

Case Studies on e-Governance in India

Guarantee of Services to Citizens - SAKALA: Democratization of Administration

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About the Initiative

This publication is a part of the Capacity Building initiative under the National e-Governance Plan (NeGP) by NeGD with an aim to draw out learnings from various projects implemented in various States/ UTs and sharing this knowledge, in the form of case studies, with the decision makers and implementers to benefit them, by way of knowledge creation and skill building, from these experiences during planning and implementation of various projects under NeGP.

Conceptualised and overseen by the National e-Governance Division (NeGD) of Media lab Asia/DeitY these case studies are submitted by e-Governance Practitioners from Government and Industry/Research Institutions. The cases submitted by the authors are vetted by experts from outside and within the Government for learning and reference value, relevance to future project implementers, planners and to those involved in e-governance capacity Building programs before they are recommended for publication. National Institute for Smart Government (NISG), working on behalf of this NeGD provided program management support and interacted with the authors and subject matter experts in bringing out these published case studies. It is hoped that these case studies drawn from successful and failed e-Governance projects would help practitioners to understand the real-time issues involved, typical dilemmas faced by e-Governance project implementers, and possible solutions to resolve them.

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Table of Contents

1. ABSTRACT	1
2. KEYWORDS	1
3. NOTE TO PRACTITIONERS	1
4. PROJECT CONTEXT	2
5. PROJECT OVERVIEW	3
6. PROJECT EVOLUTION	19
7. PROJECT BENEFITS	20
8. ISSUES AND CHALLENGES FACED DURING IMPLEMENTATION.....	22
9. KEY LESSONS	25
METHODOLOGY ADOPTED FOR CASE WRITING	31
REFERENCES.....	32
CONTACT DETAILS	33
PROJECT CASE FACT SHEET	33

1. Abstract

More than six decades after Independence, the distance between the government and its citizens in our country not only continues, but is growing in several aspects. Barring some exceptions, Indian bureaucracy of the day is infamous for being corrupt, inefficient, unaccountable and arrogant. This case study tells the story of one such exception.

In recent years, the clamor for change in the way government functions was loud enough to see some serious action in the form of legislation to guarantee time-bound delivery of routine services to citizens. 14 Indian States have passed such Acts, albeit with some variations in the list of services and the time norms for their delivery. On paper, public servants are liable to face consequences in the event of delay or denial. But it remains to be seen how this is actually playing out on the ground.

Using the Karnataka Guarantee of Services to Citizens Act (KGSCA), 2011 and the software deployed for its implementation as an example, this case study documents how e-Governance is becoming a key factor in assessing and enhancing effectiveness of service guarantee legislation.

2. Keywords

Karnataka Guarantee of Services to Citizens Act 2011, KGSCA, SAKALA, Public Services, Public Service Delivery, Grievance Redress

3. Note to Practitioners

This case study describes how e-Governance has been used to implement one of the most momentous initiatives on good governance in India's recent history; viz. the legislation guaranteeing time bound delivery of services to citizens by government departments. As we write, there are 15 Indian States that have enacted such legislation, and an overarching Central Act is also on the anvil. Today the legislative framework for right of citizens to receive time-bound services is well-established, but it will be premature to draw any inferences about its effective implementation. Wherever positive results are seen, they are more about honest efforts, intermediate progress and limited gains. Large-scale beneficial outcomes for citizens, especially the weaker sections are yet to catch the eye.

While it is too early in the day to assess how effectively the Acts already promulgated are delivering results, some insights are clearly visible even now. As a general rule, legislation alone is seldom effective in achieving the desired results. In the present context, time-bound services to citizens will not get delivered only by legislating penalties for delays. While the provision for penalty will make frontline employees accord higher priority to time-bound service, actual delivery on time will happen when legislation is accompanied by complementary governance reforms that build systems and capability for timely delivery as a matter of routine. The capability needs multiple interventions like simplification and standardization of delivery process, use of e-Governance solutions, adequate and efficient support infrastructure, capacity building and attitudinal change among front-line staff. If

adequate attention is not paid to these enabling interventions, energies of government employees will be directed towards planning on ‘how to escape consequences of delay when a citizen complains’, instead of ‘how to ensure timely service so that citizens don’t have to complain.’

Using the **Karnataka Guarantee of Services to Citizens Act (KGSCA), 2011** and the software deployed for its implementation as an example; this case study documents how e-Governance is becoming a key factor in assessing and enhancing effectiveness of citizen services legislation. The case study is like a grab bag that has it all. It has lessons for drafting legislation—what provisions to include that will induce desired behaviors; for planning implementation—what structures and systems to create that will deliver real results; for actually implementing—what local initiatives and interventions will ensure implementation in letter and spirit; and for compliance without exception—what changes to everyday routine will result in compliance as the normal outcome of daily work.

From an Information Systems perspective, it is interesting to note that the software supporting this initiative is plain vanilla with plenty of patchwork added on as new insights into ground realities have emerged. With limited attention paid to the designing aspect, the portal scores very low on aesthetics. But its contribution to enhancing transparency and providing decision support is tremendous. The entire procedure, documentation requirements, workflow, and individual application status can be seen by applicants for each of the 375 services included in the SAKALA Act. In addition, historical reports on how many applications are received, and how each department is faring on time-bound delivery of each of the 375 services can be seen by district and taluka. Also, the software is bilingual (English and Kannada) which increases its utility manifold. With 15 States vying to make the government service guarantee dream come true, the Karnataka system is by far the best in terms of free access to so much information about so many services, serving the twin objectives of transparency and decision support.

4. Project Context

“Whatever the mind can conceive and believe- it can achieve”

While we pride ourselves in being the largest democracy in the world, we are still far away from having a “government of the people, by the people, for the people”. Our attempts at making India a welfare state have been hindered by bureaucratic delays, red tape, and lack of transparency and accountability in the system. More than six decades after Independence, the distance between the government and its citizens in not only continues, but in certain aspects it is growing. Barring some exceptions, getting routine services from government departments in this country is associated with running from pillar to post and paying bribes to get ‘work done’. The need for making multiple visits to government offices for finding out the status of one’s application or request is taken for granted.

In October 2011, during one of his “Janatha Darshan” interactions with citizens, the then Chief Minister of Karnataka found that many citizens approaching him were asking for routine services that should have been provided by some or the other department in the normal course. He directed the Chief Secretary (CS) to Government of Karnataka (GoK) to examine this issue and come up with a legislation to guarantee some basic services being provided to citizens within stipulated time norms. Pursuant to this, Secretary, Department of Personnel and Administrative Reforms (DPAR), GoK was entrusted with the responsibility of seeing this legislation through. In two States, Madhya Pradesh and Bihar, such Acts had already been passed more than a year ago and a team of GoK officers visited Bihar to understand the modalities.

By December 2011, the Karnataka Guarantee of Services to Citizens Act (KGSCA) was passed and Rules were notified in January 2012. Briefings for Secretariat officers were conducted from February 13 to 16, 2012 as per schedule shown in Annexure 1. Initially four districts viz. Udupi, Mangalore, Bidar and Dharwad were identified as pilots to commence implementation from March 07, 2012 and two-day workshops for implementing officers in each of these districts were conducted within February itself. Subsequently, there were some changes in the districts selected for pilot, but eventually the two-day workshop agenda was formally structured and scheduled for delivery to all districts as shown in Annexure 2. Implementation of the Act across all districts in Karnataka was announced from April 02, 2012. Such prompt action is attributable to strong political will with the Act being passed unanimously by the Legislative Assembly and Council, and the Law Minister being appointed as the Nodal Minister. Despite political developments leading to change in Chief Ministerial incumbency, the establishment remains committed to making this experiment successful.

Annexure 3 summarizes key provisions of the Act and its Rules. The Act was subsequently named SAKALA Services Act.

5. Project Overview

“In God we trust, all others must bring data”

With SAKALA coming into force, it is important to track date of receipt of each application (or grievance, as the case may be), and date of delivery of the service requested (or redress of the grievance lodged). Therefore the simplest of all procedures viz. recording the date and time of receipt of the application plays a key role in ensuring implementation of the Act. The practice of having receipt registers and dairies is already there in most government offices; with SAKALA the importance of maintaining them accurately, AND in electronic form came into sharp focus. National Informatics Centre (NIC) Bengaluru quickly developed and deployed software to record the receipt and disposal of service requests. Initially the

software functionality was limited to capturing information at the time of receipt and disposal of applications and generating an acknowledgement for each accepted application.

Without this information being available in electronic form, it would be impossible to ascertain whether or not millions of service requests being made by citizens across the State were actually being disposed of within the time stipulated in the Act.

