



ಕರ್ನಾಟಕ ಆಡಳಿತ ಸುಧಾರಣಾ ಆಯೋಗ-2
Karnataka Administrative Reforms Commission-2

ಟಿ.ಎಂ. ವಿಜಯ್ ಭಾಸ್ಕರ್, ಭಾ.ಆ.ಸೇ.(ನಿವೃತ್ತ)

T.M. VIJAY BHASKAR, I.A.S.,(Retd)

ಅಧ್ಯಕ್ಷರು

CHAIRMAN

ಹಿಂದಿನ ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ, ಕರ್ನಾಟಕ ಸರ್ಕಾರ

Former Chief Secretary, Government of Karnataka

D.O.L.No.KARC-2/6thReport/Chairman/2023

Dated:28.11.2023

Dear Dr Chaya Degaonkar,

The Government of Karnataka constituted the Karnataka Administrative Reforms Commission-2 on 07.01.2021 and appointed me as its Chairperson.

The Commission has prioritized identifying and suggesting improvements that need to be made to deliver citizen services more easily, in less time and at less cost, making frontline offices and staff more responsive and productive and to improving the overall effectiveness of departments.

The Commission has submitted six reports so far. In its sixth report the Commission took up 7 departments for study and reporting namely., Housing, Forest, Ecology & Environment, Water Resources, Minor Irrigation and Groundwater, Public Works, Commerce and Industries and Infrastructure Development, Ports and Inland Water Transport. The 6th report containing 882 recommendations was submitted to Shri Siddaramaiah, Hon'ble Chief Minister of Karnataka on 25.11.2023.

The 6th Report also contains a chapter on the study of "Localizing Governance-Strengthening the Role of Frontline Institutions" conducted by Public Affairs Centre, Bengaluru.

I am pleased to share with you the 6th report of the Karnataka Administrative Reforms Commission-2. The pdf copies of all the six reports of the KARC2 can be accessed at the Commissions website www.karc2.karnataka.gov.in.

With *best regards and thanks,*

Yours sincerely,

T.M. Vijay Bhaskar
(T.M.VijayBhaskar)

Dr. Chaya Degaonkar
Director
Public Affairs Centre
No.15, KIADB Industrial Area,
Jigani Bommasandra Link Road,
Jigani Post, Anekal Taluk
Bengaluru-560 105

GOVERNMENT OF KARNATAKA

**KARNATAKA ADMINISTRATIVE REFORMS
COMMISSION-TWO**

**6th REPORT OF THE
KARNATAKA ADMINISTRATIVE
REFORMS COMMISSION- TWO**

OCTOBER-2023

Localizing Governance: Strengthening the Role of Frontline Institutions in Karnataka

Public Affairs Centre, Bengaluru

Executive Summary

The Karnataka Administrative Reforms Commission 2 (KARC2) requested the Public Affairs Centre (PAC), Bengaluru to extend research support to help the Commission make appropriate recommendations for the better functioning of six frontline institutions including the offices of the Gram Panchayat (GP) and the Urban Local Body (ULB) crucial for first mile (closest to the citizens) governance. Accordingly, PAC conducted a short-term study in a small sample of GPs and a ULB in the state to study the current functioning, the gaps between actual and normative standards with suggestions on how the performance of the six institutions can be improved to foster efficiency and effectiveness at the first mile.

Objective

- Examine whether the existing management structures, functions and processes in the six identified first mile institutions are adequate, efficient and effective through vertical and horizontal diagnosis using the 3 F framework- Funds, Functionaries and Functions.
- Identify the gaps in functioning of the first tier of governance through a gap analysis and suggest actionable recommendations through reform roadmaps for better functioning of the first mile service delivery institutions.

Methodology

PAC focused on a small sample and used a mixed methodology of both qualitative and quantitative tools to provide actionable recommendations. The study selected one GP in each of the four revenue regions (Bengaluru, Mysore, Belagavi and Kalaburagi) and one ward from Tumkur City Corporation in consultation with the KARC2. This ensured that a representative sample is analysed to make recommendations. In each of the GPs and City Municipal Corporation selected, the following institutions were studied.

