims to provide legality to e-governance. The objectives of the Act include facilitation of electronic filling up of documents with the government. Notwithstanding anything containing in any other laws or Acts, the Information Technology Act provides that all such requirements shall be deemed to have been satisfied if such information or matter is rendered or made available in an electronic form and accessible and so as to be usable for subsequent reference. Even in the cases where documents have to be signed or bear signature of the individual, the IT Act provides that such requirement shall be deemed to have been satisfied if it is authenticated by means of digital signature in the manner as prescribed in the Act.

The IT Act further stipulates that where any law provides for (a) the filling of any form, application or any other document with any office, authority, body or agency owned or controlled by the appropriate government in a particular manner; (b) the issue or grant of any licence, permit, sanction or approval by whatever name called in a particular manner; (c) the receipt or payment of money in a particular manner, — then, notwithstanding anything contained in any other law for the time being in force, such requirement shall be deemed to have been satisfied if such filing, issue, grant, receipt or payment, as the case may be, is effected by means of such electronic form as may be prescribed by the appropriate government.

Therefore, the government would have to take the following steps: -

- a) Must have an IT Plan for each department, which is to be implemented on an annual basis.
- b) Ensure that common software for tracking of files and file movements, grievance redressal, monitoring of LA/LC questions is used by all secretariat departments.



**LAND RECORDS -  
MORTGAGE FORMALITIES IN  
MINUTES - TAHSILDAR'S OFFICE,  
FATEHGARH SAHIB**

Farmers, residents of Fatehgarh Sahib, Punjab's e-governance model district, know it takes at least a week of legwork to get a mortgage deed registered. Amazingly, after the computerization of land records, revenue officials at the district HQ, after a deposit Rs.10, instantly give them a copy of the zamabandi (record of rights). It then takes less than 10 minutes for the tehsildar officer to verify the ownership, put the fraud-proof computer-generated photographs of the applicant and the two witnesses on stamp paper and hand over the signed deed. "It's a miracle" say the residents, about the mortgage deed.

**Old style governance would typically have taken a few days of pleading and bribing to get the zamabandi out of the patwari. If property had to be registered the owner could forget about the documents once he handed them to the registration office. In Bihar, the backlog goes back to 1993; in Fatehgarh it is absent.**

**TRAFFIC -  
SMART CARDS TO SAFER ROADS  
- GANDHINAGAR, GUJARAT**

Drivers in Gujarat are now given thumb-impression-based driving licence card designed by a German company. Traffic policemen can check the thumb impression on the card with that of the driver, using a pocket sized "reader". What's more, if the driver violates traffic rules or causes an accident, this is recorded on the card. Five offences and the licence is cancelled. The state government is now considering using the card for multiple purposes and the Delhi Government has similar plans.

**Old style governance would make it easier to forge driving licences and difficult to instantly access the violation record of a driver.**

**UTILITY BILLS -  
DIGITAL UNITES ALL DIVIDES -  
TWINS, HYDERABAD**

Hyderabad's and Secunderabad's Twin Cities Intelligent Network Services (TWINS) counters will number 284 by March 2001. Twins, says a Union IT Ministry official in Delhi, "has broken mindsets and eliminated inter-departmental divides". You can pay utility bills for power, water, building permits, car registration and so on at one counter. In sum, unlike the FRIENDS project in Thiruvananthapuram where different computers are used for different utilities, here there is no distinction between the power corporation's machines and the transport authority's computer. The government meets the citizen as one entity.

**Old Style governance would have entailed standing in line in more than one government office and interacting with surly babus. Workhorse computers never take tea breaks and process all sorts of bills.**

**RURAL DEVELOPMENT -  
HOW A COW WAS SOLD ON THE  
NET - GUNAWAD, DHAR (MP)**

Using a program called Gram Haat, farmers can now advertise their cows on an intranet connecting 32 villages. Madhya Pradesh's first rural e-commerce network has been launched. Gram Haat is one of the applications of Gyandoot, a rural e-governance project that is panchayat-funded but privately managed through kiosks in villages across Dhar. Aside from opening up a bigger market, it allows complaints to be e-mailed directly to the district magistrate and links primary health centres to the district hospital.

**Old style governance would have had Singh getting a poor bargain for his cow, unless a mud and stick cattle mela took place. Gyandoot has reduced distances to zero.**



- c) Ensure the speedy installation of LAN in the secretariat.
- d) Ensure that all staff in the secretariat irrespective of seniority are trained in the latest software so that a common software can be used across the secretariat.
- e) Training to work on computers must be specially given to the large number of typists who continue to work only on typewriters in the secretariat.
- f) Phase out all typewriters in the secretariat and substitute them with computers.
- g) In order to ensure better use of computers, all meeting notices in the secretariat to be sent only on LAN.
- h) All progress reports to be communicated only on LAN and except matters which are confidential in nature, service matters, matters before the courts, all the rest of the file work should be done on computers.
- i) Each department must immediately create database where not done and provision must be made to share database among departments whenever required. Facility must be built in for regular updations of such databases.
- j) Individual departments installing VSATs should be curtailed. It would be better if a group of departments utilize the VSAT resources.
- k) Departments should not be encouraged to set up individual kiosks or data centres either at the district, taluk or village levels common kiosks should be set up.
- l) Departments of Revenue, Police, Transport, and Commercial Taxes must computerize on priority basis.
- m) The provisions of Information Technology Act, 2000, where digital signature has been legalized etc. must be widely disseminated so that not only officers, even general public are aware of this.
- n) All citizens' charters must be put on the web.
- o) All payrolls in all departments must be computerized. Would economise on a lot of staff in each department.
- p) C&R Rules of all departments to be modified. At every entry level for direct recruitment, knowledge of appropriate computer skills must be made mandatory.
- q) Employees in service must be encouraged to acquire computer skills relevant to daily office use within a period of two years. Could be given one advance increment valid for 5 years



# Summary of Recommendations

## Secretariat Reforms

### *FILE PROCESSING*

The following are the recommendations

- Introduce single file system between Head of Department's and Secretariat
- Designate super time scale HOD's as ex-officio special Secretaries to Government
- Desk officer system to be introduced and made mandatory
- Promote Section Officers as desk officers
- Requisite training must be provided to all Assistants/Senior Assistants so that they can handle multi-skilled tasks as executive assistants

### *RATIONALISATION OF STAFF*

- Surplus Assistant cadre staff to be redeployed to field offices
- All Typists attached to the sections to be trained in computers and attached to the Desk officers
- R and I sections to be staffed by Senior Assistants
- All recruitment to be put on hold in the Secretariat
- Contract appointments in Ministers offices be banned and all posts be filled preferably with Secretariat employees, except drivers and peons
- Manual of Office Procedure be suitably amended to incorporate the changes in office procedure as per desk officer system
- All Typists and Assistants to be redesignated as Executive Assistants.
- There should be clear demarcation of duties between the Executive Assistants and the desk officer.

### *REDUCE FILE PENDENCY*

- A time limit must be fixed for file disposal at all levels
- To clear present pendency of files, a file clearance week be declared
- Secretaries must devote one day in a week for file clearance
- The Cabinet must review file pendency once a month, including files pending in Minister's offices
- Delegated powers must be exercised, this would reduce unnecessary movement of files.
- Prompt disciplinary action must be taken for delays in file movement
- Amend the Manual of Office Procedure where presently the file is permitted to be at each level for five days.
- Legal cells to monitor cases and reduce pendency of cases in Courts.



## ***REDUCTION OF MEETINGS***

- There should be a specific day fixed for meetings
- Meetings should be called for only with a specific agenda
- Secretaries must compulsorily take internal review meetings of the Secretariat once a month
- Less meetings would give more time to the Secretaries and the Head of Department's to tour and make field inspections

## ***RATIONALISATION OF SECRETARIAT DEPARTMENTS***

- Medical Education and Health
- Agriculture and Horticulture
- Planning with Institutional Finance
- Legislative Assembly and Council Secretariats into a common Secretariat
- And the reduction of one post of Secretary each in Finance, Revenue, Medical Education, Irrigation, Finance, Forest, Ecology & Environment, Institutional Finance, Urban Development and Horticulture Departments.

## ***DELEGATION OF POWERS***

- Greater delegation of administrative, financial powers between Secretary and Heads of Departments
- Greater inter-departmental delegation of powers between Secretaries and Deputy Secretaries and Under Secretaries to Government.
- Constitution of inter-departmental committees headed by administrative secretary for each department.
- Constitution of committee to sanction plan schemes under Finance Secretary for each department. GO should be specific that powers are deemed to be vested with this Committee for clearances of all plan schemes.
- Greater delegation of powers between FINANCE DEPARTMENT, DPAR and other Secretariat departments.

## ***REVISION OF THE SECRETARIAT MANUAL OF OFFICE PROCEDURE***

- Incorporate efficient management and secretarial practices to professionalise the Secretariat functioning.
- The entire orientation of the Manual should be towards an officer oriented functioning of the Secretariat.
- Specify a time frame for file processing for all levels .
- Delete all references to the use of typewriters, typing pools and Typists.
- Incorporate how Information Technology can be utilized in the Secretariat, especially for sending meeting notices, tracking file movements and keeping a record of all circulars/ orders issued by the Government
- Amend para 279 to bring it in conformity with the Right to Information Act
- Amend para 293 to make the writing of ACR's of Section Officers and Under Secretaries more simple



- Amend para 270 pertaining to maintenance of attendance registers which becomes redundant after the introduction of the computerized punctuality monitoring system .

### ***HUMAN RESOURCE DEVELOPMENT***

- Training at all levels for all Secretariat staff to be made compulsory.
- Every employee to be slotted for a refresher course compulsorily once in 3 years.
- Training should be in vertical horizontal batches.
- DPAR must identify good training institutions within State and outside and have regular tie-up with them.
- An annual calendar of training programmes to be prepared and widely circulated.
- The Secretariat Training Institute under DPAR to be abolished.
- Computer training to be made compulsory for all the staff.

### ***INTRODUCTION OF INFORMATION TECHNOLOGY & OFFICE AUTOMATION***

- Give responsibility for computerization of Secretariat to a single Department
- Immediately set up the LAN for the Secretariat
- Use common software for file tracking and file movement
- Completely computerize areas dealing with accounts, grievance redressal, reception, pensions
- Build up a database on the civil service, on disciplinary matters, property returns.
- Legislature Secretariat to have database of all questions asked, answered so that same questions need not be repeatedly asked.
- Each department Secretary should review all periodical returns and reexamine whether their periodicity could be made longer or even whether the returns could be made simpler. If a monthly return is converted into a quarterly return, it would reduce paper work by two-thirds.

### ***OFFICE MODERNISATION***

- Office should be so designed so that all the staff are able to sit in a common hall.
- Adequate lighting, ventilation, proper acoustics should be made available.
- Introduction of modular design blocks for offices.
- Introduction of mobile racks.
- Better quality coordinated furniture with potted plants, wall clocks, curtains to be provided to the offices.
- As far as possible, all the Sections of the same department should be located in consecutive rooms/floors.
- A passage way between MS Building and Vidhana Soudha to facilitate quick and safe movement.

### ***DPAR & FINANCE DEPARTMENT***

- General Despatch section should be abolished.



- Functions of the DPAR (Executive) such as sanitation of the Secretariat buildings, reception must be privatized.
- The number of sections in Public Grievances Cell must be reduced to one and this cell must completely be computerized.
- Political Pensions Cell is also to be pruned down to one section only.
- The posts of 3 Deputy secretaries, 4 under secretaries and 6 Section Officers with concomitant supporting staff could be reduced.

## **Reforms in District Administration**

### ***LACK OF COURTESY IN DEALING WITH THE PUBLIC***

- A beginning can be made by ensuring that all officials are available during the visiting hours.

In addition to the induction training there must be periodic refresher training programmes for all officials on how to be courteous and all issues relating to interface with the citizens. Such training must be made compulsory

Every department must commit to ensuring a courteous behaviour towards the public on behalf of its employees and this should be the first commitment of a Citizens Charter.

An open door policy may be followed during visiting hours so that other office functionaries do not provide incorrect information to the visiting public

No meetings should be scheduled during visiting hours as a general rule

Senior officials on tour must also ascertain the employees relationship with the public and if it is found to be deficient, prompt action must be taken on the officials.

### ***GRIEVANCES REDRESSAL***

All development departments must necessarily set apart one day in the week to redress public grievances and ensure that the district officers at various levels are available in headquarters. While the government has issued orders making it necessary for the Deputy Commissioners to be available on Mondays to hear the grievances of the public, this has not been done for the other officers at the district level. It would be important the Chief Executive Officer of ZP, the Superintendent of Police to follow the Deputy Commissioner and remain in headquarters on a specific day of the week.

There should be no meetings scheduled for the day and as far as possible.

The next step would be to ensure that grievances so made by the public are scrutinised and proper reply within a specific timeframe is made. Computerisation of all the grievances received must be made mandatory.

District level officers must review the grievances received in the subordinate offices.

- When secretaries from State headquarters tour the districts, they must review the quality and quantity of grievances redressed.

### ***NON-AVAILABILITY OF OFFICIALS***

Action must be taken by the Government to provide accommodation for the officials who have the village as their headquarters.

A review must be made of the number of meetings which are to be attended, chaired by the district level officers, and their periodicity and overall number of meetings reduced



- The schedule for the officers' visit must be announced well in advance and given wide publicity.
- Gram Panchayat should be treated as the lowest geographic unit for the purpose of posting village level officials wherever such levels exist.
- All such village level functionaries must attend the monthly meetings of the Gram Panchayat.

