Chapter – 8

**Women and Child Development Department**

The Women and Child Development Department [W&CDD] of the Government of Karnataka has hosted the RTI proactive disclosure manual in its website. The manual is available only in Kannada.

The proactive disclosure manual or handbook of any public authority should normally start with a brief historical background about its origin, growth etc. Thereafter the vision and mission statement of the public authority should find mention in the manual. The logo of the State Government along with the logo of the public authority (if different) should be printed in the first page. A preface or introduction written by the head of the public authority explaining in brief the purpose of the manual should form part of the manual. It should be signed, dated and the place of issue mentioned. Though the manual need not contain the provisions of the RTI Act, it is additional information that may be included to assist information seekers. An overview of the RTI Act highlighting the procedure followed for obtaining information, the amount to be remitted etc. should be included in the manual. However the Manual of W&CDD as available on its website does not contain any of this information.

**‘A’ Category Indicators (High Importance)**

As per the Audit Methodology TEN indicators have been identified for evaluating A Category. The Manual of is evaluated against these indicators.

**1.**  **Language of the Manual**

The Manual is available only in English.

**Recommendation: T**he Manual needs to be prepared in Kannada and hosted on the website, besides making it available through other means.

**2**. **When was the Manual updated?**

The RTI Act requires the public authority to update the Manual periodically. There is no information about when the Manual was updated. It appears that the Manual has not been updated even for once after it was hosted in the website. There is no date stamp on the website.

**Recommendation: T**he W&CDD needs to take suitable action to update the Manual at least once in a year indicating the date when it was updated.

**3.**  **Dissemination of information**

The manual of W&CDD is available only on its website. It has not been displayed on the notice boards anywhere in the State.

**Recommendation: T**he department needs to take steps to put up a notice board and display the details of the PIO/APIO and Appellate Authorities and also the Manual. The details of the official from whom the Manual can be obtained, the cost etc. to be displayed in the website as well as in the notice board of the department and its offices.

The department officials must be informed that RTI Manual should be made available on request and there is no necessity for citizens to ask for a copy only through the RTI Act.

**4**. **Procedure followed in decision making**

The decision making process in a public authority is crucial for promoting transparency. Under Section 4(1) (b)(iii) of the RTI Act public authorities are required to publish the ‘procedure followed in the decision making processes including channels of supervision and accountability’. This requirement is included in order to overcome a specific problem citizens face in the course of their interaction with the authorities/case workers. The ignorance on the part of the citizens about the rules and regulations and the chain of decision-making has lead to corruption and bribery. Hence it is important that the decision-making process is explained in the Manual.

However the Manual of W&CDD does not indicate in clear terms the procedure followed in decision making. The Manual simply states that each of the officials will follow the procedures prescribed by the Department while discharging their duties.

**Recommendation:** The W&CDD needs to make a list of its important functions and duties and delineate the procedure to be followed in decision-making for each of these functions and duties, and identify the officials involved in the decision-making process. A summary of this process is to be incorporated in the manual. The object of this section of the Manual is to provide the citizen with full and accurate information as to how decisions are made at each step so that the citizens understand the procedures and need not spend his time and energy in identifying the official who takes a decision.

**5**. **Norms for discharge of functions**

Under this head public authorities are expected to publish the details of the services rendered by them, the procedure to be followed, the documents to be submitted, the time limits within which the service will be delivered, the responsibilities of the officials who are designated to provide the service etc. The norms are akin to Citizens’ Charters. Norms are standards against which accountability in the decision-making process may be demanded. In the absence of norms every action is likely to be coloured by arbitrariness. However the Manual does not provide full information about the norms fixed for discharge of its functions.

**Recommendation:** The W&CDD Manual needs to include its Citizens’ Charter and also provide links to the various laws/legislation it is bound to follow. Each of the functions of the department is to be identified and listed out. Further the department has to evolve norms for these functions. If the department has published the Citizens’ Charter the same may be incorporated in the Manual.

**6**. **Budget allocated for each agency including all plans, proposed expenditures and disbursements made, etc**.

Information about the budget allocated to the public authority and how it is proposed to be spent should be made known to the public. Fiscal transparency builds confidence among the citizenry and they will be able to monitor proper use of the taxpayer’s money. Though the Central and State Budgets are available easily, the same is not the case with budgets for local institutions. For instance the budget allocated to the district hospital, police station or a government owned educational institution is rarely made public. The intention of the law-makers in including this provision is to ensure that local people know how much money is allocated to their village, taluk, district etc. and for what purpose.

Under this category the public authority has to give full details of budget and actual expenditure for the previous year, its budget and proposed expenditure for the current year, . The information to be provided should include the following: Name of the scheme/head, activity, date of commencement of the activity, date of completion as per plans and actual date of completion, amount proposed and sanctioned, amount released, amount actually spent.