Scope and Coverage

As on date, there are 15 States that have passed similar legislation as shown in Table 1. Most States, including Karnataka started with an initial list of services to which more services were added subsequently. KGSCA by far remains the most exhaustive in terms of coverage, having grown from 151 services to start with to 375 services from 30 departments.

Table 1: States with Legislation on Time Bound Services to Citizens

#	State	Act Name & Date	# of Services
1	Bihar	Right to Public Services Act (15 August, 2011)	50
2	Chhattisgarh	Lok Seva Gurantee Adhiniyam (14 December, 2011)	251
3	Delhi	Right of Citizen to Time Bound Delivery of Services Act (15 September, 2011)	96
4	Gujarat	Gujarat (Right of Citizens to Public Services) Bill, 2013	*
5	Himachal Pradesh	Lok Seva Guarantee Adhiniyam, 2011 (18 July, 2011)	*
6	Jammu & Kashmir	Public Services Guarantee Act (9 April, 2011)	52
7	Jharkhand	Rajya Seva Dene Ki Guarantee Vidheyak	52
8	Karnataka	Karnataka SAKALA Services Act 2011	375
9	Kerala	Government Service Assurance Bill (23 July, 2012)	*
10	Madhya Pradesh	Lok Sewaon ke Pradan ki Guarantee Adhiniyam, 2010 (18 August, 2010)	52
11	Orissa	Right to Public Services Act (6 September, 2012)	56
12	Punjab	Right to Service Ordinance (28 July, 2011)	69
13	Rajasthan	Lok Sevaon Ke Pradan Ki Guarantee Adhiniyam (14 November, 2011)	108
14	Uttar Pradesh	Janhit Guarantee Adhiniyam (3 March, 2011)	17
15	Uttarakhand	Right to Services Act (4 October, 2011)	92

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*For Gujarat and Himachal Pradesh numbers of services are not available. For Kerala services from 54 government departments come under this Act but are not collated at one location

Citizen Interface

Brick and mortar access points available to citizens for availing SAKALA services include:

- Approximately 6,000 Gram Panchayat
- 800 Citizen Service Centres at sub Taluk levels
- 1300 cyber cafes rendering on line services
- All District and Taluk offices

State government has mandated all physical citizen access points to necessarily display standardized SAKALA boards/banners. These access points have basic computer infrastructure, and data entry operators have been provided to enter all applications received into the system.

Internet access is available to citizens at www.sakala.kar.nic.in and call centre access at 080-4455 4455. A Phone-In Program is organized on Doordarshan on the 1st Wednesday of every month for citizens to interact directly with the Chief Minister or the Law Minister.

Figure 1 shows the design of a common display board which is shows the SAKALA display board which is mandatory to display at all SAKALA access points. The same graphic is also there on the SAKALA portal home page, and the same has been used on the cover of a booklet with provisions of the Act distributed to staff during SAKALA training programs.



Figure 1: SAKALA Display Board/Home Page Graphic

In addition to the above, individual department services also have to be displayed by each department on its SAKALA services at service access points. Figure 2 shows an example of a department-specific board.




'Sakala'

Karnataka Guarantee of Services to Citizens Act, 2011

FINANCE DEPARTMENT

(Commercial Tax Department)

10 listed Services

Sl. No.	List of Services	Designated officer	Stipulated time for designated officer	Competent Officer	Time limit for disposal by the Competent Officer	Appellate Authority	Time limit for disposal by the Appellate Authority
1.	Issue of Registration under the Karnataka Value Added Tax Act 2003	Jurisdictional Local VAT Officer (LVO)/VAT Sub Officer(VSO)	15 working days from the date of filing the application	Deputy Commissioner of Commercial Taxes in the Jurisdictional VAT Division who is authorised by the Commissioner	15 working days from the date of application	Joint Commissioner of Commercial Taxes of the jurisdictional Division	15 working days from the date of filing appeal
2.	Issue of Clearance Certificate under the Karnataka Value Added Tax Act 2003	Jurisdictional Local VAT Officer (LVO)/VAT Sub Officer(VSO)	15 working days from the date of filing the application	Deputy Commissioner of Commercial Taxes in the Jurisdictional VAT Division who is authorised by the Commissioner	15 working days from the date of application	Joint Commissioner of Commercial Taxes of the jurisdictional Division	15 working days from the date of filing appeal
3.	Issue of Registration under the Central Sales Tax Act	Jurisdictional Local VAT Officer (LVO)/VAT Sub Officer(VSO)	15 working days from the date of filing the application	Deputy Commissioner of Commercial Taxes in the Jurisdictional VAT Division who is authorised by the Commissioner	15 working days from the date of application	Joint Commissioner of Commercial Taxes of the jurisdictional Division	15 working days from the date of filing appeal
4.	Issue of C Forms under the Central Sales Tax Act	Jurisdictional Local VAT Officer (LVO)/VAT Sub Officer(VSO)	10 working days from the date of filing the application	Deputy Commissioner of Commercial Taxes in the Jurisdictional VAT Division who is authorised by the Commissioner	15 working days from the date of application	Joint Commissioner of Commercial Taxes of the jurisdictional Division	15 working days from the date of filing appeal
5.	Issue of H Forms under the Central Sales Tax Act	Jurisdictional Local VAT Officer (LVO)/VAT Sub Officer(VSO)	10 working days from the date of filing the application	Deputy Commissioner of Commercial Taxes in the Jurisdictional VAT Division who is authorised by the Commissioner	15 working days from the date of application	Joint Commissioner of Commercial Taxes of the jurisdictional Division	15 working days from the date of filing appeal
6.	Issue of F Forms under the Central Sales Tax Act	Jurisdictional Local VAT Officer (LVO)/VAT Sub Officer(VSO)	10 working days from the date of filing the application	Deputy Commissioner of Commercial Taxes in the Jurisdictional VAT Division who is authorised by the Commissioner	15 working days from the date of application	Joint Commissioner of Commercial Taxes of the jurisdictional Division	15 working days from the date of filing appeal
7.	Issue of E-I and E-II Forms under the Central Sales Tax Act	Jurisdictional Local VAT Officer (LVO)/VAT Sub Officer(VSO)	10 working days from the date of filing the application	Deputy Commissioner of Commercial Taxes in the Jurisdictional VAT Division who is authorised by the Commissioner	15 working days from the date of application	Joint Commissioner of Commercial Taxes of the jurisdictional Division	15 working days from the date of filing appeal
8.	Issue of Registration under the Karnataka Luxury Tax Act, 1979	Jurisdictional Local VAT Officer (LVO)/VAT Sub Officer(VSO)	15 working days from the date of filing the application	Deputy Commissioner of Commercial Taxes in the Jurisdictional VAT Division who is authorised by the Commissioner	15 working days from the date of application	Joint Commissioner of Commercial Taxes, Minor Acts Division, Bangalore/ Joint Commissioner of the jurisdictional VAT Division.	15 working days from the date of filing appeal
9.	Issue of Permit under the Karnataka Entertainments Tax Act, 1958	Jurisdictional Entertainments Tax Officer (ETO)/ Commercial Tax Officer (CTO) in the jurisdictional Local VAT Office (LVO)/VAT Sub Office (VSO)	15 working days from the date of filing the application	Deputy Commissioner of Commercial Taxes in the Jurisdictional VAT Division who is authorised by the Commissioner	15 working days from the date of application	Joint Commissioner of Commercial Taxes, Minor Acts Division, Bangalore/ Joint Commissioner of the jurisdictional VAT Division.	15 working days from the date of filing appeal
10.	Issue of Registration under the Karnataka Tax on Professions, Trades, Callings and Employments Act, 1976	Jurisdictional Profession Tax Officer (PTO)/ Commercial Tax Officer (CTO) in the jurisdictional Local VAT Office (LVO)/VAT Sub Office (VSO)	15 working days from the date of filing the application	Deputy Commissioner of Commercial Taxes in the Jurisdictional VAT Division who is authorised by the Commissioner	15 working days from the date of application	Joint Commissioner of Commercial Taxes, Minor Acts Division, Bangalore/ Joint Commissioner of the jurisdictional VAT Division.	15 working days from the date of filing appeal

Those government employees who will not provide the service within the stipulated time will be fined Rs. 20/- per day of delay per service, up to a maximum of Rs. 500/-

To know the status of your application please 'sms' your acknowledgement number to
09212357123

Please obtain acknowledgement compulsorily for your application

For information and complaints contact: **080-44554455**

Website : www.sakala.kar.nic.in e-mail: sakala@nic.in

Figure 2: SAKALA Services Sample Display Board

SAKALA Software

The functionality of SAKALA e-Governance solution has grown rapidly over the last one year and as on date it covers the following features:

- The SAKALA portal is loaded with all details that employees and citizens may be looking for, such as information on provisions of the Act, service procedures, Rules, Location of Offices, FAQs.
- The software generates acknowledgement number for each application for any of the 375 services covered under the SAKALA Act enabling the citizen applicant to track the service request on mobile phone or through the internet without having to visit any office.
- The software maintains complete details of each application from the time of receipt to its return, rejection or disposal as the case may be. Within one year, over 2 crore applications across the State have been handled through the software.
- The software helps in monitoring compliance with the Act by analyzing the data captured in the system to identify possible instances of manual processing of applications (which is forbidden), compare performance across offices, and understand reasons for application rejection, disposal and delay patterns for each service.
- The software will shortly be integrated with Human Resource Monitoring System (HRMS) to map exceptionally good service as well as repetitive defaults with service records to enhance individual accountability.