### ***REORGANISATION OF DISTRICT OFFICES***

The basic principles in the reorganization of departments would be

- Department restructuring should be on the lines of territorial jurisdiction rather than functional jurisdiction.
- Functional jurisdiction should be only at the level of research and higher administration
- For new work entrusted to a department, new sections and posts should not be created, but work must be entrusted to existing staff
- Divisional level posts wherever they exist must be abolished
- Have more officials at taluk and village levels rather than at the State and district headquarters
- Not to have separate staff to implement state and district sector programmes as in the case of forest and horticulture departments
- Restructure departments to benefit the people, rather than to provide opportunities for promotion
- Greater delegation of powers to field level officers

### ***REVENUE DEPARTMENT***

- All the regulatory departments at the district level must be formally brought under the control of the Deputy Commissioner.
- Divisional Commissioners posts to be abolished.
- All surplus staff in the offices of the Divisional Commissioners to be redeployed.
- If all the regulatory departments at the district level are to be brought under the control of the Deputy Commissioner, the office of the Deputy Commissioner requires to be strengthened. Therefore, some of the surplus staff on abolition of the Divisional Commissioners offices could be redeployed to the Deputy Commissioners offices.
- Nad Kacheries to be abolished. Work presently being done by the Nad Kacheries to be done by the Revenue Inspectors and Tahsildars. Post of RI to be upgraded to Sheristedars.
- The number of Village Accountants to be limited to Gram Panchayat area.
- 3101 posts of Village Accountants would become surplus. Some of them could be redeployed in the vacant posts of Grama Panchayat Secretaries.
- There should be no further recruitment to the posts of FDAs/SDAs/and Tahsildars for the offices of Deputy Commissioners/Assistant Commissioners/Tahsildars etc.
- Powers over other regulatory departments given to the Deputy Commissioners must also flow at the appropriate level to the Assistant Commissioners. If there is a need, offices of Assistant Commissioners must also be suitably strengthened.

### ***AGRICULTURE DEPARTMENT***

- Divisional level posts in Agriculture and Horticulture Department to be abolished.
- Several schemes under State Sector in both the Departments must be transferred to the Zilla Panchayat Sector.
- Agriculture Assistants used earlier to work in the jurisdiction of Grama Panchayats. They



have now been brought to the hobli level. They must work only at the Grama Panchayat levels.

- There are 68 Farm Management Centres. These could be merged with the Raitha Mithra Kendras.
- Several of the posts in Agriculture Department have been created on the basis of functional jurisdiction. This could be reexamined and reorganisation done on the basis of territorial jurisdiction.
- Research projects should be brought under the control of Universities.

### **FOREST DEPARTMENT**

- Multiplicity of parallel establishments under the Forest Department at the district level must be reduced.
- The Deputy Conservator of Forests (ZP) have no work in most of the districts since there is no money for implementation. The Forest Department should examine the need of combining the work of other Deputy Conservator of Forests with that of Deputy Conservator of Forest (ZP) and abolishing the post of Deputy Conservator of Forest (ZP).
- Having separate officers to implement State sector and district sector schemes is not required. It only leads to multiplicity of staff for implementing the similar schemes. Only one cadre of officers is sufficient.
- Several schemes listed for implementation in the State sector could be transferred to the district sector.

### **Planning under Decentralisation**

- Every Gram Panchayat must be given matching grants equivalent to the resources collected, and fifty percent of this amount must be spent on the social sector. Some differentiation may be shown between Gram Panchayats by categorizing them into different groups, and giving them weightage accordingly. The criteria so developed should be applicable for the Gram Panchayat and not for the district as a whole since even within a district there would be vast differences amongst villages. The criteria should be objective; the process of devolution of funds should be transparent. The criteria should be based on the human development indicators, Infant Mortality Rate, Maternal Mortality Rate, literacy levels etc.
- Job chart of every village level functionary must be made available to every Gram Panchayat member.
- Even where the Gram Panchayat comprises of more than one village the Gram Sabha is called for all the villages at the same time. Such a type of meeting does not encourage participation and is wasteful. It would be better if a Gram Sabhas convened for each hamlet.
- Holding Grama Sabha meetings must be made compulsory. If the meetings are not held, there should be no devolution of funds to the grama panchayats. In an order issued in 1999, the department has made the Taluka Executive responsible for deciding the dates for the gram sabha in consultation with the President of the Grama Panchayat. The Secretary of the Gram Sabha has to prepare the agenda notes and make them available to the villagers on a payment of Rs 1-00 per copy. Instead of decentralizing the powers, even the powers to call for the Gram Sabhas have been taken away from the Gram Panchayat and given to the Taluk Panchayats.
- Powers to convene the Gram Sabhas must be given to the Gram Panchayat 's only.
- The frequency of calling village level workers to taluk must be reduced.
- All the posts at the village level, must be made district cadres wherever they have not been made so far. This would not apply to honorary workers like the anganwadi workers.



- Action plan must be finalized by the end of May or June every year.
- Some lump sum grant should be given to the districts which the district could operate in the State list.
- Planning at all levels under the zilla panchayat system is mere formality. Proper training must be given to all the officials, non-officials on how to utilise the various human development indicators for planning at the district level.
- The number of meetings at the zilla panchayat level must be reduced. On an average, every Chief Executive Officer is either chairman or member of about 52 committees. Most of these committees have to meet either monthly or quarterly. Such meetings take away much of the time of these officers and leave them with less time to actually tour and inspect the work. This applies also to other district level officers.
- Several of the State sector schemes which ought to be implemented at the district level itself should be transferred to the zilla panchayats.

## **Good Governance**

### ***ACCOUNTABILITY OF THE CIVIL SERVICE***

- codification of the delegation of powers between ministers and secretaries to government.
- ensure that delegated powers are exercised
- reduce levels in the hierarchy, make administration officer-oriented so that responsibility can be fixed on an individual
- instead of post-audit, concurrent audit must be introduced.
- audit should focus more on the output of a scheme, rather than on processes.
- citizens charters must be introduced for critical items for all departments in a time bound manner so as to complete this process by the end of December 2001.

### ***REDEFINING FUNCTIONAL GOALS***

- The civil service must shift focus from being a provider and regulator to that of a facilitator.
- Functional audit must be conducted for every department.
- Organisational review should also take place for every department.
- Government should immediately outsource certain activities.
- Every department must have a well publicized implementable mission statement.
- All staff in the department must be trained on priority so that they know the purpose of their jobs in meeting their departments' goals and objectives.
- Merger of schemes that are similar in nature
- Abolition of schemes that have outlived their utility

### ***IMPROVING SYSTEMS AND WORK METHODS***

- The paper work in government offices should be reduced by abolishing all unnecessary reports and returns, reducing number of circulars.
- The existing system of file movement needs to be thoroughly revamped. Gradually files may have to be replaced by floppies. Until such time, file movement can be done on computers.
- The introduction of desk officer system, which has been explained in detail in the chapter on Secretariat Reforms, must be done at the earliest. This would be the first and the most important step to improving systems and work methods in the secretariat.



All field offices should also follow a similar pattern and reduce file movements to only three or maximum of four levels.

The number of meetings both at the secretariat and at the field levels must be reduced. This would give more time to officers to go on tour and make inspection where necessary.

The greater delegation of powers and exercise of delegated powers would ensure that there is much less paper work and less time spent in getting approvals from various levels.

A lot of extra work is generated in the government because there is inadequate information sharing between the departments. Several other departments also require the information collected by one department in one form. If all departments would put such information databases on the LAN or e-mail it to other secretaries, it may be very useful to them in their policy formulation.

Apart from reducing the number of forms, each department should also look at the size of the forms. There should be an attempt to simplify the forms and returns being used in the government.

### ***RATIONALISATION OF CIVIL SERVICES***

In several departments the officers or more than the frontline staff. There is a need to rationalize this distribution and have more workers for service delivery.

The location of staff and employees in several departments is skewed. Most of the officers are located in Bangalore or in District Headquarters while the need is to have officers at actual implementation / cutting edge levels.

There are several employees to carry out the same task for different departments like in the case of grant of scholarships. If one or two employees could be utilised for this purpose, it would reduce the number of employees required for this purpose.

Changing the manner of government functioning by the introduction of Desk Officer, Single File System would reduce delays, bring in efficiency and also help in reduction of number of employees.

Employees are very often recruited at the launch of a new scheme or a programme. Merger of similar schemes/programmes would render some staff as surplus who could be redeployed where there is actually work.

- Every department must make a scientific assessment of the total number of direct recruitment vacancies available based on the above principles and only then should the department proceed for filling up the vacancies.

Utilising the direct recruitment vacancies for recruitment by promotion would in the long run affect the efficiency of the government.

All group-C posts should be made into district cadre posts and allotment must be made on permanent basis as is done under the All India Service.

Government must impose the ban on further recruitment of Junior Assistants, Assistants, etc. in all departments.

Computerisation must be introduced in a time-bound manner in all departments so that less people would be required for the same work.

### ***REVIEW OF PERFORMANCE APPRAISAL***

There should be a different format of Annual Confidential Reports for secretariat employees.

Apart from the adverse comments, a copy of every year's completely written Annual Confidential Reports must also be given to the employee. This would enable the employee to know how his/her performance is judged and to make any improvements if required for the next year.



- As is done for the Armed Forces and Central Police Organisations, a grading system on a 10 point or a 7 point scale to assess the individual traits and attributes could be introduced as part of the Annual Confidential Reports.
- All levels of officers who have to write Annual Confidential Reports must be given proper training in how to write an Annual Confidential Reports objectively.
- Counselling may be introduced to those employees who get repeated adverse remarks.
- Action should also be taken against those officers who delay in writing the Annual Confidential Reports where they are either reporting, reviewing or accepting authorities.
- Annual Confidential Reports, which are to be approved by the concerned departmental minister sometimes, are delayed for several months. A time frame should be fixed for approval of the Annual Confidential Reports by the concerned.

### ***HUMAN RESOURCE DEVELOPMENT STRATEGY***

- All trainings must be made compulsory.
- Employees / Officers who do not attend training should not be deputed for any foreign training.
- Allot higher funds for training.
- Each department must have specified budget for training not just for the technical staff but for all the staff in the department.
- Training should not only include exposure of government employees to secretarial practices, work methods, technical skills of a particular department, but must also expose them to personality development, stress and time management, communication skills etc.
- Government employees must be exposed to work in the private sector and they must be taken on field visits.
- Some relationship should be established between the career plan of an employee and the training imparted.
- Employees due for retirement in the next three years need not be deputed for any training, especially training overseas.
- Training awareness skills must also be given to Group-D employees and Drivers.
- There should be an annual calendar of training which must be well publicised.
- In addition to the Training Institutes of the Government, efforts should be made to identify other good training institutions.

### ***TRANSPARENCY AND THE RIGHT TO INFORMATION***

- Amendments be made to the Official Secrets Act and the Civil Services Code of Conduct Rules
- Discretionary powers must be reduced to the minimum
- Regulatory authorities should be set up for all other public utilities
- Public should have easy access to Government orders, forms etc. They should be made available in post offices, banks, fair price shops etc.
- Public facilitation centers should be set up in all offices. The existing grievance redressal centers could be converted as the above centers.
- WAN and LAN should be set up at the earliest to enable easy sharing of information within departments and between departments and speedy disposal of grievances
- Review of rules and simplification of procedures



Each department, especially those with constant public interface, must bring out a compendium of all their relevant forms which the public have to use, so that all the forms are available at a single place. There must be wide dissemination of such information.

The rules to the Right to Information Act must be framed as expeditiously as possible.

Delegation of financial powers should be on the basis of current prices, must be reviewed every three years

Must have concurrent audit rather than post audit

Renewal period for licences etc, be enhanced, this would reduce transactional costs.

## **RECRUITMENT**

- Only meritocratic recruitment for all posts
- Selection of KPSC members must be done by a Committee headed by Chief Minister.
- Revise cadre and recruitment rules of all departments to have merit based recruitment, and modify qualifications for certain posts
- Recruitment for certain posts could be contracted( peons, drivers )
- Compassionate appointment to be restricted to families of deceased police personnel and riot victims..

## **TRANSFERS**

- Government should enact a legislation on transfers
- Action should be taken against those employees who request for transfers based on third party recommendations.
- Departments of police, commercial taxes, may draft their own transfer rules based on transfer legislation.
- Employees such as teachers, village accountants, ANMs need not be transferred except under exceptional circumstances.

## **INSTITUTIONS AND ANTI-CORRUPTION**

- Lokayukta be vested with powers similar to that of CBI in terms of prosecution etc.
- Withdrawal of prosecutions be exempted from PC Act, 1988.
- Only officials of proven integrity and efficiency are to be posted to the Lok Ayukta.
- Amendments be made to section 10(1) of the KCS(CC&A) rules to make suspension mandatory when there is a trap or raid case.
- The Lokayukta should be strengthened by provision of adequate staff, powers, resources and independence accompanied by proper accountability for results. The preventive aspect of corruption is dependent on an independent and well-staffed vigilance set up.
- Attachment and forfeiture of property (both movable and immovable) acquired by public servants which is disproportionate to their known source of income should be considered. Punitive action should then be initiated.
- There should be a close working relationship between the Lokayukta, Income Tax, and DPAR in terms of sharing of the information and coordinated investigation.
- All legislators must file their property returns once during their term. Non filing of property returns should result in withholding of salary and other emoluments. Lokayukta Act may be amended accordingly.