Gram Panchayat

- GP Office
- 2 Primary Schools (1 in the GP Headquarters and 1 in another village of the GP)
- 1 Secondary School
- 2 Anganwadi Centres (AWCs)(1 in the GP Headquarters and 1 in another village of the GP)
- 2 Fair Price Shops (FPS)(1 in the GP Headquarters and 1 in another village of the GP)
- 1 Public Health Centre (PHC) and 1 Health Sub-Centre

Tumkuru City Corporation

- Ward/Corporation Office
- 2 Primary Schools
- 1 Secondary School
- 2 AWCs
- 2 FPS
- 1 PHC and 1 Sub-Centre

To understand the performance of these institutions and their role as the first tier of governance most proximate to citizens, the following 3-pronged approach was adopted-

Week-Long Observation

- A detailed week-long observation of the identified first mile institutions to understand their day to day functioning and the infrastructure availability -physical, human and financial
- The team spent the week understanding not just the roles and responsibilities of the officers but also the challenges faced and the inefficiencies caused thereof

Key Informant Interviews (KIIs)

- KIIs were conducted with stakeholders at the government level who are associated with the units identified for study
- The KIIs provided an understanding from the supply-side on the gaps within the institutions and the barriers or enablers to efficient service delivery. The stakeholders selected for the KIIs included immediate supervisors for the unit, the unit managers, other related or elected representatives, Monitoring Committee members etc

Community Score Card

- Finally, to assess the role of the GP office from the demand-side perspective if they are citizen-friendly, a minimal version of the Community Score Card (CSC) approach (without the rigorous follow up due to time constraints) was adopted to identify modes of improving the administrative machinery of each of the identified institutions.

Key Findings

Findings from the interviews carried out among staff members of each of the ‘first mile’ institutions covered shows that there is a gap between these institutions and the third tier of governance – the Gram Panchayat and the City Corporation (CC) Ward Office which needs to be bridged if the principle of subsidiarity is to be established. The major conclusions of the study that the team arrived at are as follows–

From the Supply side:

1. **Specific roles and responsibilities are not mandated** to the functionaries of GP/CC with regard to their functions. As a result, it has been difficult to ensure individual responsibility and accountability for proper and successful completion of development works.
2. There is **lack of sufficient supervision and monitoring of activities of GP/CC staff**, due to gaps in the specific procedures to be followed and **non-availability of Standard Operating Procedure (SOP)** at all three tiers.

3. **Lack of sufficient active participation and cooperation of line departments** leading to deficiencies in the administration of GP/CC and improper programme implementation.
4. **Lack of regular training programmes and capacity building exercises** through a standard training calendar for staff at all the service delivery institutions including among the GP/CC elected members has resulted in lack of willingness in taking responsibility towards service implementation impacting service delivery.
5. **Non-filling of vacant positions** leading to situations like one Panchayat Development Officer (PDO) in-charge of 2-3 Gram Panchayats has led to overburdening of officers with multiple responsibilities. This has adversely impacted individual performance, flexibility to act and promptness in response to situations. This was found in the City Corporation as well.

From the Communities of Users:

6. The team found a **general lack of awareness and understanding** amongst communities regarding the purpose of various functionaries, working procedures, execution of programmes, implementation plans, maintenance of accounts, and duties and responsibilities of officers and elected representatives of PRIs. **As a result, public participation is not good.**
7. Unsatisfactory functioning of standard public grievance mechanism led to delayed maintenance affecting service delivery at GP office, Schools, Anganwadi Centres, Primary Health Centres and Fair Price Shops.
8. Lack of active public participation through either the mandatory or institution-based committees in budgeting, auditing, procurement and execution of public works.

16.1 Recommendations

On the basis of the above summary of findings, recommendations have been drawn, covering the major components of administration, service delivery, funds and human resource through -

- Strengthening linkage of Local bodies with first mile institutions
- Effective Service Delivery
- Responsibility mapping
- Training and Capacity Building

Specific recommendations are as follows mainly for Gram Panchayats with suitable recommendations to be adapted for City Corporations as well—

The relevant department to consider the recommendations mentioned after each recommendation.