Access to Public

"Knowledge is Power. Information is liberating"

To the public, the SAKALA portal provides all possible information about the 375 services covered, their time frames, departments that are responsible for their delivery, location of offices where applications are to be submitted, list of documents to be submitted while applying for the service, frequently asked questions, and contact details. While most public access portals provide similar information, the SAKALA portal has stretched the limits of transparency farthest by making the complete service procedure available in public domain. Public can see the stipulated time norms for each step in the workflow. This means that theoretically speaking, the status of each application is fully known to one and all and in the event of any delay, and there is no ambiguity about the stage and desk at which delay has occurred. The portal is also available in the local language

Figures 3 and 4 shows the information on service procedures available in public domain using 'Issue of Boiler Certificates on Annual Inspection' as an example.



ಕರ್ನಾಟಕ ಸರ್ಕಾರ
ಕರ್ನಾಟಕ ನಾಗರಿಕ ಸೇವಾ ಖಾತರಿ ವ್ಯವಸ್ಥೆ

Karnataka Guarantee of Services to Citizens System



Service Procedures

Name of the Department	DEPARTMENT OF FACTORIES, BOILERS, INDUSTRIAL SAFETY AND HEALTH
Name of the Service	Issue of Boiler Certificate on Annual inspection
Whom to approach for this service (Designated Officer)?	Assistant Director of Boilers/Senior Assistant Director of Boilers/Deputy Director of Boilers
Procedure involved to get this service	1. Application in Form-J with inspection fees shall be made not earlier than 15 days prior to the date of inspections desired to the Jurisdictional officer. 2. Inspection date fixed and communicated to the owner. 3. Jurisdictional officer inspects the Boiler and certifies if found satisfactory or else communicates to the owner reasons for not certifying the Boiler. 4. Certificate to use the Boiler or reasons for rejection communicated to the owner
Form to be submitted to get this service	Form J
Who are eligible to get this service	Boiler owners under The Boilers Act 1923
Documents to be enclosed with the request	1. FORM J WITH CONTACT DETAILS LIKE MOBILE NO AND MAIL Id 2. FEE PAID CHALLAN IN ORIGINAL
Fee/Charges to be paid to get the service	₹ i. Boiler- As per Rule 39(2) of Karnataka Boiler Rules 1982 ii. Economiser- As per Rule 18 of Karnataka Economiser Rules 1959 iii. Small Indl Boiler - Regulation 622 of Indian Boiler Regulations 1950
Maximum number of days to wait to get this service delivered	17 Working Days
Whom to approach as a appeal (Competent Officer), if the service is not delivered in time or rejected by officer	Joint Director of Boilers
Maximum number of days to wait to get the decision of the Competent Officer	60 Working Days
Whom to approach as 2nd appeal (Appellate Authority), if the decision of the Competent officer is not acceptable or not implemented?	Director of Factories, Boilers, Industrial Safety and Health
Maximum no. of days to wait to get the decision of Appellate Authority	30 Working Days
Other information	
Website (if online)	
Reference Document	

Figure 3: Service Procedure for 'Issue of Boiler Certificates on Annual Inspection'

Work Flow			
Step	Description	No. of Days	Designation
1	RECEIPT OF APPLICATION FROM OWNER WITH FORM-J AND REQUIRED DOCUMENTS. ENTRY INTO INWARD REGISTER. PUT UP TO JURISDICTIONAL OFFICER FOR FIXING DATE OF INSPECTION	1.00	Case Worker
2	FIX INSPECTION DATE AND COMMUNICATE TO OWNER	2.00	Assistant Director
3	CONDUCT INSPECTION OF BOILER	11.00	Assistant Director
4	CERTIFY OR COMMUNICATE THE REASONS FOR NOT CERTIFYING THE BOILER FOR USE	2.00	Assistant Director
5	DESPATCH OF CERTIFICATE	1.00	Case Worker

Figure 4: Process Workflow for 'Issue of Boiler Certificates on Annual Inspection'

System Throughput

Whenever a citizen applies for a service under SAKALA, the front desk receives the application and verifies it by referring to a checklist. Upon satisfaction, an acknowledgement

slip with a unique 15 digit number called the Guarantee of Services to Citizen (GSC) number is given to the applicant. Else, a Rejection Note with reasons for rejection is provided. *This GSC number is the document which establishes the right to Public Service.* Figure 5 shows the process for generating acknowledgement number and acknowledgement format.

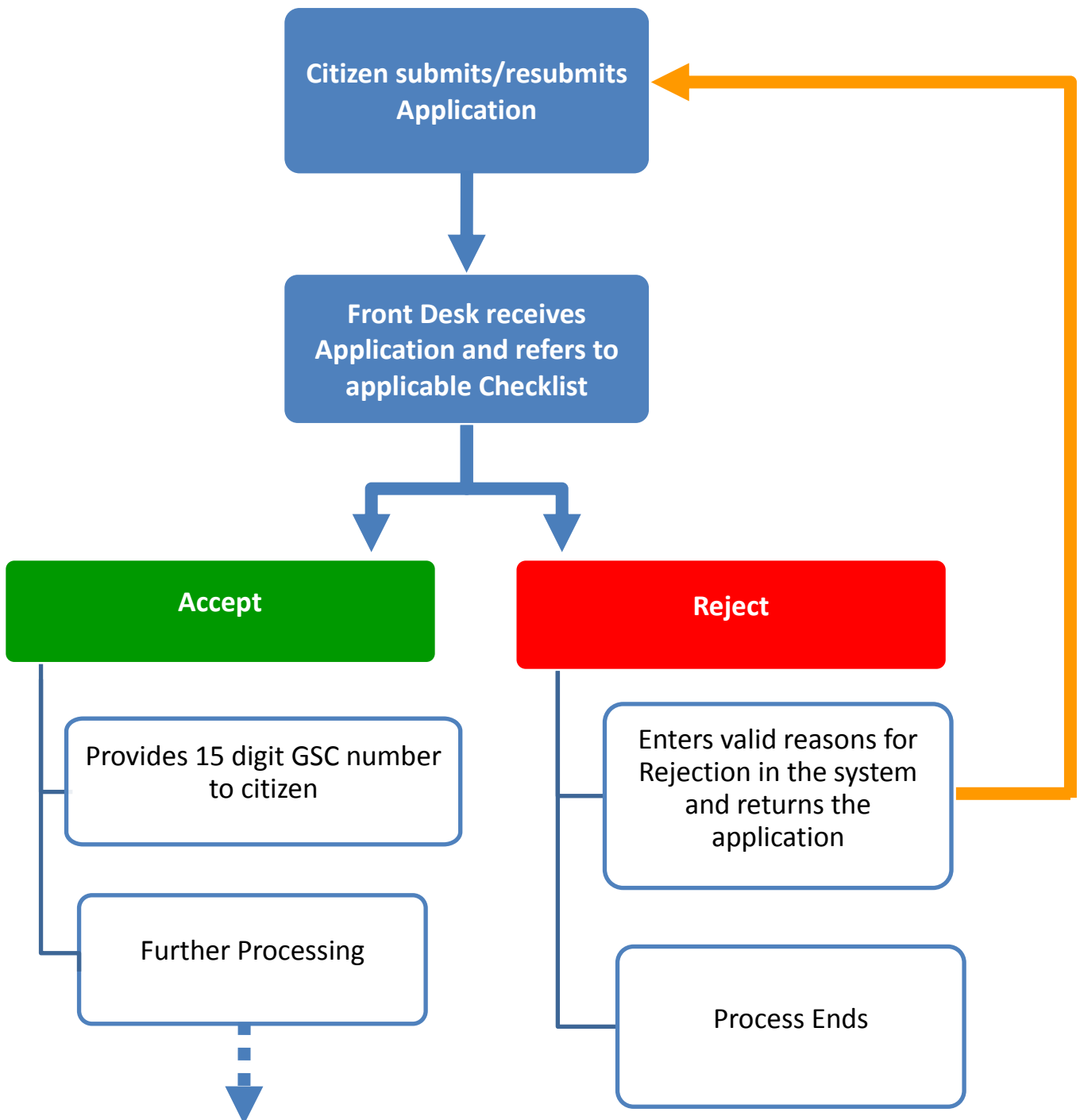


Figure 5: GSC Number Generation Process

When the citizen applies for a service, data entry is made in the system as shown in Figure 6. At the time of entry, the System verification prompts if any wrong or junk characters are

entered, or any mandatory field is left blank. If the data entered is in order system allows SUBMIT.