## **DEPARTMENTAL ENQUIRIES**

- Relevant rules under the following sections, 11(12), 11(20), 12(a), 12(A) should be amended to provide for a specific time frame and to reduce discretionary powers.
- Karnataka KCS rule on compulsory / voluntary retirement of Officials must be used.
- It is also necessary to amend the relevant Service Rules to enable the review of integrity and efficiency of Officials at any stage during their career and to compulsorily retire such Officials of doubtful integrity.
- There has to be stricter and compulsory monitoring of the progress of all departmental enquiry cases by the Secretary. This should not be treated as a routine exercise and must be included as an item of review in the monthly MMR meetings chaired by the Secretaries.
- It is preferable that all departmental enquiries are entrusted to retired judges or retired government officials on a conditionality that non-completion of the enquiry proceedings as per prescribed time frame would result in non-payment of emoluments.

## **REDRESSAL OF GRIEVANCES**

- fix responsibility for each task, which is possible if the hierarchical levels are reduced.
- appoint grievance redressal officer for each department and accordingly give publicity.
- ensure the easy and wide availability of various government's forms and applications. Regularly used applications for caste, income, births and deaths, all land matters must be available in fair price shops, banks, post offices etc.
- change the language of various application forms to make them citizen friendly.
- train officials in grievance redressal, courtesy in talking to petitioners.
- all grievances must be computerized.
- all forms must be bilingual, both in Kannada and English.

## **AMALGAMATION OF SCHEMES**

- Schemes with nominal budget provisions to be merged.
- Schemes which are continuing for the purpose of providing salaries to employees to be abolished.
- Similar schemes to be merged.
- Schemes with less than Rs.5.00 lakh allocation to be merged / discontinued.
- Agriculture Department need not set up Entomological / Pathological Laboratories or even Bio-Fertilizer Laboratories. This work could be entrusted to Agricultural Universities.
- All the training schemes in the departments should be merged under one head of account.
- It is not possible to carry out State Horticultural Census with the provision of Rs.1.0 lakhs. The Horticulture Department may examine the relevance of such scheme.
- Schemes which have outlived their utility should be abolished. (e.g. Cashew nut and Matchwood Plantation Schemes in Forest Department)
- The head of account for Lalbagh Botanical Garden and Vidhana Soudha Gardens shown under Forest Department should be shifted to Horticulture Department.

## **E-GOVERNANCE**

- a) Must have an IT Plan for each department, which is to be implemented at an annual basis.
- b) Ensure that common software for tracking of files and file movements, grievance redressal, monitoring of LA/LC questions is used by all secretariat departments.



- c) Ensure the speedy installation of LAN in the secretariat.
- d) Ensure that all staff in the secretariat irrespective of seniority are trained in the latest software so that a common software can be used across the secretariat.
- e) Training to work on computers must be specially given to the large number of typists who continue to work only on typewriters in the secretariat.
- f) Phase out all typewriters in the secretariat and substitute them with computers.
- g) In order to ensure better use of computers, all meeting notices in the secretariat to be sent only on LAN.
- h) All progress reports to be communicated only on LAN and except matters which are confidential in nature, service matters, matters before the courts, all the rest of the file work should be done on computers.
- i) Each department must immediately create database where not done and provision must be made to share database among departments whenever required. Facility must be built in for regular updations of such databases.
- j) Individual departments installing VSATs should be curtailed. It would be better if a group of departments utilize the VSAT resources.
- k) Departments should not be encouraged to set up individual kiosks or data centres either at the district, taluk or village levels common kiosks should be set up.
- l) Departments of Revenue, Police, Transport, and Commercial Taxes must computerize on priority.
- m) The provisions of Information Technology Act, 2000, where digital signature has been legalized etc. must be widely disseminated so that not only officers, even general public are aware of this.
- n) All citizens' charters must be put on the web.
- o) All payrolls in all departments must be computerized. Would economise on a lot of staff in each department.
- p) C&R Rules of all departments to be modified. At every entry level for direct recruitment, knowledge of appropriate computer skills must be made mandatory.
- q) Employees in service must be encouraged to acquire computer skills relevant to daily office use within a period of two years. Could be given one advance increment valid for 5 years.

**HARANAHALLI RAMASWAMY**  
CHAIRMAN

**G.LATHA KRISHNA RAO**  
SECRETARY

**BLASIUS M.D'SOUZA**  
MEMBER

**S. B. MUDDAPPA**  
MEMBER



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# Proceedings of the Government of Karnataka

READ: 1. GO DPAR 19 AMC 2000 dated 17.4.2000

2. GO DPAR 19 AMC 2000 dated 27.4.2000

## **PREAMBLE:**

The Government of Karnataka proposes to take concrete steps to tone up efficiency at all levels and ensure total transparency in administration. It also desires to employ information technology and all other tools of modern administration to make Government offices more responsive to the needs and problems of the people and to bring a stronger element of courtesy and cordiality to the administrative machinery. While the Government has already issued an order constituting the Administrative Reforms Commission under the Chairmanship of Shri Haranahalli Ramaswamy to make an in-depth study of the steps to be taken to ensure the effective fulfillment of the above mentioned objectives and make suitable recommendations to the Government, it is found necessary to identify the parameters of the Commission and formulate its modus operandi. Hence this order.

G.O.No.DPAR 19 AMC 2000, Bangalore, dated 30.05.2000

The following issues will be examined by the Karnataka Administrative Reforms Commission:

1. Examine the ways and means of creating an environment wherein the Officers and staff will respond to the people with courtesy, service-mindedness and a spirit of understanding; provide to the people, at any level of interaction, adequate information about the Government policies and programmes and rules and regulations to generally accelerate the process of decision-making.
2. Examine the ways and means of evolving simplified procedure for Government machinery for implementation of various plans and programmes of the Government without undue delay.
3. Examine the ways and means of improving financial management in the administration to plug leakages in revenue collection and effect savings.
4. Formulate a fool-proof system for procurement of goods and services required by the Government in a transparent and judicious manner for the effective implementation of its plans and programmes.
5. Examine the process of control and monitoring effective and efficient implementation of plans and programmes of the Government.
6. Reviewing the process of collecting fair and justifiable charges for the services rendered and facilities provided by the Government to the public.
7. To examine the extensive utilization of information technology in Government administration.
8. Examine the process of bringing transparency in administration for elimination of corruption
9. To formulate policy for entrusting identified programmes to NGO's and private sectors, which could be implemented by them.



10. Formulate the policy for involvement of private sector and NGOs in identified Government programmes.
11. Enhancing the efficiency in the working urban and rural local bodies.
12. To review and recommend on any other issues or matters relevant to the attainment of the aforementioned objectives.
13. To examine the need for decentralization of powers and decision-making process.
14. The Commission is authorized to evolve its own method of functioning, and to appoint any committees, which it may deem fit for assisting it and also to appoint any advisers it may feel necessary.

The Commission is also authorized to inter-act with or hold meetings and consultations with any expert, specialist or citizen of its choice to acquire any inputs which are essential for its effective functioning. The Commission can also inspect any Government Department or any wing of the Administrative machinery at any level. During such inspections, the concerned Secretaries, Heads of Departments and other Officers shall provide any information sought by the Commission on the working of that department.

The Commission can secure the services of any expert on organization to study and analyse the functioning of any Government department pertaining to any subject on its behalf and also can conduct seminars and workshops on all such issues.

It is hereby ordered that the Karnataka Administrative Reforms Commission shall submit its final report within one year from the date of this order.

BY ORDER AND IN THE NAME OF THE  
GOVERNOR OF KARNATAKA



# Karnataka Administrative Reforms Commission

## Calender of events

1	<i>Hon'ble Chief Minister, in his Budget Speech, mentioned about the need for formation of the Administrative Reforms Commission.</i>	
2	Sri Haranahalli Ramaswamy was appointed as Chairman of the Commission vide GO No. DPAR 19 AMC 2000.	17-04-2000
3	Sri Haranahalli Ramaswamy took over charge as Chairman of the Commission.	24-04-2000
4	Secretary's post was created vide GO No. DPAR 19 AMC 2000	27-04-2000
5	Inaugural Function of the Karnataka Administrative Reforms Commission	08-05-2000
6	Smt. G. Latha Krishna Rao, IAS, took over charge as Secretary of the Commission.	10-05-2000
7	Sri S.B. Muddappa, IAS (Retd), Former Chief Secretary, Government of Karnataka, Justice N.D. Venkatesh (Retd) were appointed as Members of the Commission vide GO No. DPAR 19 AMC 2000.	30-05-2000
8	<b>FIRST A.R.C. MEETING</b>	<b>09-06-2000</b>
9	Posts were created for the Commission vide GO No. DPAR 19 AMC 2000	21-06-2000
10	The Commission was provided with funds of Rs.10.00 lakhs (Salary, DA, Office Expenses, TA, Library Establishment)	22-06-2000
11	Sri Blasius M. D'Souza, Former Law Minister, was appointed as Member of KARC vide GO No. DPAR 19 AMC 2000	22-06-2000
12	TOUR – HASSAN 24-06-2000	
13	TOUR – MYSORE 26-06-2000	
14	Posts were created for the personal establishment of the Secretary of the Commission vide GO No. DPAR 33 AMC 2000.	29-07-2000
15	Discussion with Sri Sippe Gowda, President, Karnataka Government Employees Association.	04-07-2000
16	Discussion with Sri Govinda Rao, Institute for Social & Economic Change, Nagarabhavi, Bangalore.	06-07-2000
17	Discussion with Sri Chiranjib Sen, Professor, Indian Institute of Management, Bangalore, and Tapan Senapati, IAS, Secretary, Dept. of Personnel and Administrative Reforms (AR).	07-07-2000
18	<b>SECOND A.R.C. MEETING</b>	<b>15-07-2000</b>
19	Discussion with Dr. Siddalingaiah, MLC and Dr. S.N. Sangita, Institute for Social & Economic Change, Bangalore.	18-07-2000
20	Discussion with Sri Muchandi, Registrar of Lokayukta and Sri B.N.P. Albuquerque, IPS, Addl. Director General of Police.	20-07-2000
21	Discussion with Dr. A. Ravindra, IAS, Addl.Chief Secretary and Development Commissioner.	20-07-2000
22	Discussion with Sri K.P. Pandey, IAS, Principal Secretary to Government, Revenue Department	22-07-2000



23	Discussion with Sri V.Balasubramanian, IAS, Addl.Chief Secretary to Government (PWD and Housing).	25-07-2000
24	Discussion with Sri M.R. Srinivasa Murthy, IAS, Secretary to Government, Rural Development & Panchayat Raj Department.	25-07-2000
25	Discussion with Sri Vivek Kulkarni, IAS, Secretary to Government, Information Technology Department.	26-07-2000
26	Discussion with Smt. Teresa Bhattacharya, IAS, Addl.Chief Secretary to Government.	29-07-2000
27	TOUR – DHARWAD DISTRICT (3 DAYS)	30-07-2000
28	Discussion with Sri M.R.Hegde, Secretary, Department of Parliamentary Affairs and Legislation.	02-08-2000
29	Discussion with Sri Rajeev Chawla, Addl.Secretary to Government, Revenue Department.	02-08-2000
30	<b>HIGH LEVEL COMMITTEE MEETING / THIRD A.R.C MEETING</b>	<b>04-08-2000</b>
31	Sub Committee Members appointed.	05-08-2000
32	Discussion with Sri C.S. Kedar, Secretary to Government (Resources), Finance Department.	07-08-2000
33	Meeting of Sub Committee on Secretariat Level Reforms	10-08-2000
34	Discussion with World Bank Team and Secretary to Government, Dept of Personnel & Administrative Reforms (AR).	10-08-2000
35	Meeting of Sub Committee on District & Taluk Level Reforms	11-08-2000
36	Discussion with Sri A.K.M. Nayak, IAS, Secretary to Government, Information, Tourism & Youth Services Department.	14-08-2000
37	Discussion with Sri A.Sengupta, IAS, Secretary to Government, Health and Family Welfare Department.	16-08-2000
38	Meeting of Sub Committee on Good Governance.	21-08-2000
39	Justice N.D.Venkatesh resigned as Member, KARC.	23-08-2000
40	Discussion with Sri Panchagatti, Chairman, Karnataka Public Service Commission.	25-08-2000
41	Work Study Team - Discussion with Secretary to Government, Dept of Personnel & Administrative Reforms (AR)	25-08-2000
42	Discussion with Sri Abhay Prakash, IAS, Director, KSBPE, Sri Chiranjeevi Singh, IAS, Principal Secretary to Government, Agriculture & Horticulture Department and Dr.Subramaniam, IAS, Commissioner for Agriculture.	28-08-2000
43	Meeting of Sub Committee on Secretariat Level Reforms	29-08-2000
44	Discussion with IFS Officers Association	-
45	TOUR – KOLAR DISTRICT (ONE DAY)	30-08-2000
46	Discussion with Sri Chiranjeevi Singh, IAS, Principal Secretary to Government, Agriculture & Horticulture Department and Sri Upendra Tripathi, IAS, Secretary to Government, Horticulture Department.	07-09-2000
47	Discussion with State Government Employees Association.	08-09-2000
48	<b>FOURTH A.R.C. MEETING</b>	<b>11-09-2000</b>
49	Discussion with Sri S.K. Hajra, Chief Election Commissioner in Karnataka.	10-09-2000
50	Discussion with World Bank Team and with Dr. M.R.Tanga, Chairman, Sub Committee on Secretariat Level Reforms.	16-09-2000