The Government of Karnataka has introduced the Monthly Programme Implementation Calendar (MPIC) which requires each of the public authorities to prepare the monthly budget, financial and physical progress for each of the schemes. It also reveals the performance or non-performance of the public authority. More information about MPIC is available at: <http://www.kar.nic.in/finance/mpic/planmon.htm>. The manual gives complete details of the budget both at the state and district level and includes allocations made for various programmes. The budget for 2010-11 is available.

**Recommendation:** The MPIC should also be hosted in the website.

**7.** **Manner of execution of subsidy programmes**

There is no mention of subsidy programs by the department. However, the department runs several schemes for women and children which surely have a subsidy component.

**Recommendation**: Details of subsidy schemes for women and children, women’s self-help groups, skill development and self-employment programmes, etc., manner of execution of these programmes, the eligibility criteria, the amount of subsidy or benefit, the list of beneficiaries, etc., need to be disclosed.

8. **Particulars of recipients of concessions, permits or authorizations granted**

The proactive disclosure Manual should reflect the particulars of various concessions, permits, licences, contracts, etc., granted along with the eligibility criteria, the documents to be furnished and other details. There is no mention about this information. The department is known to have given contracts for the supply of supplementary food under the ICDS scheme, etc.

**Recommendation:** Details of all contracts, MoUs, PPPs, licences, etc.issued need to be disclosed here.

9. **Are important policies or decisions which affect public informed to them**

**[Sec 4(1)(c)**

10**. Are reasons for administrative or quasi-judicial decisions taken**

**communicated to the affected persons [Sec 4(1)(D)]**

The Manual does not contain the above two categories of information. It is recommended that the department will identify the requirements under various legislations it has to follow and list out in the Manual.

**‘B’ Category Indicators (Medium Importance)**

Under this category EIGHT indicators have been identified against which the Manual is evaluated.

**1**. **Form of accessibility of information Manual**

The manual containing the proactive disclosure needs to be made available to the citizens. Easy accessibility is the hallmark of transparency. The Manual of the W&CDD department is not available in any other form except on the internet. It was given to understand by the officials that if a request under RTI Act is made, copies of the Manual may be provided.

It is recommended that the department take steps to make available in other forms.

**2.** **Whether the Manual is available free**

Since the Manual is not available in any other form, except in the website, the question whether it is free of cost or not does not arise.

**3**. **Rules, Regulations, instructions etc. used by the Public Authority**

Public Authorities are supposed to follow several Rules, Regulations, instructions and other legal instruments for discharging their day to day obligations. These rules and regulations provide a benchmark to evaluate whether the public authorities are functioning as per the legal framework prescribed. Hence the RTI Act requires the public authorities to disclose the list of rules, regulations etc. which they are supposed to follow. The public can monitor the functioning of public authorities by using this information.

The Manual has listed out the rules, regulations and records held by it. However the Manual does not inform who holds these documents and how a citizen can access it.

It is recommended that the Manual provide information in the following format

|  |  |  |  |
| --- | --- | --- | --- |
| No. | Name of the Rules/Regulations/documents | Name of the official who holds the documents | Procedure to be followed to access the documents |
|  |  |  |  |

**4.** **Categories of documents held by the authority under its control**

Under this clause the Public Authorities are required to list out the documents held by it under its control. Though the public authorities cannot list out all the documents, those that are of public importance and that which has a bearing on the services provided to the public are to be listed out and published. The Manual contains the list of registers, books and other documents. However the information is incomplete in the sense that it does not indicate who hold’s or control’s, which document and how the public can access it.

It is recommended that the information about the list of documents held by H&FW is provided in the following format:

|  |  |  |  |
| --- | --- | --- | --- |
| No. | Category of the document | Title of the document | Designation and address of the custodian (held by/under the control of whom) |
|  |  |  |  |

**5**. **Information available in electronic form**

This clause and Section 4(1)(A) of the RTI Act are interlinked. While this clause requires the public authority to inform the public about the documents/information available in electronic form, Section 4(1)(A) requires the public authority to catalogue and index the records and host it on the website.

The Manual says that information in electronic form is available in its website. Though the website contain some information, it needs to be updated and made user friendly. It is recommended that the Manual is updated / redrafted by including details of information available in electronic form. The following format is suggested.

|  |  |  |
| --- | --- | --- |
| Electronic format | Contents or title | Designation and address of the custodian of information (held by whom) |
| Compact disc, Email, Internet | Register of complaints, citizens charters, projects, budget | Name of the Official who holds this information |

**6**. **Particulars available for citizens for obtaining information [Sec 4(1)(b)(xv)]**

Public Authorities are required to put in place a system where information is provided through various means. It is not that citizens have to follow the RTI route to obtain information. Using RTI Act should be a last resort of the citizen. Public authorities can install sufficient notice boards’ use ICT to send messages, open May I Help Counters, fix up a particular time for officials to meet the public etc. Keeping Suggestion and Complaint Boxes at strategic places is another way of getting to know what people want.