Service Requested: ವಿವರಿಸಿದ ಸೇವೆ	Conversion of agriculture land to non agriculture purpose
Name of the Applicant: ಅರ್ಜಿದಾರರ ಹೆಸರು	Sridhar
Address of the Applicant: ಅರ್ಜಿದಾರರ ವಿಳಾಸ	#50, Vijayanagara, Pipeline, Hampinagar <-Check
	Bangalore-560026
Mobile No: ವಾಹಿನಿಯ ಸಂಖ್ಯೆ	9880745517
Documents Submitted: ಸಲ್ಲಿಸಿದ ದಾಖಲೆಗಳು	<input checked="" type="checkbox"/> CURRENT YEAR RTC <input checked="" type="checkbox"/> CERTIFIED MUTATION EXTRACT <input checked="" type="checkbox"/> IF THE TOTAL EXTENT OF LAND IS NOT BEING CONVERTED, SKETCH OF THE EXTENT OF LAND BEING CONVERTED <input checked="" type="checkbox"/> NO TENANCY CERTIFICATE, NO PTCL CASES CERTIFICATE FROM TAHSILDAR <input checked="" type="checkbox"/> ENCUMBRANCE CERTIFICATE OF PAST 13 YEARS
Application/ Documents scrutinized and acceptable: ಅರ್ಜಿ / ದಾಖಲೆಗಳನ್ನು ಪರಿಶೀಲಿಸಿ ಸ್ವೀಕರಿಸಬಹುದೇ?	<input checked="" type="radio"/> Yes(All Documents)/ ಹೌದು <input type="radio"/> No/ ಇಲ್ಲ
<input type="button" value="Submit"/> <input type="button" value="Exit"/>	

Figure 6: Screenshot for data entry on receipt of application

GSC Acknowledgement

An initial scrutiny of the application and accompanying documents is done, and if the same are in order, a GSC acknowledgement is generated as shown in Figure 7. While the main body of the slip shows particulars of the applicant and the service applied for, the Notes column provides information on the probable date of service delivery, the tracking method, and that the applicant can appeal to Competent Officer in the event of rejection/delay/default by Designated Officer. Figure 4 shows a sample acknowledgement slip.


 <p>ಕರ್ನಾಟಕ ಸರ್ಕಾರ ಕರಾವಳಿ Deputy commissioner office Bangalore UrbanDistrict</p>	
GSC Acknowledgement Slip	
Office Name /ಉದ್ದೇಶ ಕಛೇರಿ:	Deputy commissioner office Bangalore UrbanDistrict
GSC No /ಕೆ.ಎಸ್.ಸಿ ಸಂಖ್ಯೆ:	RD099-00001-32259
GSC Date /ಕೆ.ಎಸ್.ಸಿ ದಿನಾಂಕ :	19/04/2013 12:51:00 PM
Service Requested /ವಿರೂಪಿತ ಸೇವೆ:	Conversion of agriculture land to non agriculture purpose
Name of the Applicant /ಅರ್ಜಿದಾರರ ಹೆಸರು:	Sridhar
Address of the Applicant /ಅರ್ಜಿದಾರರ ವಿಳಾಸ:	50, Vijayanagara, Pipeline, Hampinagar ,Bangalore-560026
Mobile No /ಮೊಬೈಲ್ ಸಂಖ್ಯೆ:	9880745517
Documents submitted:	CURRENT YEAR RTC; CERTIFIED MUTATION EXTRACT; IF THE TOTAL EXTENT OF LAND IS NOT BEING CONVERTED, SKETCH OF THE EXTENT OF LAND BEING CONVERTED; NO TENANCY CERTIFICATE, NO PTCL CASES CERTIFICATE FROM TAHSILDAR; ENCUMBRANCE CERTIFICATE OF PAST 13 YEARS;
Application/ Documents scrutinized and accepted? /ಅರ್ಜಿ / ದಾಖಲೆಗಳನ್ನು ಪರಿಶೀಲಿಸಲ್ಪಟ್ಟು ಸ್ವೀಕರಿಸಿದವೇ?:	Yes
<p>Note:</p> <p>1: This service request will be processed within 120 working days. (Probable date : 19/09/2013) ಈ ವಿಸಂಕಿತಿಯನ್ನು 120ಕೆಲಸದ ದಿನಗಳಲ್ಲಿ ಸಂಸ್ಕರಿಸಲಾಗುತ್ತದೆ .:</p> <p>2: You can check the status of this service request on website http://kgsc.kar.nic.in or by sending SMS as GSC to 9243355223/9212357123(Check the website for more details) ಈ ಅರ್ಜಿಯ ಸ್ಥಿತಿಯನ್ನು ತಿಳಿಯಲು http://kgsc.kar.nic.in ಈ ವೆಬ್ ಸೈಟ್ ಗೆ ಭೇಟಿ ನೀಡಿ ಅಥವಾ GSC ಎಂದು ಟೈಪ್ ಮಾಡಿ 9243355223/9212357123 ಈ ಸಂಖ್ಯೆ ಗೆ ಎಸ್.ಎಮ್.ಎಸ್ ಕಳಿಸಿ (ಹೆಚ್ಚಿನ ಮಾಹಿತಿಗಾಗಿ ವೆಬ್ ಸೈಟ್ ಗೆ ಭೇಟಿ ನೀಡಿ)</p> <p>3: You can appeal to competent officer in case your application is rejected/delayed/defaulted by this designated officer.</p>	
For Office Use only	
ಕರಾವಳಿ Deputy commissioner office Bangalore UrbanDistrict	
GSC No & Date ಕೆ.ಎಸ್.ಸಿ ಸಂಖ್ಯೆ & ದಿನಾಂಕ:	RD099-00001-32259 & 19/04/2013 12:51:00 PM
Name of the Applicant ಅರ್ಜಿದಾರರ ಹೆಸರು:	Sridhar
Service Requested ವಿರೂಪಿತ ಸೇವೆ:	Conversion of agriculture land to non agriculture purpose
Mobile No ಮೊಬೈಲ್ ಸಂಖ್ಯೆ:	9880745517

Print Exit


Figure 7: Format of GSC Acknowledgement Slip

Application Tracking

With the help of the GSC number, a citizen can monitor application status through the portal. This system also has a mobile interface; citizens can check the status of their application by sending an SMS from a mobile phone with their 15 digit GSC number. The system will send a reply back to them with current status of the application. Figure 8 shows how the citizen can check status of an application.



ಕರ್ನಾಟಕ ಸರ್ಕಾರ
ಕರ್ನಾಟಕ ಸಕಾಲ ಸೇವೆಗಳ ಕಾಯಿದೆ - ೨೦೧೧




Karnataka Sakala Services Act - 2011


Note: Please ensure that special characters and words (TRUNCATE, DATABASE, TABLE, COLUMN, SELECT, DROP, UPDATE, GRANT, INSERT, DELETE, ;, ;, -, ', XP, =, <, >, ~, \$, %, +, \, [,], {, }, `!, ^, ?, *, |, #, &, /) are not entered. If you enter system gives error message as <--check

banga-dc	This is training site	Deputy commissioner office Bangalore UrbanDistrict
Main Menu	:: <<< Enter GSC No. >>> ::	Sign Out

Enter GSC No.	RD099-00001-32260
<input type="button" value="View"/> <input type="button" value="Exit"/>	



ಕರ್ನಾಟಕ ಸರ್ಕಾರ
ಕರ್ನಾಟಕ ಸಕಾಲ ಸೇವೆಗಳ ಕಾಯಿದೆ - ೨೦೧೧



Karnataka Sakala Services Act - 2011

Note: Please ensure that special characters and words (TRUNCATE, DATABASE, TABLE, COLUMN, SELECT, DROP, UPDATE, GRANT, INSERT, DELETE, ;, ;, -, ', XP, =, <, >, ~, \$, %, +, \, [,], {, }, `!, ^, ?, *, |, #, &, /) are not entered. If you enter system gives error message as <--check

banga-dc	This is training site	Deputy commissioner office Bangalore UrbanDistrict
Main Menu	:: <<< Update Application >>> ::	Sign Out

GSC No: ಜಿ.ಎಸ್.ಸಿ ನಂವು	RD0990000132260
Name of the Applicant: ಅರ್ಜಿದಾರರ ಹೆಸರು	Sumathi
Service Requested: ವಿನಂತಿಸಿದ ಸೇವೆ	Issuance of Arms License
Type of the status: ಸ್ಥಿತಿಯ ವಿಧ	<input checked="" type="radio"/> Final/ಅಂತ್ಯ <input type="radio"/> Interim/ಮಧ್ಯಂತರ
If final: ಅಂತ್ಯ ಇದ್ದಲ್ಲಿ	<input type="radio"/> Approved/ಒಪ್ಪತಕ್ಕ <input checked="" type="radio"/> Rejected/ತಿರಸ್ಕರಿಸಿದೆ
If rejected, Reasons: ಒಂದು ವೇಳೆ ತಿರಸ್ಕರಿಸಿದ್ದಲ್ಲಿ, ಕಾರಣಗಳು	Reason for requirement of Arms not clear
<input type="button" value="Update"/> <input type="button" value="Exit"/>	

Figure 8: Screenshots for Tracking Application Status

The above example shows status update in the case of a rejected application. When the Type of status reads 'Final' it indicates that this is the final status and no further change can now be made. Secondly, under the Final column, if the status is 'Rejected', it means that the rejection has been approved by the final authority (in this case the Deputy Commissioner).