51	Sri Mariswamy, IPS, President, IPS Officers' Association.	17-09-2000
52	Sri B.K. Singh, IFS, President, IFS Officers' Association.	17-09-2000
53	TOUR – DISTRICTS OF RAICHUR, GULBARGA AND BIJAPUR. (FOUR DAYS)	17-09-2000
54	Work Shop on Good Governance at Institute for Social & Economic Change, Bangalore.	04-10-2000
55	Meeting of Sub Committee on District & Taluk Level Reforms.	05-10-2000
56	TOUR – MANGALORE & HASSAN (TWO DAYS)	09-10-2000
57	TOUR – MANDYA (ONE DAY)	13-10-2000
58	Discussion with KAS Officers Association and Dr. M.R.Tanga, Chairman, Sub Committee on Secretariat Reforms.	16-10-2000
59	Participation in Indian Institute of Public Administration (IIPA) Workshop. 16-10-2000	
60	Meeting with World Bank AR Group	16-10-2000
61	Meeting of Sub Committee on Secretariat Level Reforms	23-10-2000
62	Meeting with Minister for Primary & Secondary Education, Secretary to Government, Primary & Secondary Education, Commissioner for Public Instruction and other officers of Education Department.	23-10-2000
63	Meeting with Educationists.	24-10-2000
64	Meeting with Opposition Leaders.	25-10-2000
65	Visit to Revenue Department in the Secretariat.	04-11-2000
66	Meeting with Lokayukta Officers and Secretary to Government, Law Department.	06-11-2000
67	Meeting with Addl Chief Secretary, Addl Chief Secretary and Development Commissioner, Addl.Chief Secretary to Government (PWD & Housing), Secretary to Government, Law Department, Secretary to government, Parliamentary Affairs & Legislation, etc. to discuss draft Transfer Bill.	06-11-2000
68	Dr. M.R. Tanga, Chairman, Sub Committee on Secretariat Level Reforms, submitted report.	15-11-2000
69	TOUR TO NEW DELHI TO PARTICIPATE IN STATES' REFORMS FORUM HOSTED BY WORLD BANK. (FOUR DAYS)	22-11-2000
70	Meeting with Ford Foundation, New Delhi.	28-11-2000
71	Meeting of Sub Committee on Secretariat Reforms.	08-12-2000
72	Meeting of Sub Committee on Good Governance.	08-12-2000
73	<b>FIFTH MEETING OF A.R.C.</b>	<b>11-12-2000</b>
74	<b>SIXTH MEETING OF A.R.C.</b>	<b>18-12-2000</b>
75	<b>SEVENTH MEETING OF A.R.C.</b>	<b>19-12-2000</b>
76	Discussion with Sri V.P. Baligar, Chairman, Karnataka Power Transmission Corporation Limited.	19-12-2000
77	Discussion with Sri H.L. Nagegowda, MLC and Chairman, Janapada Akademi. 20-12-2000	
78	Discussion with Secretariat Employees Association.	21-12-2000
79	Meeting with Revenue Employees' Association.	26-12-2000
80	<b>EIGHTH MEETING OF A.R.C.</b>	<b>03-01-2001</b>



## **Officers/elected representatives/experts associated with the Commission**

- 1) Sri G.V.K. Rao, IAS (Retd), former Chief Secretary, Government of Karnataka.
- 2) Sri J.C.Lynn, IAS (Retd), former Chief Secretary, Government of Karnataka.
- 3) Sri N.Vittal, New Delhi, Chief Vigilance Commissioner, Government of India.
- 4) Sri Nittur Srinivasa Rao, former Chief Justice, High Court of Karnataka.

### **Members of Parliament**

- |                           |                           |
|---------------------------|---------------------------|
| 1) Sri Ramakrishna Hegde. | 6) Sri. Oscar Fernandes   |
| 2) Sri S.R. Bommai.       | 7) Sri. R. S. Patil       |
| 3) Smt. Margaret Alva.    | 8) Sri. Rehaman Khan      |
| 4) Sri Laxmi Sagar        | 9) Sri. D. C. Srikantappa |
| 5) Sri. Jalappa           |                           |

### **Floor Leaders of legislature and others**

- 1) Sri Siddaramaiah, Former Dy.Chief Minister & Finance Minister.
- 2) Sri P.G.R. Sindhia, MLA.
- 3) Sri K.H. Srinivas, MLC
- 4) Dr. M.P. Nadagouda, MLC
- 5) Sri Jagadish Shettar, MLA
- 6) Sri Byre Gowda, MLA
- 7) Dr. Nagappa, MLA.

### **Bureaucrats**

- 1) Smt.Teresa Bhattacharya, IAS, Additional Chief Secretary to Government, Government of Karnataka.
- 2) Sri V.Balasubramanian, IAS, Additional Chief Secretary (PWD & Housing), Government of Karnataka.
- 3) Dr. A.Ravindra, IAS, Additional Chief Secretary and Development Commissioner, Government of Karnataka.
- 4) Sri A. Bharat, IAS, Chairman, Bangalore Development Authority, Bangalore.
- 5) Sri S.K.Hajra, IAS, Chief Election Commissioner in Karnataka.
- 6) Sri Chiranjivi Singh, IAS, Principal Secretary to Government, Agriculture & Horticulture Department, Government of Karnataka.
- 7) Sri A.K. Agarwal, IAS, Director General, Administrative Training Institute, Mysore.
- 8) Sri Abhay Prakash, IAS, Director General, Karnataka State Bureau of Public Enterprises, Bangalore.



- 9) Sri A.Sengupta, IAS, Principal Secretary to Government, Health & Family Welfare Department, Government of Karnataka.
- 10) Sri M.R.Srinivasa Murthy, IAS, Secretary to Government, Rural Development & Panchayat Raj Department, Government of Karnataka.
- 11) Sri G.R.Premkumar, IAS, Secretary to Government, Department of Personnel and Administrative Reforms, Government of Karnataka.
- 12) Sri R.N.Shastri, IAS, Secretary to Government (Primary & Secondary Education), Government of Karnataka.
- 13) Sri Tapan Senapati, IAS, Secretary to Government, Department of Personnel and Administrative Reforms (A.R.), Government of Karnataka.
- 14) Sri V.P. Baligar, IAS, Chairman, Karnataka Power Transmission Corporation Limited, Bangalore.
- 15) Dr.Subramanyam, IAS, Commissioner for Agriculture, Government of Karnataka.
- 16) Sri T.M. Vijay Bhaskar, IAS, Commissioner for Public Instruction, Bangalore.
- 17) Sri Jayakar Jerome, IAS, Commissioner, Bangalore Development Authority, Bangalore.
- 18) Sri Rajiv Chawla, IAS, Additional Secretary to Government, Revenue Department.
- 19) Sri B.N.P.Albuquerque, IPS, Additional Director General of Police, Karnataka Lokayukta, Bangalore.
- 20) Sri Muchandi, Registrar, Karnataka Lokayukta, Bangalore.
- 21) Sri S.M. Panchagatti, Chairman, K.P.S.C.
- 22) Sri Janaradhana Rao, IAS, Secretary, K.P.S.C.
- 23) Dr. M. Mahadevan, Former Director, IIPA, New Delhi

***Seminar on "Good Governance : Policy and Institutional Issues" held on 4-10-2000 at Institute for Social & Economic Change, organised by ARC and Dr. Govind Rao Director, ISEC***

Presided by : Chairman, K.A.R.C.

Inauguration by : Sri S.M. Krishna, Chief Minister, Government of Karnataka.

Keynote Address by : Dr. Madhav Godbole, Former Home Secretary, Government of India.

***Sessions:-***

***1) Efficiency and Accountability in Governance: -***

Chaired by : Sri T.R.Satishchandran, Former Governor of Goa.

Speakers : Smt. Teresa Bhattacharya, IAS, Addl.Chief Secretary, on the Topic: *Improving Governance – Incentives and Accountability.*

Dr.A.Ravindra, IAS, Addl.Chief Secretary and Development Commissioner, on the topic : *Restructuring Administration for Effective Governance.*



Sri G.Thimmaiah, Former Member, Planning Commission, on the topic : *Right-Sizing the Bureaucracy*.

## **2) Tackling Corruption – Policy and Institutional Issues**

- Chaired by : Sri M.Y. Ghorpade, Minister for Rural Development & Panchayat Raj, Government of Karnataka.
- Speakers :
- Sri Samuel Paul, Centre for Public Policy on the topic: *Institutional Arrangements to Tackle Corruption*.
  - Sri V.Balasubramanian, IAS, Addl.Chief Secretary (PWD & Housing) on the topic : *Policy and Procedural Reforms to Tackle Corruption*.
  - Sri Vikram Chand, Economist, World Bank, on the topic: *Government Initiatives to Tackle Corruption : Right to Information and Transparency in Tenders and Procurement Ordinances*

## **3) Value for Money – Efficiency in Public Service Delivery**

- Chaired by : Sri M. Veerappa Moily, former Chief Minister of Karnataka, and Chairman, Tax Reforms Commission.
- Speakers :
- Sri V.Ramachandran, Former Chief Secretary, Government of Kerala on the topic – *Limiting the Role of Government*.
  - Sri N.L. Mitra, Director, National Law School of India University, on the topic - *Fiscal Discipline and Good Governance*.
  - Prof. Chiranjib Sen, Indian Institute of Management, Bangalore, on the topic - *Market Failure and the Government Intervention*.

### **I.I.P.A. MEETING HELD ON 16-10-2000.**

Participants: - Organised by KARC and Shri S. Ramanathan, IAS (Retd.) Chairman Indian Institute of Public Administration, Karnataka.

- 1) Sri J.C.Lynn, IAS (Retd), Former Chief Secretary, Government of Karnataka.
- 2) Sri M.A.S. Rajan, IAS (Retd).
- 3) Sri Jayakumar Anagol, IAS (Retd).
- 4) Sri Padmanabhan, IAS (Retd).
- 5) Sri Aswathanarayan, IAS (Retd).
- 6) Sri F.T.R.Colasso, IPS (Retd).
- 7) Sri Harlankar, IPS (Retd).
- 8) Sri Parameshwarappa, IFS (Retd).
- 9) Sri Yellappa Reddy, IFS (Retd).
- 10) Sri A. Krishna Swamy, IFS (Retd).
- 11) Sri Rantaswamy, IA & AS (Retd)
- 12) Sri Chamaiah, Former Law Secretary.



- 13) Sri P.S.Jayaram, Professor, Bangalore University.
- 14) Sri Jeevan Kumar, Bangalore University.
- 15) Sri Vinod Vyasulu, Centre for Budget and Policy Studies, Bangalore.
- 16) Sri Vinay Baindoor, CIVIC (NGO).
- 17) Smt. Gayathri Niwas, Deccan Herald.
- 18) Smt.Shakuntala Narasimhan, Journalist
- 19) Sri Laxmanan, Industrialist.
- 20) Sri Srikanthaiah, Industrialist
- 21) Smt. Sandhya, Hengasara Hakkina Sangha.

### **ASSOCIATIONS**

- 1) Secretariat Employees' Association.
- 2) Non-Gazetted Employees' Association.
- 3) IPS Officers Association.
- 4) IFS Officers Association.
- 5) KAS Officers Association.
- 6) Revenue Employees Association.

### **WRITERS**

- 1) Dr. Suryanath Kamath
- 2) Dr.Chidananda Murthy
- 3) Prof. Narayana
- 4) Prof. L.S.Seshagiri Rao
- 5) Prof. Basavaradhya

### **WORLD BANK**

- 1) Sanjay Pradhan.
- 2) Bob Bischell
- 3) Vikram Chand



# Location of DPAR and Finance Department

- |   |   |
|---|---|
| (1) Chief Secretary, D.S. (Protocol),<br>DPAR (General A & B), DPAR (Political 1&2)<br>DPAR (L&RM), Addl.Chief Secretary, Cabinet Section                   | III Floor,<br>Vidhana Soudha                              |
| (2) Secretary, DPAR   | II Floor,<br>Vidhana Soudha                               |
| (3) Secretary, DPAR, Election and his office  | Office located in<br>Cubbon Park                          |
| (4) DPAR & Special Officer & D.S., Stenographers &<br>Typists Recruitment Authority   | 20 <sup>th</sup> Floor, Main Tower<br>Vishweswariah Tower |
| (5) DPAR (Services) Wing, DPAR (Accounts) Wing,<br>DPAR (Executive) Wing, DPAR (Library), DPAR<br>(Service Rules), DPAR (Multigraph), DPAR (G.D), DPAR(R&I) | Ground Floor,<br>Vidhana Soudha                           |
| (6) DPAR (Administration), A, B, C, D Sections,<br>Personnel I & II Section, ADM-Cell   | IV Floor, III Stage<br>M.S.Building                       |
| (7) DPAR (Executive-C Section) & Under Secretary (Ex-C)   | Located in VII Floor<br>III Stage, MS Bldg.               |
| (8) DPAR (Multigraph-II)  | 1 <sup>st</sup> Floor, III Stage M.S.Building             |