Strengthening linkages of Local bodies with line departments

9. The School Development and Monitoring Committees have been made sub-committees of the GP. **On the same lines, Bala Vikas Samitis, Fair Price Vigilance Committees and Arogya Raksha Samitis of PHCs and Sub Centres may be made sub-committees of the GP and of Urban Local Bodies (ULBs) by is-**

- suining model byelaws and executive orders. (Action: RDPR, UDD and relevant departments)
10. **There should be a protocol of reporting activities to the office of the Gram Panchayat and ULBs that would help them to take action in tandem with the Line Departments.** While submission of physical reports would be an extra burden for the staff of the first mile institutions, their online reports can be made accessible to the GPs/CC for viewing online. **The MIS systems may be made compatible and accessible between the line departments and the GP office. Chief Officers/Commissioners of Urban local bodies and PDOs of GPs may be given login to view reports of institutions in their jurisdiction in the MIS systems of the first mile institutions namely SATS for schools, HMIS for health institutions, POSHAN etc. for Anganwadis, Public distribution scheme system for FPS.** (Action : RDPR, UDD and relevant departments)

Effective Service Delivery

11. **Vacant positions of PDO and Panchayat Secretary should be filled up immediately** relieving PDOs from multiple concurrent charges. (Action : RDPR department)
12. Digitalization of records at the Anganwadi Centre will help to improve efficiency in service delivery and reduce burden on staff. The current digital platform (Sneha app/Poshan Tracker) is faulty and devices provided to use digital platform are of poor quality. **Presently recharge for smartphone devices is not done, impacting the performance. This results in going back to manual documentation leading to inconsistent quality of data capture. These issues have to be addressed.** (Action : Women and Child Development department)
13. **Develop a Gram Panchayat Handbook for empowerment and Capacity Building.** Handbook may cover the following aspects in simple language with large fonts and more diagrams. (Ref. Sujala and Swachh Gram Handbook) (Action : RDPR department)
 - Roles, functions, powers, functionaries and funds of Grama Panchayat
 - Present Government policies, programmes for rural Karnataka and SDG goals.

Responsibility mapping –Awareness and Knowledge

14. Responsibility mapping is an exercise to clearly specify the scope of the responsibility of each person in performing a particular task. Responsibility mapping exercise is being done by Rural Development and Panchayat Raj department for Panchayat Raj Institutions (PRI). **On the same lines, it is recommended that Urban Development department set up a Committee to delineate the specific roles and responsibilities of ULBs and functionaries with respect to the first mile institutions.** (Action : Urban Development department)

15. **Based on the responsibility mapping, Gram Panchayat and Municipal Manuals with specific roles and responsibility matrix may be drafted for Gram Panchayat and City Corporation functionaries.** This would reduce confusion among Gram Panchayat functionaries in performing specific roles and responsibilities and will help increase the efficiency of functioning of first mile institutions. (Action : RDPR and UDD)

Training and Capacity Building

16. **A calendar of regular training and capacity building programmes for all elected representatives and Committee Members of PRIs and ULBs** to be conducted in the nearest Samarthya Soudhas or District Training Institutes to ensure active and constructive participation and ownership. (Action: RDPR and UDD)
17. **Refresher training may be conducted biannually to make staff aware of their changing roles and responsibilities.** (Action: RDPR and UDD)
18. **Karnataka State Rural Development and Panchayat Raj University, Gadag may be designated as the nodal institution to work with State Institute of Rural Development** to develop the training matrix for the functionaries of Gram Panchayat, Taluk Panchayat and Zilla Panchayat and conduct offline and online trainings for them. (Action RDPR)
19. **In the case of Urban local bodies, State Institute of Urban Development and ATI may be entrusted with the task of developing a training matrix and conducting offline and online training programmes.** (Action: UDD)