MIS and Analytics

"Anything that is measured and watched improves"

As a result of data capture on an individual service request basis, a phenomenal amount of data can be accessed through the portal. This includes applications received, accepted, returned, disposed in time, disposed with delays, and pending. Data on individual applications can be sorted by district, Taluk, department, and service. The portal is thus able to provide the functionality of a Decision Support System (DSS) and the SAKALA Mission has been using it as such. Table 2 shows examples of specific decision support use of data available through the portal.

Data	Decision/Action
Offices/services for which applications received are negligible	Determine if it is actually zero receipts, or bypass of the portal due to manual processing of applications
Offices that are delivering at a faster pace than others	Determine whether the process followed by them can be used as a benchmark
Offices that are continuous defaulters	Guidance for reducing/removing default
Application disposal trends	Continuous process improvement methodologies to adapt to smarter ways of working and service delivery
Application rejection/return trends	Corrective action (e.g. where information deficiency among citizens was to return or rejection of service requests led to setting up of 194 helpdesk across the state and bringing down rejections
Time series data	Distinguish issues that stand resolved from those that still need corrective action
Performance Ranking across Taluks	To foster a spirit of competition to vie for the top spot in monthly performance. reviews
Analytics	Discovered that officials/citizens do not enter their mobile numbers while applying, this was rectified and a jump from 22% to 35% in mobile numbers being entered was seen between January and February, 2013

Annexure 4 shows the distribution of applications received through the SAKALA software across departments, services, and districts, along with disposal rates as per record.

SAKALA Mission

"The way to avoid responsibility is to say, I've got other responsibilities"

The State government has set up a SAKALA Mission which is assigned exclusively to oversee implementation of the Act. The current structure and incumbents at SAKALA Mission are shown in Table 3.

Current Incumbent	Designation
--------------------------	--------------------

Dr Shalini Rajneesh IAS	Secretary DPAR as ex-officio Mission Director
Mr R. Manoj IFS	Additional Mission Director
Mrs. Khusbhoo IAS	Additional Mission Director
Mr KN Murthy IFS	CEO, Karnataka Evaluation Authority
Mr Varaprasad Reddy KAS	Administrator
Mr Subramanian Srilal	Management Consultant
Mr Chandrasekhar G	IT Consultant

In addition, 31 District IT consultants are appointed by the Mission on contract basis to assist the Deputy Commissioners, who are the Nodal officers for managing and monitoring SAKALA for all departments.

SAKALA Branding

“No more delays, we deliver on time”

The caption, logo and name of the Act were selected through a campaign inviting citizens to send in their entries and win cash prizes. After filtering through thousands of entries, the name SAKALA was selected which in Kannada means ‘in-time’ or ‘good-time’, and the slogan selected is ‘No more delays, we deliver on time’. The logo shows a clock for time consciousness with the hammer to indicate justice.



Figure 9: SAKALA Logo

Communication Strategy

“Communication works for those who work at it”

It is a well-accepted fact of life that effective communication with various stakeholders is critical to the success of any initiative. If stakeholders do not understand the logic or the provisions of the initiative, it will remain under-utilized or may even be misused. In the case of SAKALA, it is extremely critical for citizens to know and understand what the government is doing for their benefit so that they can use the new mechanisms in the right way and get the benefit that is due to them. Communication about SAKALA to citizens has been done through various means and channels as described below.

In February 2012, citizens were invited to participate in a contest to come up with a logo and slogan for SAKALA and a cash prize of Rs. 1.00 lac was offered to the winner. Inviting citizens to participate in the contest and the publicity around it has served as an initial communication to spread awareness about the initiative among the public.

A media plan was drawn up jointly by the SAKALA Mission and the Information Department which includes use of radio (All India Radio), television (Chandana TV of DD, Suvarna TV, TV9, Janasri & Udaya TV), newspapers (Deccan Herald, Times of India, The Hindu, India Express among English dailies and Vijay Karnataka and Prajavaani among Local dailies), posters and hoardings (placed at important junctions of public congregations like alongside the bridge on the way to the Airport, high traffic signal points), facebook posts, and street plays (known as *beedhi nataka* in local language) in villages for widespread citizen awareness. With a budget of ` 1.35 lacs per district and ` 2,500 per play, 1620 plays were planned in rural areas of all 30 districts of the state. A formal workshop was conducted in March 2012 to set the expectations for the plays and training were organized for the teams in Mysore, Belgaum, Gulbarga, Bengaluru Urban, and Bengaluru Rural. The plays were conducted as per plan with 54 of them being done in each district. Annexure 5 shows sample content of one such Beedhi Natak conducted at Yadgir in August 2012.

Regular seminars and workshops are conducted by various organizations like Resident Welfare Associations, Women Self Help Groups, Consumer Forums, NGOs where SAKALA Mission officers and speakers from ISEC, IIM are invited to deliver talks on SAKALA. SAKALA Mission is using the interaction platforms at such seminars to receive suggestions and feedback for making further improvements in the system.

Innovative methods of awareness generation through students are also being used. The Education Department runs a program called 'Prathiba Karanji' under which school children participate in contests such as mono-acting, essay writing, debates, and dramas. Under this program, children are encouraged to take up SAKALA as a topic for the contests. Under another initiative by the SAKALA Mission, students from the Jain Group of Institutions were asked to develop a facebook account for SAKALA. A third initiative has students from the Aditi Mallya school educating themselves and also spreading awareness about SAKALA. Aditi Mallya is a premiere educational institution providing all-round education to its wards in Bengaluru. As part of its curriculum, students are required to develop a working knowledge of government set up that provides citizen services. The faculty at the school were looking for ways to fulfill this requirement. Incidentally that was also the time when Government of Karnataka came up with the SAKALA Act, which was making the headlines. Aditi Mallya School has chosen SAKALA as the case study for its students and sent a group of students to Information Department (which is a nodal agency for the publicity work of SAKALA). This group of students then went on to spread awareness about SAKALA in the Yelahanka region of Bangalore.

Employee Training

"The wisest mind has something yet to learn."

In order to enable frontline employees understand the implications of the Act without being unduly alarmed, training became a key intervention. It wasn't enough to just train, but also to pay attention to the content of training and what messages participants went back with. Initial SAKALA trainings were used as opportunities for participants to understand the

provisions of the Act and to develop drawing board model processes which could lead to compliance with the time norms laid down in the Act. These drawing board models later graduated into standardized workflow steps which are currently accessible to one and all, including the public, through the SAKALA portal. Modules for training were drawn which included clear demarcated days for SAKALA training as well as attitudinal aspects. Extensive use of SATCOM to train employees *online* has resulted in much wider coverage though with some compromises on the power attributable to interactive training.

Awards and Accolades

The SAKALA project is among the four projects that won the Google Innovation award at the Google and Karnataka State Innovation Council (KSINC) event in March 2013 announcing the ‘Innovation Karnataka’ initiative. Erich Schmidt, Executive Chairman of Google exclaimed, "What USA could not do - you have done; converging government departments and disciplining the work force!" The Mission Director dedicated the award to NIC for taking SAKALA this far and said that the brand image of the government needs to change from a lethargic, inefficient, non-transparent, un-accountable, corrupt lot to just the reverse. To an extent it has changed over the past 11 months, and will further improve in the coming days as SAKALA implementation will go online through cyber cafes and booking centres as well. Any vendor with a working computer, scanner and a fast internet connection could be a government service provider. The Mission’s commitment was to simplify the process and provide access to such an extent that citizens can freely take advantage of information technology.