## Location of Finance Department

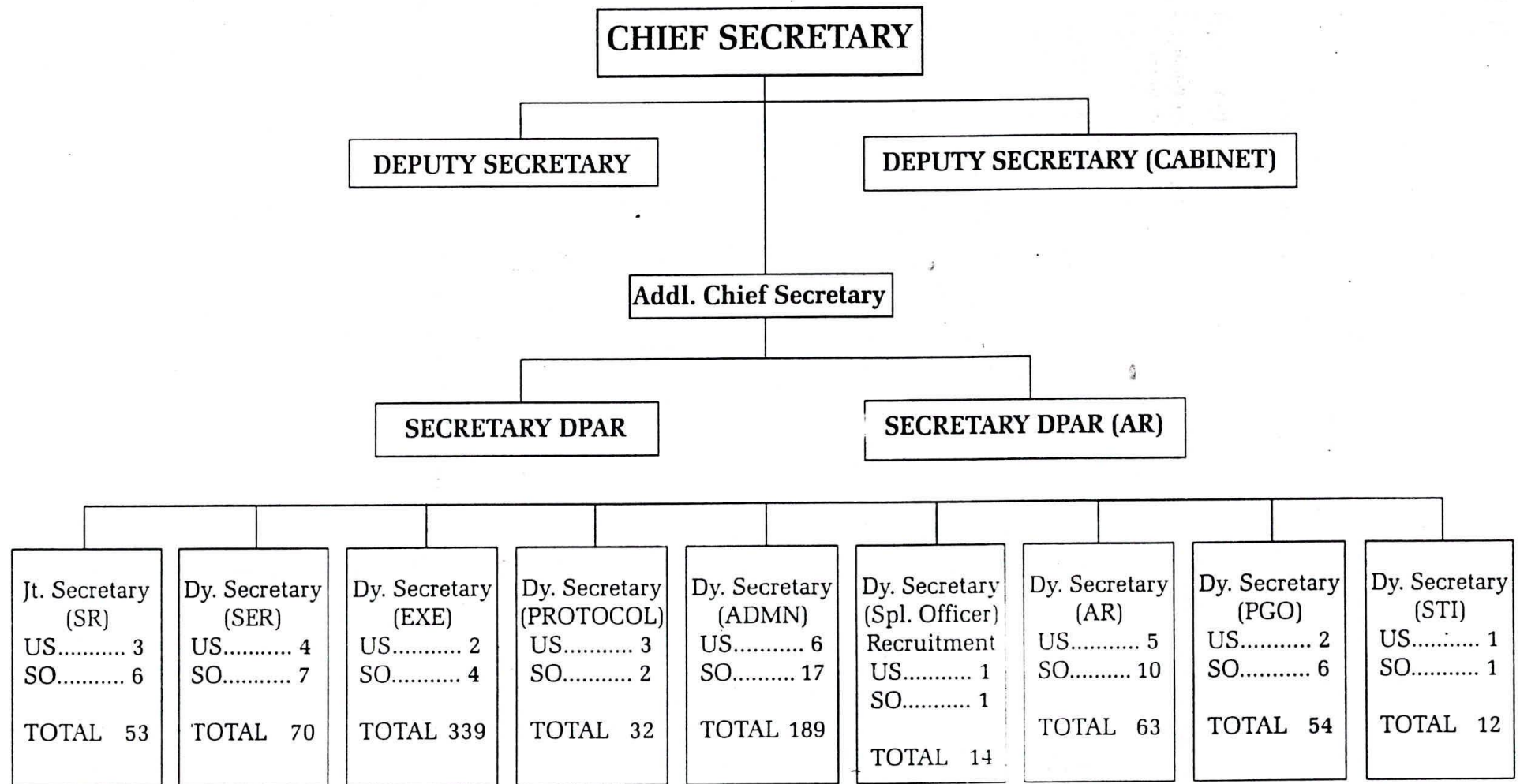
- |   |   |
|---|---|
| (1) Principal Secretary, Secretary (Resources),<br>Secretary (PMU), Secretary (Expdr.),<br>FD (Expenditure) VII Sections, Budget Sections,<br>Commercial Taxes Sections,<br><br>PWD Sections, T.A.R., Advances & Administration<br>Section, Investment & R&I, | } Located in II Floor,<br>Vidhana Soudha    |
| (2) F.D. (Pension)  | II Floor, III Stage M.S.Building            |
| (3) F.D. (Services)   | I Floor, 5 <sup>th</sup> stage M.S.Building |
| (4) F.D. (FCC) & PMU Divisions  | 12 <sup>th</sup> Floor, Vishweswariah Tower |

## Department of Personel and Administrative Reforms (Administrative Reforms)

- |  |  |
|--|--|
| (9) Secretary DPAR (AR), DS (AR), work study sections,<br>political pension, DPAR (Inspection) DPAR (Training) | II <sup>nd</sup> Floor, 5 <sup>th</sup> Stage,<br>M.S.Building |
| (10) DPAR (Grievances Cell) all the Six sections   | III Floor, Podium Block<br>Vishweswariah Tower                 |
| (11) Karnataka Government Secretariat Training Center  | 8 <sup>th</sup> Floor,<br>Vishweswariah Mini Tower             |



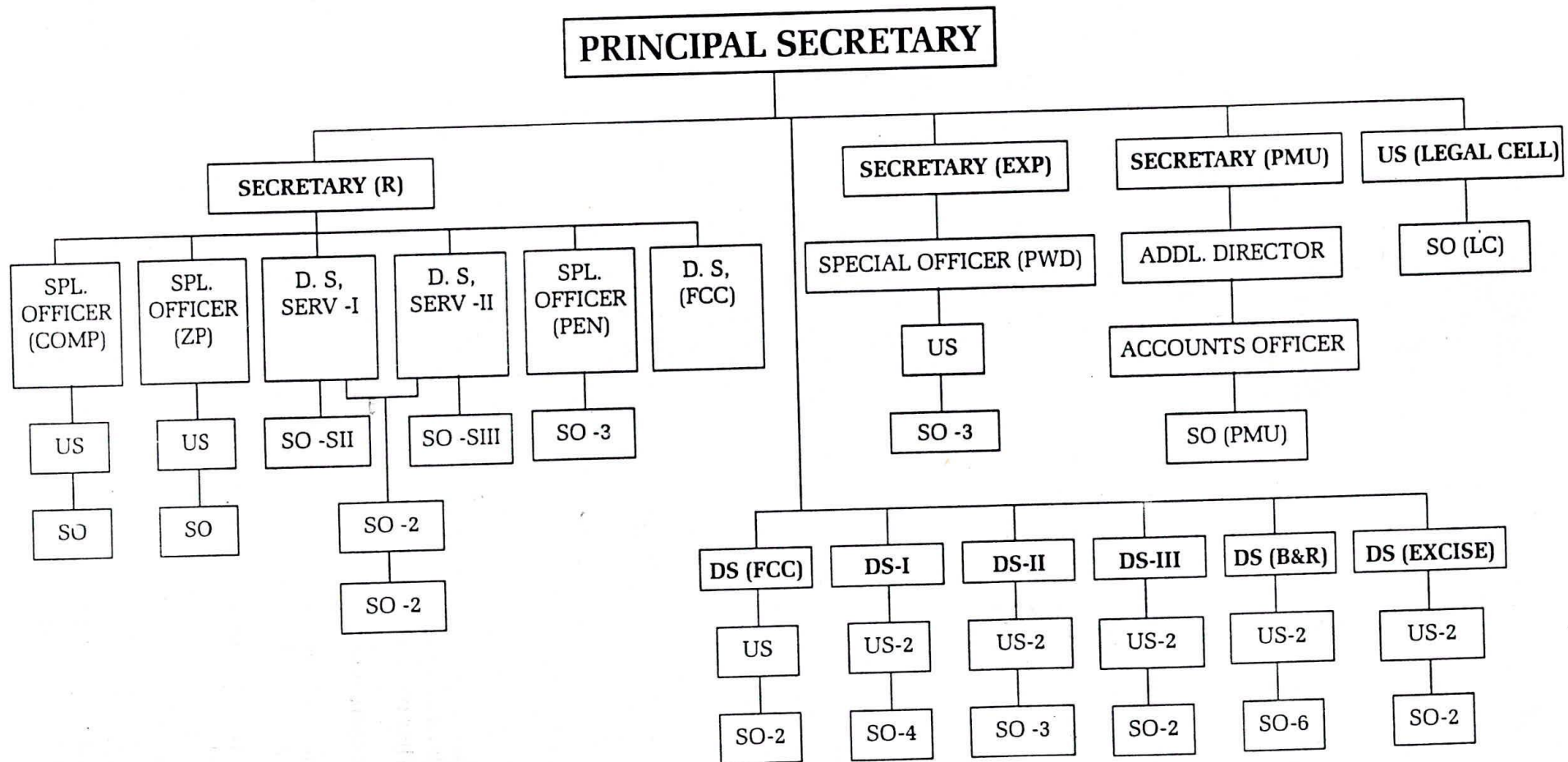
## Organisation Chart of DPAR



Note: The total number include all other staff also



# Organisation Chart of Finance Department







## GOVERNMENT OF KARNATAKA

No. DPAR 2 TSM 75

Karnataka Government Secretariat  
Vidhana Soudha  
Bangalore,  
dated 19<sup>th</sup> February, 1977

### OFFICIAL MEMORANDUM

Subject: Revised Scheme of Officer Oriented Noting system-  
Introduction of - Instructions -

In Official Memorandum No.CAD 12 TSM 74, dated 29<sup>th</sup> May, 1974, Officer-Oriented System of noting at the level of Under Secretary was introduced on an experimental basis in one section in each of the Secretariat Departments. The working of the system was reviewed and it was considered necessary to introduce the scheme in a modified form. Accordingly a revised scheme was prepared.

2. At the Secretaries' meeting held on 27<sup>th</sup> January, 1977, the revised scheme was considered and it was decided that the Secretaries to Government should try this revised system on an experimental basis in few sections of their Departments, under intimation to Department of Personnel and Administrative Reforms [Administrative Reforms-I] and that this scheme should be reviewed after a period of one year. It has been accordingly decided to introduce the scheme in all the Departments of the Secretariat. Details of the scheme are given in the Annexure.

3. In order to introduce the scheme, the Secretaries to Government are requested to take the following steps:-

- [I] Selection of the sections for introducing the revised scheme;
  - [ii] Allocation of work between Under Secretaries and Section Officers, in such a manner that each of them is assigned a clear functional division of work keeping in view the nature and quantum of work.
  - [iii] Designation of Sections Officers selected to function under the scheme as Desk Officers.
  - [iv] Empowering them to exercise general powers specified in the Annexure and the powers to be delegated within the Department.
  - [v] Creation of additional posts of Under Secretaries and Stenographers and surrendering the surplus Assistants and Typists as per the pattern indicated in the scheme in consultation with Department of Personnel and Administrative Reforms (Administration/Services) and Finance Department.
4. They are also requested to issue necessary orders incorporating all these details and to endorse a copy of it to the Department of Personnel and Administrative Reforms(Administrative Reforms).



5. Necessary action to issue a Notification authorising the Section Officers, appointed as Desk Officers to authenticate orders or sanctions to be issued in the name of Governor as per Rules 14 and 15 of Karnataka Government Rules of Business will be taken by the Department of Cabinet Affairs.

Sd/-

V.A.GUMASTE  
Deputy Secretary to Government  
Dept.of Personnel & Administrative Reforms  
(Administrative Reforms-I)



## ***Annexure to O.M.***

At present one Under Secretary is in charge of two sections, each section consisting of –

One Section Officer  
One Senior Assistant  
Two Assistants  
One Junior Assistant and  
One Typist

The Under Secretary has the assistance of one Stenographer.

2. In the reorganised set up, the Officer Oriented System is proposed to be introduced in both the sections. The existing revised pattern of staff will be as indicated in the Statement-A.

[b] The work dealt with in each group will be reallocated among the Under Secretary and Section Officer in terms of subjects, Under Secretary being allotted items of work which are relatively important constituting at least 60 per cent of the existing work of the section.

[c] Each of these officers working in a group will be assisted by staff as indicated below:

### ***Under Secretary***

One Assistant  
One Stenographer  
Section Officer  
One Assistant

Junior Assistant will be common to the two officers working in one group. A separate Stenographer is also provided for the two Section Officers working in different groups. This Stenographer will be attached to the Senior Section Officer. There will be no Typist for the Unit and additional typing work, if any, will be done in the Typing Pool or attended to by internal adjustment.

[d] Section Officer will have to exercise the following power:

- [I] Authentication of orders or sanctions to be issued in the name of the Governor as per Rule 14 and 15 of the Rules of Business.
  - [ii] Making reference to other departments seeking advice, information etc., where absolutely necessary as per rules of business and needs of the cases.
  - [iii] Addressing the Heads of Departments and other subordinate officers for collection of data, clarification, factual information etc.
  - [iv] Disposal of cases at his own level as per delegation of powers to be decided by the Secretary of the Department.
- [c] Procedure of work and duties and responsibilities of the officers and other staff under the system are given in Statement-B.

The above proposals will result information of four units each manned by an officer and the other work of the Department will remain unaffected. Consequently the Departments will not be required to make any internal readjustments in regard to the work dealt with by Under Secretaries and their sections in the existing pattern. The scheme may be tried on an experimental basis for a period of one year. A review will be undertaken at the end of that period.



## **STATEMENT-A**

### **EXISTING PATTERN**

One Under Secretary with two sections with the staff detailed below:

Two Section Officers

Two Section Assistants

Four Assistants

Two Junior Assistants

Two Typists and

One Stenographer

### **REVISED PATTERN**

#### **Group-I [a]**

1 Under Secretary

1 Assistant

1 Stenographer

1 Junior Assistant

#### **Group-I [b]**

1 Section Officer

1 Assistant

#### **Group-II [a]**

1 Under Secretary

1 Assistant

1 Stenographer

1 Junior Assistant

#### **Group-II [b]**

1 Section Officer

1 Assistant

One Stenographer is proposed to be attached to Senior of the two Section Officers (Group-I) and Group-II(b), but his services will be utilised by both the Section Officers.



## **STATEMENT – B**

### **A. Duties and responsibilities of the Officer working under the revised Officer Oriented System:**

1. [a] The subjects dealt with in the section will be reallocated to the Under Secretary and Section Officer and each of these officers will be responsible for initiating action and disposal of all cases/ references or receipts pertaining to the subjects allocated to him.

[b] The Under Secretary/Section Officer will dispose of finally as many cases as he can depending on the merit of the cases and delegation of powers.

[c] The Under Secretary/Section Officer will examine and initiate noting at his level and deal with other cases in accordance with the Rules of Business and other instructions.

[d] The Under Secretary/Section Officer will also prepare relies and issue them.

2. [a] The Under Secretary will continue to exercise supervisory control over the section as at present.