Reference letters appreciating the work done under SAKALA have been issued by well-known organizations including Department of Administrative Reforms and Public Grievances (Government of India), Institute for Social and Economic Change, Lal Bahadur Shastri National Academy of Administration, Zachman International, and World Bank. Annexure 6 shows a compilation of the appreciation letters.

Third Party Study Findings

University of Chicago has undertaken an academic research on SAKALA as an illustrative and exploratory case study on the Right to Public Services introduced in various Indian States. The study was initiated by Marianne Bertrand, Professor of Economics, Booth School of Business together with her colleague Paul Niehaus at the University of California at San Diego. The study included understanding the portal and software integrations with various departments, visiting the call centre and some remote location talukas and villages in the State and interaction with citizens. Special study on departments such as Revenue, Health, Urban Development, Rural Development & Panchayati Raj, was carried out. Table 4 summarizes the sample size and preliminary findings from the household survey conducted by University of Chicago.

Table 4: University of Chicago Study on SAKALA	
Sample	60 households - (Urban and rural) in the 4 districts of Chikkaballapura, Tumkur, Kolar and Ramanagara that had requested at least one SAKALA service over the last 12 months

Findings	<ul style="list-style-type: none"> • Applicants received the service that they had requested. Only one said service request was rejected due to a bribe demand • Most applicants said they received an acknowledgement receipt but very few remembered receiving a corresponding service request number or getting status updates via SMS • About two-third of the respondents reported that the information related to the procedure for application was clearly available on a notice board in the government office • About half of the applicants reported the government officers in charge of their service request were being helpful or very helpful • About half of the applicants saw a functioning help desk in the government offices • About one-third of the applicants reported using an agent to complete their service request, and most of these applicants did not try to get the service without an agent first
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Citizen Feedback

Citizen feedback received by SAKALA Mission indicates that in general citizens are pleased with the professional approach of SAKALA Mission officials and the intervention of SAKALA Mission has helped them in getting the work done which was otherwise held up. Citizens have also given feedback on the working of a specific department (Revenue) and asked for the procedures to be simplified and made citizen-friendly. Annexure 7 quotes citizen communications received at SAKALA Mission.

6. Project Evolution

As seen from the above project overview, over the last two years the project has scaled up from the initial legislation contemplating time bound delivery of a few services to a full-fledged mission overseeing effective implementation using information technology. Figure 10 shows the key milestones in project evolution.

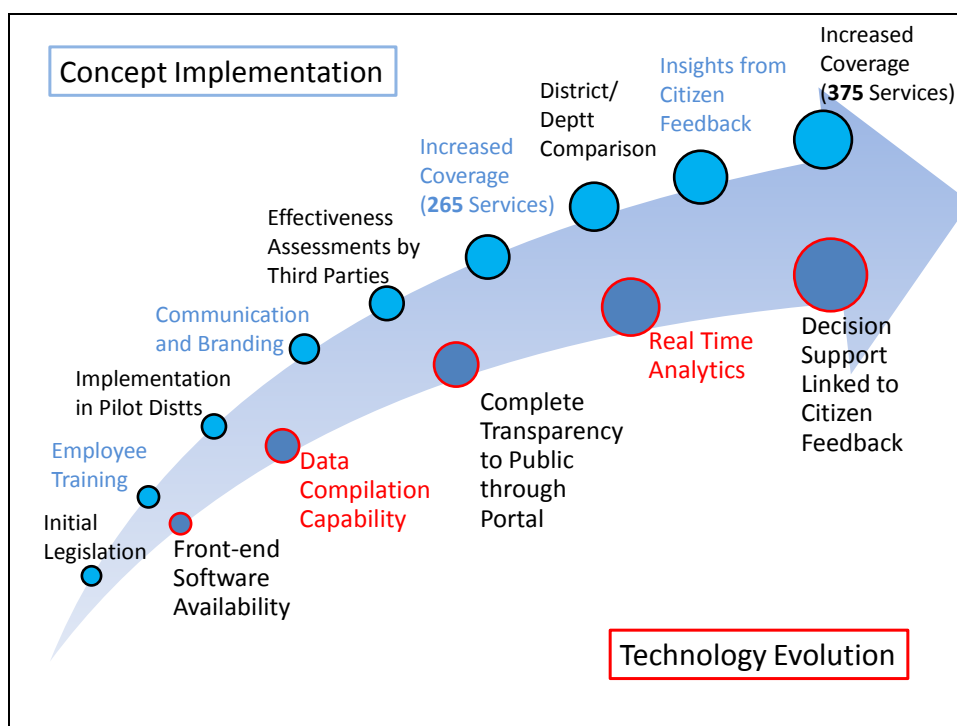


Figure 10: Project Evolution

The way this project has evolved over time is a reflection of its learning curve. When the project was initiated, there was some uncertainty about how government employees will react to the legislation and to what extent they will use the software to systematize giving of acknowledgements and tracking delivery times. It was also not clear how far citizens would actually become empowered to demand and receive time bound services. To start with, it was important to capture data about service requests in electronic form so that patterns can be analyzed and corrective actions required to arrest unfavorable trends.

Development of the SAKALA portal has supported implementation of the Act as shown in Figure 10. It has evolved into a portal-cum-decision support system as by SAKALA mission officials gained insight into ground realities from (1) data in the system (2) results of various studies carried out in parallel to assess how effective the legislation had been (3) citizen feedback received through mail/phone on a wide variety of issues.

7. Project Benefits

- History is being made in the country with public servants actually becoming ‘servants of the public’, albeit at the routine service level
- Credibility of government is being restored by promising something and then seeing to it that the promise is kept consistently

- Recorded data has replaced anecdotal information on service requests and their disposal to support decision-making. Between April 2, 2012 and March 13, 2013 a total of 2,09,26,391 applications were routed through the SAKALA software of which 97.85% are recorded as disposed
- Reduction in hidden costs borne by citizens on making repeated visits or paying bribes only to find out procedure and status of application
- Anytime anywhere access points in addition to usual office locations accessible during office hours
- Citizen contact information available in 35% cases (as on January 2013)
- Improvement in turnaround times:
 - Passport verification (1.94 lakhs applications so far) initially required 90 days. After 4 months of SAKALA Act it has been brought down to 20 days only. Backlog of over 60,000 applications was successfully cleared in the process)
 - Rejections have come down from 7.65% to 3.67%
 - Disposal rates have improved from the last quarter from 97.35% in November 2012 to 97.85% in February 2013 for over 2 crore applications

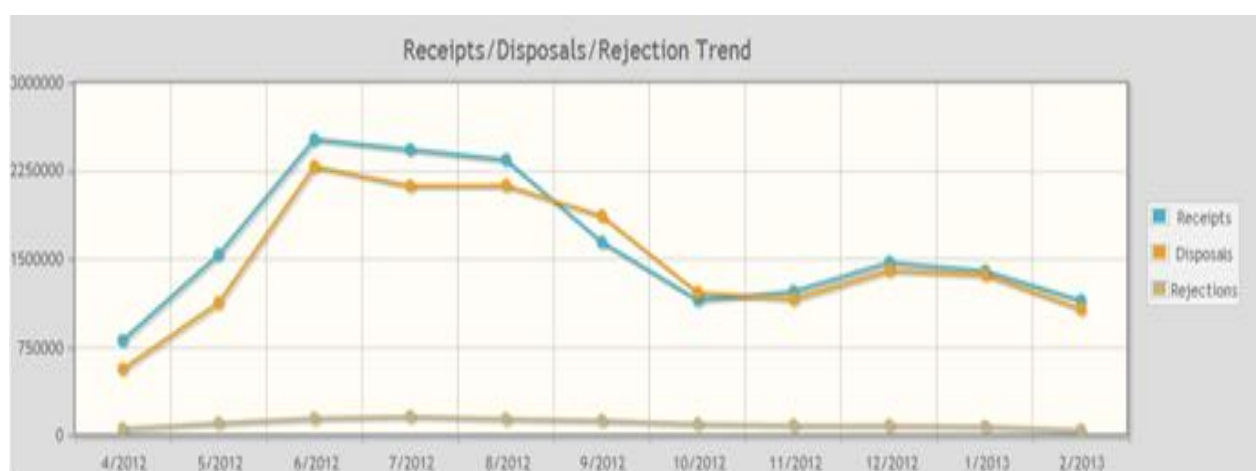


Figure 11: Monthly application disposal graph

- Reduction in number of complaints received for seven specific services after their inclusion under SAKALA as shown in Table 5

Department/Services	Before SAKALA		After SAKALA	
	Month	Count	Month	Count
Urban Development				
1. Khata Transfer/Khata Changes	Nov	62	Jan	35

2. Possession Certificates/Khata certificates from BDA	Dec	65	Feb	17
	Total	127		52
Revenue				
3. Survey of lands & allied services 4. Pension for Destitute, Widows and Old age	Nov	107	Jan	105
	Dec	105	Feb	71
	Total	212		176
Food & Civil Supplies				
5. Issue of new/Modification of Ration Cards	Nov	15	Jan	14
	Dec	29	Feb	15
	Total	44		29
Rural Development & Panchayati Raj				
6. MGNREGS related issues	Nov	11	Jan	8
	Dec	7	Feb	5
	Total	18		13
Education				
7. Retotalling & revaluation of exam marks sheets	Nov	6	Jan	0
	Dec	5	Feb	0
	Total	11		0

- Reduction in government revenue leakages is expected as every application for service is now being entered in the system.
- Specific initiatives by certain districts to simplify procedures and reduce time taken for delivery of services. A case in point is the initiative of Deputy Commissioner, Dharwad. While time limit under Land Revenue Act for conversion from agriculture to non-agricultural purposes is 120 days, process has been simplified for reducing time taken to 45 days.

8. Issues and Challenges faced during Implementation

Employee Behavior

One of the common challenges faced by organizations in their effort to streamline its work is to get the rank and file of staff to pay more attention to solutions rather than to looking for justifications for why the work cannot be streamlined. SAKALA implementation has been no exception. During the group discussions held as part of SAKALA pilot trainings, initially a lot of time was spent by participants in explaining why they are not able to deliver services in a time-bound manner. Various reasons like staff shortage due to ban on recruitments, lack of standardized procedures to deal with different situations, etc. were discussed and facilitators had to spend considerable effort in channelizing the discussions towards

constructive solutions like waste elimination, workload rationalization, and process simplification.

However, this is not so easy as participants who are encouraged to think about solutions are not always the ones who have to take decisions to implement those solutions. Therefore even when participants discussed solutions because of group facilitators' encouragement, they did not always put their heart into it, as they did not really believe that their suggestions will actually be taken into account by their superiors or other decision-makers. In some cases, the solutions they discussed may not have been feasible. Thus a continuous challenge is to get frontline staff to change the way they work, and wherever the change is not feasible, to provide genuine, workable solutions to make it feasible.

Spreading the Word

Although the Mission has made extensive efforts to make citizens aware of the rights-based approach introduced through this legislation, actual recall by citizens continues to be a challenge.

The Mission is now working on leveraging the IT capital status of Bengaluru and sending out e-mails to about 7,00,000 employees of various types establishments operating in Karnataka. Table 6 shows the draft list and plan.

Table 6: Reaching out to working population in Bengaluru	
Company/Institutions	Estimated Number of Employees
Software Companies	3,00,000
ITES companies	3,00,000
Industrial – Factories	60,000
Public Sector (BHEL/BEL/BEML)	40,000
Garment Industry	20,000
Banks	20,000

Unused Citizen Power

“You can take a horse to water, but you can't make it drink”

Empowering citizens through provisions of such legislations is half the story, which remains incomplete till the time citizens actually use the power.

To encourage citizens to come forward and take advantage of the Act, the Mission has setup helpdesks to provide full assistance to citizens in availing SAKALA services in all districts and talukas. The helpdesks are aided by Consumer forums, recognized NGOs or retired government servants. Despite such efforts, ordinary citizens may still be unwilling to use their power to demand and/or complain for a variety of reasons.

Preventing Circumvention

“Let Bypass happen in Heart Institutes, not Offices!”

A general problem with introducing mandatory regulation is to ensure that the regulation is followed in letter and spirit and no circumvention takes place. In the case of SAKALA, once an application enters the system, its fate can be followed through, but if all requests are not entered immediately on receipt, or even if entered, there is no genuine effort to clear them in time, (e.g. by rejecting on last day just to meet the time norm), the very purpose of passing the Act is defeated.

In the case of SAKALA, Mission has implemented several measures to detect and address such circumvention. Complaints from citizens are closely tracked and monitored and it is expected that citizen access to call centre will encourage them to report instances of bypass, providing the Mission a clue to rectify the situation. The Mission also compares the business statistics of previous year with receipts after SAKALA to pinpoint declining trends, if any. Field inspections are a regular feature to keep everyone on the vigil. Rejections are monitored individually to check frivolous rejections.

From Knowing to Improving

The analytics available as of now are like a weighing machine which can tell your weight but can't make you gain or lose it. For losing weight, you need a treadmill and the will to use the mill.

The SAKALA Mission has tried to address this challenge by linking the default statistics to Human Resource Management System to keep track so that system can take its own course. This will help track and control repetitive defaults committed in delivery of SAKALA services.

Sustainability of Outcomes

Analysis of data available in the portal shows that performance across districts has been inconsistent over time. It is still not very clear whether this divergence is due to measurement error or some other trend. To address this, the Mission has assigned the work of conducting Impact Assessment studies to independent agencies to find out the real situation on the ground and determine whether the Act is actually making a difference to citizens, or is it just a case of old wine in new bottles.

Instances of distorted banners outside SAKALA centres have also been reported, negating the image of a pleasant, welcoming interaction. Figure 12 shows one such instance captured on camera.



Figure 12: Misplaced SAKALA Banner

9. Key Lessons

Implementing a reform of this stature and magnitude is no mean task. The legislation is a relatively new one, so bottlenecks and solutions are bound to keep arising as we go along. Nevertheless, there are far-reaching implications from the experience so far. Table 7 provides an analytical summary of the case facts presented in the above sections, and shows key lessons that flow from the analysis.

Table 7: Analytical Summary		
Case Fact	Analytical Inference	Challenges and Lessons
Detail of services covered under various State Acts (sub-section Scope and Coverage)	Services need to be identified and articulated in a way that is amenable to assignment of time norms for completing the service. Citizens should also be able to understand for what particular activity the time norm has been laid down. Number of services covered needs to be sufficient to have a substantial impact, taking a small number of services may not make any real difference.	Lesson: Legislative Provisions need to be drafted carefully

<p>Access points for citizens include brick and mortar service centres where they can submit applications and get information on service time norms. Citizens can track application status through call centres and SAKALA portal. In addition they can access departmental procedures for service delivery through the portal for all services covered by the Act (sub-sections Citizen Interface and Software Access to Public).</p>	<p>SAKALA portal facilitates complete transparency in respect of service delivery procedures, documentation requirements, time norms, and application status for all services covered by the Act. It also acts as a key tool for providing in-depth awareness to the public about the Act and the right it confers upon them.</p>	<p>Challenge: Despite availability of information in public domain, large proportion of citizens remain unaware of the Act or are unwilling to exercise the legal right it gives to them. Years of apathy and rhetoric have created a mindset that is difficult to break.</p> <p>Lesson: Winning citizen trust that the government is serious about making things better and this is not just another populist measure will be a key success factor</p>
<p>SAKALA front-end software functionality consists of generating 15 digit GSC number and capturing application receipt and disposal dates (sub-section Software System Throughput).</p>	<p>Portal and call centres provide citizens the convenience to track the status of their service requests 24*7 from a location of their choice</p>	<p>Challenge: Receiving applications manually without entry in the system or without giving GSC number defeats the purpose</p> <p>Lesson: Analytics should also reveal circumvention, and organizational systems/structure should ensure strict action</p>
<p>Data on each service request is captured in the system and can be sorted by district, Taluk, department, and service (sub-section MIS & Analytics). SAKALA Mission has been assigned the exclusive responsibility to oversee implementation of the Act (sub-section SAKALA Mission)</p>	<p>Slicing and dicing the data shows extent of compliance with provisions of the Act in various districts and departments. Extent of circumvention of the process by routing applications outside the system also becomes visible.</p>	<p>Lesson: Deployment of software should be supplemented with a system that assigns power and responsibility to take corrective action based on results of analytics</p>

The following subsections elaborate additional points on lessons learnt.

Legislative Provisions

While drafting such legislation, it is important to ensure that whatever is included should be implementable and it should be possible to monitor implementation. For example in the case of Department of Women and Child Welfare (DWCW), initially some schemes/bunch of activities got included instead of services for which time norms could be stipulated. Figure 13 shows a before and after list of services of DWCW.