[b] The Section Officer will also supervising the work of all the subordinate staff of the group and will discharge duties and responsibilities as envisaged in the Secretariat Manual except noting on the files concerning the subjects allocated to the Under Secretary.

3. The Under Secretary/Section Officer will be responsible for keeping the higher officers informed of all important developments, problems or difficulties in the cases dealt with by them.

### **B. Duties and responsibilities of Assistants:**

Assistants will help the officer (Under Secretary/Section Officer) to whom he is attached in every way in quick and efficient disposal of cases allocated to the group. They should show initiative and intelligence in devising ways to facilitate decision on cases by collecting and presenting relevant material, maintaining up-to-date relevant Acts and Rules and instructions, selected files, digest of important previous decisions etc. They should in no way initiate noting on the files. Their other duties involve attending to the following items of work:

[a] Getting files on the subject, docketing, referencing, numbering, opening new files etc.

[b] Making over receipts with the material collected duly referenced and arranged to the Under Secretary/Section Officer.

[c] Putting up of files timely issue of reminders with standard draft wherever necessary etc.

[d] Getting fair copies typed, comparing and submitting them for signature etc.

[e] Assisting the Under Secretary/Section Officer in discharge of his functions, preparing statements, consolidating information etc.

[f] Their other duties/responsibilities will continue.

### **C. Functions of Junior Assistant & Stenographer:**

Their functions will in no way be affected and will continue to function as hitherto.

### **D. Procedures of work:**

1. The Under Secretary/Section Officer must himself see all incoming tappal and pass them on to the staff attached to him for taking necessary action regarding diarising, adding them on to the existing files/opening new files and noting movements. He should indicate priority where necessary for putting up papers. He should also put up important references to higher authorities at the stage where it is considered necessary to bring to their notice.



2. [I] The Under Secretary/Section Officer should, after obtaining files from the staff, examine the papers along with relevant material and taking into consideration the existing policy, precedents, standing orders, determine the line of action.

[ii] If the line of action proposed is within his competence, he should proceed to record minimum noting and issue appropriate replies or order.

[iii] If he needs any directions or guidance from the higher level or if the nature or importance of the case or the proposed action is such as to require decision at the next higher level, he should take the case personally to the next higher authority for decision and seek instructions (Section Officer should take them direct to the Deputy Secretary). After recording the gist of the discussions he may issue orders or replies where no consultation with other Departments is involved. But he should obtain approval of the proposed reply/orders from the Deputy Secretary on the file. In respect of other cases, he should take necessary further action as per Rules of Business.

[vi] Where the cases require approval of the higher authorities like Secretary/Minister/Cabinet etc., the officers should submit the case to the next higher authority (Section Office will submit them direct to the Deputy Secretary) with a self contained note on the issues involved suggesting the course of action where possible, observing instructions applicable to such cases.



## **U.O.Note**

**Subject: Revised Scheme of Officer Oriented Noting  
System – Instruction of – Instructions –**

Recently, as per decision taken in the last Secretaries' Meeting, suitable instructions have been issued in Official Memorandum of even number, dated 19<sup>th</sup> February, 1977 to the Secretariat Departments to introduce the revised scheme of Officer Oriented Noting System in a few Sections.

In Government of India, Desk Officer System has been introduced in various Ministries/ Departments and in selecting the Sections for this purpose, certain guidelines are followed. An extract of the guidelines issued by the Government of India is enclosed for information. The Secretariat Departments may kindly keep these guidelines in view in selecting the sections for introducing the revised scheme as per O.M. dated 19<sup>th</sup> February, 1977.

Sd/-

V.A.GUMASTE  
Deputy Secretary to Government  
Dept. of Personnel & Administrative Reforms  
[Administrative Reforms-I]



## **Extract of the guidelines issued by the Government of India for introduction of Desk Officer System in Secretariat wings**

### **Criteria for conversion to Desk Officer System:**

[a] a wing which has

[I] a high degree of homogeneity of functions with well defined and homogenous sub-functions, activities and related programmes assigned to 2 or more divisions/sub-divisions under it, and

[h] a sizeable [say 40 percent or more of its total workload] amount of work relating to strategic policy-making, planning and problem-solving

Is suitable for conversion to the Desk Officer System:

[b] a wing which has a large content of routine or repetitive type of work requiring simple application of rules and regulations is not suitable for conversion to the system.

[c] a wing which is mainly concerned with issues involving simple reference handling and application of policy in specific operational situations [ like career planning, cadre management, financial management, etc.] is also suitable for conversion to the new system but restructuring in such cases could be taken up at a later phase of implementation.

[d] the Desk Officer System could also be introduced in a sub-system e.g., in a wing which deals with policy, operational matters, personnel and finance, the division or sections dealing with personnel matter could continue on the conventional system while the terms dealing with policy etc., switched over to the new pattern.





## GOVERNMENT OF KARNATAKA

No. DPAR 7 ASM 77[P]

Karnataka Government Secretariat  
Vidhana Soudha  
Bangalore,  
dated 19<sup>th</sup> April, 1979

### CIRCULAR

Subject: Officer-oriented noting system in the Karnataka Government Secretariat

A review of the functioning of the system was undertaken recently and it is noticed that this system has been introduced only in about six departments; even there, some Sections have been left out, while the system has been introduced in the others.

2. In the meanwhile, here have been requests that the system need not be introduced in some departments and they have been examined with care.
3. In suppression of all earlier orders, it is hereby directed that-
  - [I] those departments, which do not want to introduce this system are at liberty not to introduce it.
  - [ii] If, in some departments, it has been introduced and is working satisfactorily, there is no objection to its being continued.
  - [iii] If, in some others, the system is not working satisfactorily and the Commissioner/Secretary desires to revert to the old system, he may do so, after informing the DPAR so that the excess number of Under Secretaries and others etc., could be deployed elsewhere.
  - [iv] If some departments want to introduce this system afresh, they may do so, after obtaining the formal concurrence of the Finance Department.
4. On the whole, the discretion to give up the system, extend it or to introduce it afresh, as the case may be, is left to the Commissioners/Secretaries concerned.

Sd/-  
N.NARASIMHARAU  
Chief Secretary to Government



# ANNEXURE TO CIRCULAR NO. DPAR 14 DSY 92.

Dated 1-1-1993

SL NO	Designation	TABLES			MISCELLANEOUS			CHAIRS			SOFA SETS			BOOK SHELFs				
		L' Shaped	U' Shaped	Offi- cers	Assis- tants	Typists	Ordinary	Table Glass	Teapoy	Stool	Revo- lving	Armed	Typist	Fold- ing	Big Piece	Small Piece	Revo- lving	Box Type
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
1	Ministers & Ministers of State	1	1	0	0	0	1	1	2	2	1	20	0	0	1	2	1	1
2	Per.Est.of Ministers & Ministers of State	0	0	1	1	3	1	2	1	3	0	3	3	15	1	0	0	0
3	Commissioners & Secys./Spl.Secys.	1	1	0	0	0	1	1	1	2	1	15	0	0	1	2	1	1
4	Per Est.of Commrs.	0	0	0	1	2	1	1	0	2	0	2	2	6	0	0	0	0
5	Addl.Secys/Jt.Secys	1	0	0	0	0	1	1	1	2	1	7	0	0	1	2	1	0
6	Per.Est.of Addl. Secys./Joint Secys.	0	0	0	1	1	1	1	0	2	0	1	1	4	0	0	0	0
7	Dy.Secys. & Officers of Equal status	-	-	1	-	-	1	1	1	2	1	7	0	2	2	0	0	0
8	Per.Est.of Dy.Secys.	0	0	0	1	1	0	0	0	1	0	1	1	2	-	-	-	-
9	Under Secys.& Offi of Equal status	0	0	1	0	0	1	1	0	1	0	4	0	2	0	0	0	1
10	P.As.to Under Secys.	0	0	0	0	1	0	0	0	1	0	0	1	0	0	0	0	0
11	Sections/Officers	0	0	1	4	1	1	1	0	2	0	5	1	2	0	0	0	0
12	R&I Section	0	0	1	6	0	1	1	0	4	0	7	0	2	0	0	0	0
13	Typing Pool	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
GRAND TOTAL.:		6	6	10	20	16	18	20	16	35	16	85	23	50	22	23	21	22



SL NO	Designation	RACKS				ALMIRAH		FILE TRAYS		WASTE PAPER BASKETS		CLOCKS		FILE BOX				TYPEWRITERS			
		Side Rack	File Rack	Foot Rest	Carpet	Big	Small	Steel	Plastic	Bam- boo	Plastic	Wall Clock	Time Piece	Diwan	Small	Big	Photo	Screen	English	Por- table	Kan- nada
1	2	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39
1	Ministers & Ministers of State	1	0	1	1	0	1	0	3	0	2	1	0	1	0	0	1	1	0	0	0
2	Per.Est.of Ministers & Ministers of State	1	1	0	0	3	0	7	0	5	0	0	0	0	2	2	0	0	3	1	1
3	Commissioners & Secys./Spl.Secys.	1	0	1	1	1	0	0	2	0	2	1	0	1	0	0	1	1	0	0	0
4	Per Est.of Commrs.	1	1	0	0	2	0	4	0	3	0	0	0	0	1	1	0	0	2	0	1
5	Per Est.of Commrs.	1	0	1	1	1	0	0	2	0	2	1	0	0	1	1	1	1	0	0	0
6	Addl.Secys/Jt.Secys	2	1	0	1	2	0	3	0	2	0	0	0	0	0	0	0	1	0	0	1
7	Per.Est.of Addl. Secys./Joint Secys.	1	0	1	0	1	0	0	2	0	1	1	0	0	0	1	1	1	0	0	0
8	Dy.Secys. & Officers of Equal status	1	1	0	0	1	0	2	0	2	0	0	0	0	0	0	0	0	0	0	0
9	Per.Est.of Dy.Secys.	1	0	1	0	1	0	0	2	0	1	0	0	0	0	1	0	0	0	0	1
10	Under Secys.& Offi of Equal status	1	0	0	0	0	0	2	0	0	1	0	0	0	0	0	0	0	1	0	1
11	PAs.to Under Secys. Sections/Officers	1	3	0	0	3	0	7	2	6	1	1	0	0	0	0	1	0	1	0	0
12	R&l Section	2	3	0	0	4	0	7	0	7	0	0	0	0	0	0	0	0	0	0	0
13	Typing Pool	2	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
GRAND TOTAL :		36	34	27	27	43	26	58	40	53	39	35	31	34	37	40	40	41	44	39	44

Typing Pools shall be provided with Typewriter (with cover), Typist Table & Chair, depending on the strength, in addition, two stools. ALMIRAH, Side Rack one each shall also be provided.



# ANNEXURE TO CIRCULAR NO. DPAR 14 DSY 92.

## OTHER STATIONERY ARTICLES

Dated 1-1-1993

SL No.	Designation	Paper Weight	Pin Cushion	Punch	Stapler	Stencil Pl+Pen	Ash Trays	Pencil Poc	Calling Bell	BOXES Cabinet Council		TELEPHONE Stand Dire		Scissors	Pen Kinto	Paper Cutter
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1	Ministers & Ministers of State	3	1	0	0	0	5	1	3	0	0	1	1	1	1	1
2	Per.Est.of Ministers & Ministers of State	1	1	1	1	1	2	0	1	1	1	2	2	1	1	1
3	Commissioners & Secys./Spl.Secys.	4	1	0	1	0	3	1	2	0	0	2	2	1	1	1
4	Per Est.of Commrs.	0	0	1	1	1	1	0	1	1	1	1	1	0	0	0
5	Addl.Secys/Jt.Secys	4	1	0	0	0	2	1	2	0	0	1	2	1	1	1
6	Per.Est.of Addl. Secys./Joint Secys.	0	0	1	1	1	0	0	1	1	1	0	1	0	0	0
7	Dy.Secys. & Officers of Equal status	3	1	0	1	0	2	0	1	0	0	1	2	1	0	1
8	Per.Est.of Dy.Secys.	0	0	1	0	1	0	1	0	0	0	0	1	0	0	0
9	Under Secys.& Offi of Equal status	3	1	0	0	0	1	0	1	0	0	0	1	1	0	0
10	P.As.to Under Secys.	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0
11	Sections/Officers	2	1	1	2	0	0	0	0	0	0	0	1	0	0	0
12	R&I Section	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0
GRAND TOTAL :		20	7	7	9	4	16	4	12	3	3	8	14	6	4	5



SL NO	Designation	Brief case	Dicta Phone	Pen Set	Matt-ress	Cushion	Towel	Long	Half	Door	Carpet	Table Cloth	F cushion	Cups	Sau-cers	Glass jug	Flask	Rubber mat	
1	2	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35
1	Ministers & Ministers of State	0	0	1	1	1	1	4	2	2	1	1	1	0	0	0	0	0	0
2	Per.Est.of Ministers & Ministers of State	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0
3	Commissioners & Secys./Spl.Secys.	1	1	1	1	1	1	3	2	2	1	1	1	12	12	6	1	1	1
4	Per Est.of Commrs.	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0
5	Addl.Secys/Jt.Secys	1	0	1	0	1	1	3	2	2	1	0	1	12	12	4	1	1	0
6	Per.Est.of Addl. Secys./Joint Secys.	0	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0
7	Dy.Secys. & Officers of Equal status	1	0	1	0	0	1	1	2	2	2	1	0	3	6	6	3	0	1
8	Per.Est.of Dy.Secys.	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0
9	Under Secys.& Offi of Equal statu	*1	0	0	0	0	0	0	2	0	0	0	3	3	3	1	1	1	0
10	PAs.to Under Secys.	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0
11	Sections/Officers	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0
12	R&I Section	3	1	4	2	3	4	11	22	10	5	3	6	30	33	18	6	3	2
GRAND TOTAL :																			

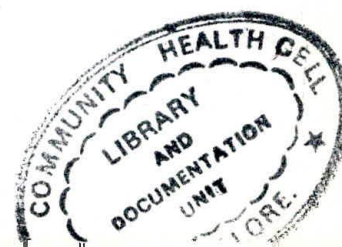
Typing Pools shall be provided with Typewriter (with cover), Typist Table & Chair, depending on the strength, in addition, two stools, Almirahs, Side Rack one each shall also be provided.