Before – Services that were proposed to be included in the initial stage			
4. WOMEN AND CHILD WELFARE DEPARTMENT			
Sl. No.	List of Services	Designated officer	Stipulated time
1	2	3	4
1	Old age pension	Assistant Director, Women and Child	07 working days
2	Widow pension	Assistant Director, Women and child	07 working days
3	Financial assistance to women law graduates	Assistant Director, Women and Child	07 working days
4	Financial assistance to pregnant women	Assistant Director, Women and Child	07 working days
5	Scholarship to meritorious girls	Assistant Director, women and Child	07 working days
6	Financial assistance to legal education	Assistant Director, Women and Child	07 working days
7	Financial assistance to victims of atrocities	Assistant Director, Women and Child	07 working days
8	Financial assistance to rehabilitation of Devadasi women	Assistant director, women and child	07 working days

After – Services that actually got implemented
<div style="border: 1px solid black; padding: 5px;"> <p style="text-align: center; margin: 0;">WOMEN AND CHILD WELFARE DEPARTMENT</p> <hr/> <p style="margin: 0;">---Select Service---</p> <div style="background-color: #007bff; color: white; padding: 2px;">---Select Service---</div> <ul style="list-style-type: none"> Enrollment of 0 to 3 years children in Anganwadi centers Enrollment of 3 to 6 years children in anganwadi centres Enrollment of pregnant and lactating mothers in anganwadi centres Disability Certificate and identity Card for Differently Abled Persons Senior Citizen Identity card </div>

Figure 13: Changes in DWCW Services List

As the above Before-After comparison shows, the list of services included in the first instance were actually schemes and not specific services. For example ‘Old Age Pension’ encompasses several activities, i.e. establishing eligibility for old age pension, sanctioning pension to specific applicant, opening of account where pension will be received, remittance of pension on regular basis, annual collection of life certificates, etc. Therefore giving a time norm of 7 days for ‘Old Age Pension’ seems to be a misnomer as it may just have been the prescribed norm for sanction of an application which doesn’t mean that pension money is received by the applicant within 7 days of submitting the application.

Structures and Systems

Given the nature of the project, setting up of the SAKALA Mission was a critical factor to ensure sustainability of SAKALA Act. The Mission provided for a dedicated team that looked in to the implementation details of the Act and comprised of not only government officials but also experts from the field of management and IT consulting. External consultants from prestigious institutes like Indian Institute of Management-Bangalore, Karnataka Evaluation Authority, have also been engaged as needed. Also, each Deputy Commissioner has been provided with a dedicated IT consultant for decentralized monitoring and support.

The success of SAKALA Mission in large part is attributable to its being set up for the specific purpose of successful implementation of the Act. For such critical initiatives to succeed, it is important to have people whose full time job is to assess and improve implementation. If such work is done in addition to other responsibilities or in an unplanned manner, many important aspects will take a backseat. Table 8 shows the how SAKALA Mission planned and executed various preparatory activities that enabled time-bound launch of the Act.

Table 8: SAKALA Operational Plan		
Activity	Completion Date	Responsibility
Notification of Rules	14-Feb-2012	Parliamentary Affairs DPAAR (AR)
Demo of NIC Software	13.02.2012	State Director, NIC
Workshop with 11 departments	13 th to 16 th Feb	Director General ATI, Mysore Fiscal Policy Institute Institute of Social & Economic Change National Informatics Centre DPAAR (AR) FICCI Quality Forum
Training at district level	14 th to 28 th Feb	Director General Administrative Training Institute, Mysore National Informatics Centre Deputy Commissioners, Udupi, Dharwad, Bidar, Chitradurga FICCI Quality Forum
Launch of publicity for competition and tender for call centre	15 th Feb	Information Department E-governance Department
Employees Association Meeting	25 th Feb.	Karnataka Government Secretariat Training Institute
NIC training to computer operators	25 th to 28 th March	Deputy Commissioners of Udupi, Dharwad, Bidar, Chitradurga and Dakshin Kannada
Finalization of Logo	28 th March	Information Department

Launch of Pilot	1 st March	Deputy Commissioners of Dakshin Kannada, Dharwad, Bidar, Chitradurga
Training of other 26 districts	5 th March to 25 th March	Director General ATI Mysore National Informatics Centre, Bengaluru E-governance Department FICCI Quality Forum
Launch of KGSC Act	2 nd April	All districts

The following actions/decisions taken at the instance of the State Government have made it possible to launch the initiative as scheduled:

1. Finalization of the head of account and debit note format for release of compensatory cost to citizens
2. Approvals under District Innovation Fund, Challenge Fund given to finance the software, hardware, training and awareness generation programs
3. Cabinet approval for recruitment of retired persons and computer operators on contract basis to man the application kiosks or information desks
4. Provision of computer hardware and software under e gov plan (State Portal and State Service Delivery Gateway)
5. NIC to provide KGSC software linkage to Revenue, Police, BBMP with their existing portal

The operational plan and activities as above targeted launch of the KGSC Act on a scheduled date as the end result. Ensuring effectiveness of the Act's implementation on the ground is an ongoing process with new challenges and lessons that are a mix of managerial and technical issues.

Workflow Process

For implementation to be successful, accountability for each step in the service delivery process has to be clear. Without clarity on workflow steps, it is not possible to find out who is accountable for delay, and in such cases the provision for penalty is meaningless.

In the case of SAKALA, workflows for all 375 services included in the Act have been prepared and made available in the public domain.

Employee Buy-in

Convincing government employees on the need to provide services in a time bound manner has been done with reasonable success through discussions with employees associations. One of the key issues highlighted during such discussions has been the realization that the image of government servants in India has taken a severe beating in recent times and some semblance of dignity can to be restored through on-time delivery.

Ongoing training programs focused on developing workflows for each service enabled employees to openly discuss if the provisions for time-bound delivery were really intimidating and what could be done to reduce the fear. Many times, when frontline employees understood the implementation nitty-gritty, they realized that the provisions

would serve to discipline all levels, including their seniors who may also be responsible for delays.

Methodology adopted for Case Writing

This case study has been developed on the basis of material available with DPAR Karnataka and the understanding developed by author during her role as resource person used by ATI, Mysore to conduct training workshops in districts before rollout of SAKALA implementation. Since then, owing to her interest in the subject of government service quality, authors have maintained contact with DPAR and ATI Mysore and receive information about key developments on an ongoing basis. The co-author is Secretary DPAR (AR) and in her capacity as Mission Director, she has in depth knowledge and understanding of the initiative right from its very beginning.

Tables

Table 1: States with Legislation on Time Bound Services to Citizens....	8
Table 2: Using SAKALA System for Decision Support	18
Table 3: SAKALA Mission Organizational Structure as on March 31, 2013	19
Table 4: University of Chicago Study on SAKALA	23
Table 5: Reduction in complaints after inclusion under SAKALA	26
Table 6: Reaching out to working population in Bengaluru	28
Table 7: Analytical Summary	30
Table 8: SAKALA Operational Plan	33

Table of Figures

Figure 1: SAKALA Display Board/Home Page Graphic	10
Figure 2: SAKALA Services Sample Display Board	11
Figure 3: Service Procedure for 'Issue of Boiler Certificates on Annual Inspection'	13
Figure 4: Process Workflow for 'Issue of Boiler Certificates on Annual Inspection'	13
Figure 5: GSC Number Generation Process	14
Figure 6: Screenshot for data entry on receipt of application	15
Figure 7: Format of GSC Acknowledgement Slip	16
Figure 8: Screenshots for Tracking Application Status	17
Figure 9: SAKALA Logo	20
Figure 10: Project Evolution	24
Figure 11: Monthly application disposal graph	26
Figure 12: Misplaced SAKALA Banner	30
Figure 13: Changes in DWCW Services List	32

List of Annexures

- Annexure 1: Schedule of Initial Briefings for Secretariat Officers
- Annexure 2: Structure of Two-day Workshops held in Districts
- Annexure 3: Key Provisions of KGSCA and Rules
- Annexure 4: Distribution of Applications received through SAKALA software
- Annexure 5: Sample content of Beedhi Natak on SAKALA
- Annexure 6: Compilation of SAKALA Appreciation Letters
- Annexure 7: Citizen Feedback received by SAKALA Mission

Abbreviations

CS	Chief Secretary
DPAR	Department of Personnel and Administrative Reforms
DSS	Decision Support System
FAQs	Frequently Asked Questions
G2C	Government to Citizen
GoK	Government of Karnataka
GSC no.	Guarantee of Services to Citizens number
KAS	Karnataka Administrative Service
KGSCA	Karnataka Guarantee of Services to Citizens Act
NIC	National Informatics Centre

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Project Case Fact Sheet

Item	Description
Sector	Citizen Services across Multiple Departments
Stakeholders	<ul style="list-style-type: none"> - Citizens of Karnataka - Employees of Government of Karnataka - State Government - 30 Departments and Institutions
Calendar of Major Events	2011: Notification of Act
	2012: Notification of Rules
	2012: Software Go-Live
Channels of Delivery	<ul style="list-style-type: none"> - Internet from home or office - Kiosks
Estimated Investment	` 15 crores



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