\* Who are dealing with KAT Matters.



## Set up of the office of Divisional Commissioner

Mysore Division		Office of the Divisional Commissioner Mysore			
Group-A	Group-B	Group-C	Group-D	TOTAL	
Gazetted Asst. 1	Gazetted Manager 2	Head Accountant	1	Binder	4
		Superintendent	2	Jamedar	1
		Revenue Auditor	6	Daffedar	1
		A/cs Suptd.	1	Peons	13
		Internal Auditor	2	Cycle Orderly	2
		NES Accountant	1	Watchman	2
		1st Dvn. Assistant	26	Sweeper	2
		2nd Dvn. Assistant	9		
		Stenographer	5		
		Typist	5		
		Driver	2		
<b>TOTAL:</b>	<b>1</b>	<b>2</b>	<b>60</b>	<b>25</b>	<b>88</b>
Gulbarga Division		Office of the Divisional Commissioner Gulbarga			
Group-A	Group-B	Group-C	Group-D	TOTAL	
Gazetted Asst 1	Gazetted Manager 2	Head Accountant	1	Daftari	1
		Accounts Suptd. (IAP)	1	Binder	1
		Shirastedar	10	Jamedar	1
		Rev. Auditors	4	Daffedar	1
		Accountant	1	Peon	12
		1st Division Assistant	14		
		2nd Division Assistant	19		
		Stenographer	3		
		Typist	7		
		Driver	1		
<b>TOTAL:</b>	<b>1</b>	<b>2</b>	<b>61</b>	<b>16</b>	<b>80</b>
Belgaum Division		Office of the Divisional Commissioner Belgaum			
Group-A	Group-B	Group-C	Group-D	TOTAL	
Gazetted Asst. 1	Gazetted Manager 2	Superintendent (IAP)	1	Hawaldar	2
		Rev. Auditor	6	Binder	1
		Auditor (IAP)	2	Attender	1
		Shirastedar	8	Peon	11
		Stenographer	3	Cycle Orderly	2
		Typist	6	Watchman	2
		1st Division Assistant	11	Sweeper	2
		2nd Division Assistant	13		
		Driver	1		
		Head Accountant	1		
<b>TOTAL:</b>	<b>1</b>	<b>2</b>	<b>52</b>	<b>21</b>	<b>76</b>





**District, Sub Division Taluka and Hobli level set up of  
Agriculture Department**

<b>DESIGNATION</b>	<b>STATE SECTOR</b>	<b>Z.P SECTOR</b>	<b>TOTAL</b>
Joint Director Of Agriculture	NIL	16	16
Deputy Director Of Agriculture	1	39	40
Assistant Director Of Agriculture	22	262	284
Agriculture Officer	122	209	331
Assistant Agriculture Officer	318	1975	2293
Agriculture Assistants	125	2599	2724
<b>TOTAL</b>	<b>588</b>	<b>5100</b>	<b>5688</b>



## DETAILS OF POSTS IN FOREST DEPARTMENT

GROUP-A	368	1 Principal Chief Conservator Of Forest	3
GROUP-B	855	2 Chief Conservator Of Forest	8
GROUP-C	7667	3 Conservator Of Forest	25
GROUP-D	1427	4 Deputy Conservator Of Forest	152
		5 Assistant Conservator of Forest.	180
<b>TOTAL</b>	<b>10317</b>	<b>TOTAL</b>	<b>368</b>

### Details Of Posts Of Conservator of Forest And Deputy Conservator of Forest in the Districts

#### Mysore District

- 1 Conservator of Forest, Mysore
- 2 Conservator of Forest, Wild life, Mysore
- 3 Director of Project Tiger.

- 1 Deputy Conservator of Forest, Mysore
- 2 Deputy Conservator of Forest, Hunsur
- 3 Deputy Conservator of Forest, Mysore (vigilance)
- 4 Deputy Conservator of Forest, Mysore, Z P
- 5 Deputy Conservator of Forest, Wild Life, Hunsur
- 6 Deputy Conservator of Forest  
(Working Plan & Survey), Mysore

#### Gulbarga District

Conservator of Forest, Gulbarga.

- 1 Deputy Conservator of Forest, Gulbarga.
- 2 Deputy Conservator of Forest, ZP Gulbarga.

#### Bangalore District (Urban)

- 1 Conservator of Forest (Social Forestry),  
Southern Range, Bangalore
- 2 Conservator of Forest,  
and Research), Bangalore  
Central Region (Research), Bangalore

- 1 Deputy Conservator of Forest, Bangalore (Urban)
- 2 Deputy Conservator of Forest (Development), Bangalore
- 3 Deputy Conservator of Forest (Vigilance), Bangalore
- 4 Deputy Conservator of Forest (Environmental Forest

#### Bangalore District (Rural)

- 1 Deputy Conservator of Forest, (Rural), Bangalore
- 2 Deputy Conservator of Forest (Z.P.), Bangalore
- 3 Deputy Conservator of Forest (Kaveri Wild Life),  
Kanakapura.

#### Bellary District

- 1 Deputy Conservator of Forest (Protection and  
Management), Bellary
- 2 Deputy Conservator of Forest (Vigilance), Bellary
- 3 Deputy Conservator of Forest (Social Forestry), Bellary
- 4 Deputy Conservator of Forest (Research and  
Utilisation), East Range, Bellary.
- 5 Deputy Conservator of Forest (Plan Survey), Bellary
- 6 Deputy Conservator of Forest (Research and Utilisation),  
Bellary.

#### Belgaum District

- 1 Deputy Conservator of Forest (Protection and  
Management), Belgaum.
- 2 Deputy Conservator of Forest (Vigilance), Belgaum
- 3 Deputy Conservator of Forest (Z.P.), Social Forestry,  
Belgaum

- 4 Deputy Conservator of Forest (Plan Review), Belgaum
- 5 Deputy Conservator of Forest, Gokak



**Uttara Kannada District**

- 1 Conservator of Forest, Sirsi.

- 1 Deputy Conservator of Forest, Sirsi
- 2 Deputy Conservator of Forest, Hattihal
- 3 Deputy Conservator of Forest, Yallapur
- 4 Deputy Conservator of Forest, Honnavar
- 5 Deputy Conservator of Forest, Karwar
- 6 Deputy Conservator of Forest, JSPM-4
- 7 Deputy Conservator of Forest, PATC, Sirs
- 8 Deputy Conservator of Forest (Vigilance), Sirsi
- 9 Deputy Conservator of Forest (Wild Life), Dandeli.

**Hassan District**

- 1 Conservator of Forest, Hassan

- 1 Deputy Conservator of Forest, Hassan
- 2 Deputy Conservator of Forest (Z.P.), Hassan
- 3 Deputy Conservator of Forest (Vigilance), Hassan
- 4 Deputy Conservator of Forest (Social Forestry), Hassan

**Tumkur District**

- 1 Deputy Conservator of Forest, Tumkur
- 2 Deputy Conservator of Forest (Z.P.), Tumkur
- 3 Deputy Conservator of Forest (Social Forestry), Hassan

**Shimoga District**

- 1 Conservator of Forest, Shimoga
- 2 Conservator of Forest (Wild Life), Shimoga

- 1 Deputy Conservator of Forest, Shimoga
- 2 Deputy Conservator of Forest, Bhadravathi
- 3 Deputy Conservator of Forest, Sagar
- 4 Deputy Conservator of Forest, JFPM-4
- 5 Deputy Conservator of Forest, PATC, Shimoga
- 6 Deputy Conservator of Forest, (Vigilance), Shimoga
- 7 Deputy Conservator of Forest (Social Forestry), Z.P., Shimoga
- 8 Deputy Conservator of Forest (Tree Development), Shimoga
- 9 Deputy Conservator of Forest (Working Plan & Survey), Shimoga.

**Chikmagalore District**

- 1 Deputy Conservator of Forest, Chikmagalore
- 2 Deputy Conservator of Forest, Koppa
- 3 Deputy Conservator of Forest (Wild Life), Chickmagalore
- 4 Deputy Conservator of Forest (Working Plan & Survey), Chickmagalore

**Kodagu District**

- 1 Conservator of Forest, Madikeri

- 1 Deputy Conservator of Forest, Madikeri
- 2 Deputy Conservator of Forest, Virajpet
- 3 Deputy Conservator of Forest(Vigilance), Madikeri
- 4 Deputy Conservator of Forest (Research), Madikeri

**Dakshina Kannada District**

- 1 Deputy Conservator of Forest, Mangalore
- 2 Deputy Conservator of Forest (Z.P.), Mangalore
- 3 Deputy Conservator of Forest, Kundapur.

**Dharwad District**

- 1 Conservator of Forest  
(Training & Extension)

- 1 Deputy Conservator of Forest, Dharwad
- 2 Deputy Conservator of Forest (Z.P.), Dharwad
- 3 Deputy Conservator of Forest (Trg. & Extend.), Gungargatta
- 4 Deputy Conservator of Forest (Working Plan Survey), Dharwad

**Chamarajanagar District**

- 1 Deputy Conservator of Forest, Chamarajanagar
- 2 Deputy Conservator of Forest (Wild Life), Chamarajanagar.
- 3 Deputy Director, Tiger Project, Gundlupet (Bandipura)

NOTE: - Other 12 Disricts have two Deputy Conservators of forest only



## DETAILS OF REVENUE EXPENDITURE NON-PLAN FOR 2000-2001.

SL. NO	REVENUE A/C'S	NON-PLAN	PERCENTAGE OF NON-PLAN
1	Salaries (State + Z.P)	4,423.84	32.68%
2	Pension	1,578.00	11.66%
3	Wages	9.94	
4	Travel Expenses	53.14	
5	Office Expenses	20.69	
6	RRT	21.63	
7	Motor Vehicles	42.96	
8	Maintenance	7.99	
9	Materials & Supplies	12.17	
10	Other Charges	21.06	
11	Maintenance & Repairs	48.09	
	<b>SUB-TOTAL:-</b>	<b>6,239.51</b>	
12	Other GIAs	1,314.73	9.71%
13	Subsidies	1,200.69	8.87%
14	Interest	2,922.59	21.59%
	<b>SUB-TOTAL:-</b>	<b>5,438.01</b>	
	<b><u>SCHEMES</u></b>		
15	Diet/Medicine	16.35	
16	Scholarship/Stipends	39.04	
17	Expenditure On Schemes (ZP)	61.14	
18	Works	53.47	
19	CSS\CPS\SPS NP Schemes	1,486.59	
20	Natural Calamities	50.28	
21	Cash & Incentive Awards	40.09	
22	Nutrition's	60.23	
23	Rural Water Supply Schemes	3.77	
24	Lumpsum	43.24	
	<b>SUB-TOTAL:-</b>	<b>1,854.20</b>	13.70%
25	Governor/Ministers	5.85	0.04%
	<b>SUB-TOTAL:-</b>	<b>5.85</b>	
	<b>NON-PLAN TOTAL:-</b>	<b>13,537.57</b>	

**NOTE :-**There are 31 items of expenditure. The salary component of Z.P has been merged with State Sector and the other items under which the expenditure is negligible have been ignored.



**5. Period of transfer:**

- [1] Transferring authority shall ensure that the number of employees transferred in any year shall be as minimum as possible.
- [2] No transfers shall ordinarily be done during the months other than the month of April and May. At other times of the year, any transfer should be only under extraordinary circumstances, and only with prior approval of the Chief Minister.
- [3] Transfers once made cannot be altered or modified within the same years without previous approval of the Chief Minister.
- [4] Transfer cannot be claimed as a matter of right and a transfer should not be effected to award punishment..

**6. Deputation on transfer:**

No Government employee shall ordinarily be posted on deputation outside the parent department more than five years. A persons who has served for more than five years outside the parent department on deputation shall serve at least two years in the parent department before he is transferred on deputation further.

**7. Husband and wife:**

- [1] As far as possible where both husband and wife are Government employee they shall be transferred to work in the same place or a place nearer to the place in which the other spouse is working.
- [2] Notwithstanding anything contained in section 3 and 5 they may be posted to work in same place, but such transfers shall be against a clear vacancy or a vacancy occurred due to transfer of a Government employee on completion of the minimum period specified therein.

**8. Premature transfers:**

- [1] There shall ordinarily be no premature transfers except in cases where the employee voluntarily requests for the transfer as in 3(d) or under administrative grounds as in 3 (b).
- [2] Where it is necessary that premature transfer is to be done after the months of April and May, the approval of the Chief Minister shall necessarily be obtained before such transfer.
- [3] No order for transfer of any Government employee shall be carried out, if it results in premature transfer of other Government employee, without previous sanction of the Chief Minister.
- [4] Where premature transfer is made on the request of the Government servant, it shall be categorically specified in the transfer order that "the employee is not entitled for Transfer Allowance".

**9. Posting on first appointment or on promotion:**

- [1] A person on first appointment or on promotion be posted to a place keeping in view his hometown. Unless it is unavoidable, such posting order shall not be altered or modified.
- [2] Government employee returning to duty after completion of 120 days leave need not be posted to work in the same place where he was working before he went on leave by transferring the other person who was working in his place during the period of leave.

**10. Examination by Medical Board:**

The Government employee who willfully avoid transfer orders and applies for leave on medical grounds shall be invariably referred to medical Board for examination.



**11. Vacancies on transfer:**

The Transferring Authority shall always ensure that not more than twenty percent of vacancy is available in any of the district after effecting transfer.

**12. Office Bearers of Employees Association**

No office bearer of the Government Employees Association shall be transferred from the place he is working during the period of his first two tenures as office bearer in the said place. The Transferring Authority may after confirming that the office bearer has completed two tenures in the said place may transfer him.

- 13.** On completion of the minimum period of service, every employee would give five options, to indicate his place of posting. The transferring authority should on the basis of date of retirement, disability, native place etc. prioritise the postings in case more than one employee request for posting in the same place. Each department must finalise the transfers through the process of counselling.

**14. Rule making clause:**

The State Government may after previous publication by notification make rules to carry out the purpose of the Act.

- 15.** Any violation of any clause under this Act can be appealed against under the normal procedure of law or as provided under the rules propose to be issued under this Act.



## SCHEDULE-I

### (See Section 3)

Category of the Government Servants	Minimum period of service in a place	Maximum period of service in a place
A Group	3	4
B Group	4	5

## SCHEDULE-II

### (See proviso to section 3)

Department	Designations	Minimum period of service in a place	Maximum period of service in a place
1	2	3	4
Commercial Taxes Department Excise Department	Deputy Commissioner	3	4
	Commercial Tax Officer	3	4
	Deputy Superintendent	3	4
	Excise Inspector	3	4
	Sub Inspector	3	4
Forest Department	Range Forest Officer	3	4
	Assistant Conservator of Forests	3	4
Motor Vehicles Department	Regional Transport Officer	3	4
	Assistant Regional Transport Officer	3	4
	Senior Inspect of Vehicles	3	4
	Inspector of Motor Vehicles	3	4
Stamps and Registration Department	District Registrar (district undervaluation supervision)	3	4
	District Registrar	3	4
	Assistant Engineer	3	4
	First Division Sub Registrar	3	4
	Second Division Sub Registrar	3	4
Engineering Division in PWD and Rural Development & Panchayat Raj Department.	Chief Engineer	3	4
	Superintendent Engineer	3	4
	Sub-Chief Engineer	3	4
	Executive Engineer	3	4
	Assistant Executive Engineer	3	4
	Assistant Engineer	3	4
	Junior Engineer	3	4
Irrigation Department	Chief Engineer:	3	4
	Superintendent	3	4
	Engineer:		
	Sub-Chief Engineer		4
	Executive Engineer	3	4
	Assistant Executive Engineer	3	4
	Assistant Engineer	3	4
	Junior Engineer	3	4





GOVERNMENT OF KARNATAKA

KARNATAKA LOKAYUKTA

BUREAU OF INVESTIGATION

No. LOK/INV(G)/AR(A)/2000-2001

MULTISTOREYED BUILDING,  
DR.B.R.AMBEDKAR VEEDHI,  
BANGALORE-560001.  
DATED 29-12-2000.

To,

The Hon'ble Chairman,  
Karnataka Administrative Reforms Commission,  
Vidhana Soudha, Bangalore.

Sir,

Sub: Furnishing of Additional information regarding the Trap and Raid  
conducted by the Lokayukta, from 1986 to Oct'2000.

Ref: This office letter of even No. dtd. 25-10-2000.

With reference to the subject cited above, I am furnishing the following additional informations for taking further needful action in the matter.

- |   |             |
|---|-------------|
| 1. Total No. of Raid and trap cases registered from 1986 to end of 10/2000. | 2840 cases. |
| 2. Total No. of cases have been charge sheeted                              | 1677 cases. |
| 3. Total No. of cases ended in 'B' report.                                  | 616 cases.  |
| 4. Total No. of cases referred for D.F.                                     | 148 cases.  |
| 5. Total No. of cases under investigation.                                  | 399 cases.  |

Out of 229 cases registered as raid cases its disposal sown as follows: -

1. 81 cases have been charge sheeted in various courts of law.
2. 64 cases ended in 'B' report.
3. 84 cases under investigation with the investigating officers.

Out of 81 charge sheeted cases, the courts have disposed off the said cases as shown below: -

- |                                    |             |
|------------------------------------|-------------|
| 1. Conviction                      | in 2 cases  |
| 2. Acquitted                       | in 13 cases |
| 3. Discharge                       | in 2 cases  |
| 4. Charge abate summary in 3 cases |             |



As on 31-10-2000, the total pending trial in the various courts is 61 cases (Raid cases).

Out of 1677 cases charge sheeted, 101 cases ended in conviction, 385 cases ended in acquittal, 34 cases ended in discharge, 39 cases were abated, and 1118 cases are pending trial in various courts.

This is for kind information.

Yours faithfully,  
sd/-  
for Addl. Director General of Police,  
Police Wing, Karnataka Lokayukta,  
Bangalore.



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## Forest and Wild life

SL NO.	HEAD OF ACCOUNT	NAME OF THE SCHEME	BUDGET PROVISION
1	2406-01-101-1-03	Development of Sandal Wood Under Compensatory Afforestation	10.00
2	2406-01-101-2-05	Development of Degraded Forest (State Sector)	5.00
3	2406-01-101-2-09	Rehabilitation of Degraded Forest (State Sector)	5.81
4	2406-01-101-2-12	Bamboos and Cane Planting	0.10
5	2406-01-101-2-15	Conservation & Development. Of Medical Plants	0.10
6	2406-01-101-2-16	Sandal Estate Scheme	0.10
7	2406-01-101-2-17	Intensive Management of Teak	0.10
8	2406-01-102-2-18	Road Side Plantation (State Sector)	0.10
9	2406-01-102-2-19	Village Forest Committees (State Sector)	0.10
10	2406-01-102-2-22	Raising of Seedlings for Public Distribution	0.10
11	2406-01-102-2-23	Non-Clonal Orchards and seed Farms	0.10
12	2406-01-102-2-25	Eco Tourism	0.10
13	2406-01-102-2-27	Support for Planting on Private Holdings	0.10
14	2406-01-102-2-29	Vanavigyana Kendra	0.10
15	2406-01-102-2-30	Devarakadu Pavitravana	0.10
16	2406-01-800-0-01	Vanamahotsava	6.24
17	2406-01-800-0-07	Sports and Games	6.62
18	2406-02-110-0-07	CSS for Control of Poaching and Trading of Wild Life	1.00
19	2406-02-110-0-10	Ranganathittu Bird Sanctuary	4.00
20	2406-02-110-0-21	Melkote Sanctuary	4.00
21	2406-02-110-0-22	Ghataprabha Sanctuary	4.00
22	2406-02-110-0-25	Gudavi Bird Sanctuary	4.00
23	2406-02-110-0-30	Adichunchunagiri Pea-cock Sanctuary	4.00
24	2406-02-110-0-31	Arabhithittu Sanctuary	4.00
25	2406-02-110-0-39	Eco-Development In Bandipura National Park	10.00
26	2406-02-110-0-41	Kudremukh Iron Ore Company Limited	0.50
27	2406-02-110-0-43	Improvements In The Wild Life Sanctuaries And National Park	0.50
28	2406-02-112-0-01	Lalbagh Botanical Gardens Development	103.92
29	2406-02-112-0-02	Comprehensive Development Of Central Administrative Area (Chamaraja Park & Vidhana Soudha Unit Gardens)	136.37
30	2406-02-112-0-03	Maintenance of other Parks & Gardens in the State	319.16
31	2406-02-112-0-04	Environmental improvements in Hospital Gardens/Public office in the State	2.77
32	2406-02-112-0-05	Maintenance & Development of Hill Stations in the State	67.98
33	2406-02-112-0-06	Development of Gardens in Irrigation Projects	2.47
34	2406-02-112-0-12	FM Cairappa Memorial Park	5.00



Sl No.	Head of Account	Names of the scheme	Amount for the scheme	Amount for salary	Total
12	2401-00-800-2-23	Development of Horticulture under New Macro Management Mode	1.00	Nil	1.00
13	2401-00-800-2-24	Horticulture Census in Karnataka	1.00	Nil	1.00
14	2401-00-101-0-01	Soil Survey Organisation	0.02	77.49	77.51
15	2402-00-102-0-01	Soil Conservation on Watershed basis-Directorate	0.02	52.92	52.94
16	2402-00-102-2-22	Sponsoring studies and other activities under State land use board (Nuclens Cell)	1.00	Nil	1.00
17	2402-00-102-0-80	Raidfed Dry Farming	8.60	126.39	135.00
18	2401-00-119-1-12	Special Programme for Development of Grapes for Export Market in Bijapur & Belgaum regions	3.87	0.13	4.00
19	2401-00-119-2-02	Demonstration of Flowers of Floriculture Centres	Nil	14.56	14.56
20	2401-00-119-3-02	Training to Farmers	15.10	39.07	54.17
21	2401-00-800-1-31	Karnataka Agricultural Commission	5.00	Nil	5.00
22	2401-00-800-1-32	Development of Agriculture under New Macro Management Mode	1.00	Nil	1.00
23	2401-00-800-2-02	Establishment of Late Dr. M.H.Marigowda Library	2.00	Nil	2.00
24	2401-00-800-2-07	VIII Five Year Plan Scheme for Root Tuber Crops (100% G.O.I.)	10.00	Nil	10.00
25	2401-00-800-2-09	Karnataka Totagarike Prasasti	3.00	Nil	3.00
26	2401-00-800-2-15	Research Support	5.00	Nil	5.00
27	2402-00-102-0-84	Integrated Watershed Management Project (KFW assisted)	1.00	Nil	1.00
28	2402-00-102-0-85	Indo Swiss Project Water shed Development (SDC)	1.00	Nil	1.00
29	2402-00-102-0-86	ODA Assisted Watershed Programme (KAWAD Project)	1.00	Nil	1.00
30	2402-00-102-0-87	Comprehensive Water shed Development Project (World Bank Project)	1.00	Nil	1.00
31	2402-00-102-0-88	Development of Agriculture under New Metro Management (MODE)	1.00	Nil	1.00
32	2402-00-102-0-01	Soil Conservation Training Centres	0.02	49.33	49.35



## Education Department

SL. NO.	HEAD OF ACCOUNTS	SCHEMES	AMOUNT	
			PLAN	NON-PLAN
1	2202-01-101-0-03	Primary Schools	NIL	NIL
2	2202-01-101-0-06	Private Primary Schools	300.00	NIL
3	2202-01-104-0-00	Inspections	250.00	58.75
4	2202-01-107-0-04	Professional Growth Activites (Teachers Centres)	NIL	38.49
5	2202-01-101-0-05	English Language And Orientation Training Center	NIL	31.16
6	2202-01-800-1-10	Providing Education Facilities To SC/St Children	ALREADY	DELETED
7	2202-01-800-1-16	Repairs To Classrooms	540.00	NIL
8	2202-01-800-1-17	Ksheera-Supply Of Milk To School Children	XXXXXX	
9	2202-01-800-1-31	Minimum Levels Of Learning	ALREADY	DELETED
10	2202-01-800-1-34	Residential Schools For Talented SC/ST Girls	ALREADY	DELETED
11	2202-01-800-1-40	Commemoration Of 50th Anniversary Of Independence Constrution Of Primary School Building	ALREADY	DELETED
12	2202-02-106-0-07	Publication Of Children's Book Series	NIL	NIL
13	2202-02-109-0-03	Govt. High School(State Sector)	ALREADY	DELETED
14	2202-02-110-2-01	Assistance To Non-Govt. Secondary Such	415.00	4,261.00
15	2202-02-110-3-02	Equipment To Sainik School, Bijapur	10.00	1.83
16	2202-02-800-4-00	CSS Of Environmental Orientation To School Education		
17	2202-02-800-5-00	Strengthening The Staff Component Of PU Directorate	ALREADY	DELETED
18	2202-03-107-1-10	State Council For Higher Education	ALREADY	DELETED
19	2202-03-800-1-15	Component Plan For Women	ALREADY	DELETED
20	2202-03-102-0-14	Institute Of Chairs In University	NOT	PROVIDED
21	2202-03-102-0-07	Institute For Management And Business Studies	ALREADY	DELETED
22	2202-03-112-0-08	Council For Historical Research	ALREADY	DELETED
23	2202-04-102-0-00	Shramik Vidya Peetha	ALREADY	DELETED
24	2202-05-103-0-06	Providing Facilities For Teaching Sanskrit In Secondary	ALREADY	DELETED
25	2202-80-001-0-00	Direction And Administration(General)	NIL	24.65
26	2202-80-107-0-04	Education Concession To Dependants Of Service Personnel	NIL	1.00
27	2202-80-107-0-05	Upgradation Of Merit Scholarship To SC/ST Students	NOT	PROVIDED
28	2203-00-106-0-01	Starting Of Book Bank For SC/ST Students	NOT	PROVIDED
29	2202-00-107-4-00	Foodcraft Institute, Bangalore.	SCHOLOERSHIPS	
30	2203-00-112-0-02	S.K.S.J.T Institute, Bangalore.	10.00	70.09
31	2203-00-800-0-06	Supply Of Instruments And Drawing Materials	ALREADY	DELETED
32	2203-00-800-0-13	Tribal Sub-Plan	ALREADY	DELETED

XXXX. The Head Of Account 2202-01-800-1-17 is allotted to the scheme of constrution of class Room exclusive to class and an allocation of Rs.1200.00 Lakhs has been provided under plan.





**Karnataka Administrative Reforms Commission**

No. 9, 3rd Floor, 5th Stage, M.S. Building, Bangalore - 560 001.

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