The Manual of W&CDD department has no information on this item.

7. **Any other information as may be prescribed**

8. **Details regarding receipt & disposal of RTI application**

The Manual under review do not contain information on the above issues.

It is recommended that the information about the number of applications received, disposed off, nature of information sought, appeals, penalties levied etc. are included in the Manual. This is not a difficult proposition since the department is required to submit annual reports to the Secretariat of the Department to facilitate the KIC to prepare its report. A copy of the same may be included in the Manual.

**‘C’ Category Indicators (Low Importance)**

Under this category SEVEN indicators have been identified against which the Manual is evaluated.

1. **Particulars of its organisation, functions and duties [Sec 4(1)(b)(i)**

Under this clause the Public Authority is required to disseminate information about the structure of the organisation, its functions, objectives, duties and responsibilities etc. A copy of the Organisation Chart can be a supporting document. The Manual should contain the Vision Statement, Mission Statement along with a brief historical background. The required information and organisation chart is included in the Manual. However the vision and mission statements are missing. So also the brief historical introduction about the department is not available.

It is recommended that the department cull out from its records the historical growth of the department, its objectives, mission and vision statements and include an introductory section in the Manual.

2. **Powers and duties of its officers & employees (Sec 4(1)(b)(ii)]**

The list of officials based on their post is listed out in the Manual along with their duties. But it is too general and vague. The information provided is too short and a citizen will not be able to know exactly the powers and duties of each of the officials. The intention of the RTI Act under this section is to make public the full and complete authority and responsibilities of each of the officials in the public authority. A citizen should be able to identify any lapse on the part of the official in executing his duties.

It is recommended that the powers of all the officials are classified under Administrative, statutory and Financial categories and explained in detail. Besides, the Delegation of Powers of the department should also be explained in the Manual.

3. **Consultation with or representation of the public in policy formulation** **or**

**implementation [Sec 4(1)(b)(vii)]**

One of the objectives of RTI Act is to promote active participation of the citizens in the activities of the public authority. The larger goal of RTI is to enhance citizen participation in governance. The success of such participation depends on the initiatives of the public authority in constituting advisory committees, task force, working groups etc. through which citizens can participate. The manual of this department says that whenever a new law or rule is made or a policy decision is taken, the public are consulted and experts in the relevant field are invited to give their suggestions.

**Recommendation:** Details of the Bal Vikas Samithis attached to each anganwadi, their structure and manner of constitution, roles and responsibilities, etc. need to be provided here.

4. **Boards, councils, committees & other bodies constituted (Sec 4(1)(b)(vii)**

The W&CDD has given full details of all the boards, councils, committees etc. constituted by it. Besides, the manual gives the object of the councils and its activities in brief.

5. **Directory of officers and employees (Sec 4(1)(b)(ix) and**

6. **Monthly remuneration received by officers and employees including**

**system of compensation [Sec 4(1)(b)(x)]**

The Manual contains the directory of the officials and employees.

**Names, designation and other particulars of public information Officers [Sec 4(1)(b)(xvi**)

The names of the public information officers and Appellate Authorities are provided in the Manual.

**Grading Methodology**

|  |  |  |
| --- | --- | --- |
| GRADES | FINAL SCORE | WHAT DOES IT MEAN |
| A | 81% - 100% of  Maximum possible | Highly transparent and RTI Complaint |
| B | 61% - 80%  of Maximum possible | Reasonably transparent and RTI Complaint |
| C | 41% - 60%  of Maximum possible | Limited transparency and compliance with RTI |
| D | 0-40% of  Maximum possible | Poor levels of transparency and compliance with RTI |

**Evaluation Result**

The proactive disclosure Manual of Women and Child Development Department, Government of Karnataka, Bangalore has been evaluated [Annexure – 1] The Manual has secured a total weighted percentage of **55** and accordingly given **‘C’** grade. It means that the Manual is poor in terms of transparency and compliance with RTI.

**ANNEXURE - 1**

**EVALUATION PROFORMA**

**Name of the Public Authority being Audited/Evaluated**

Department of Women and Child Development,M.S.Buildings, Dr.Ambedkar Veedhi, Bangalore-560001

**Documents Referred:**

1. Proactive Disclosure as available on the website

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **No.** | **Parameter** | **Requirement** | **Rating Scale** | **Score** | **Remarks** |
| 1 | Language in which Information Manual/Handbook available | * English * Vernacular | * Both in English and Vernacular: 2 * In one language only: 1 * Not available: 0 | 1 |  |
| 2 | When was the information Manual Handbook last updated | * Annual updation | * During last 1 year:2 * More than 1 year:1 * Not updated at all: 0 | 0 |  |
| 3 | Dissemination of information widely and in such form and manner which is easily accessible to the public  [Sec 4(3)] | * Notice boards, newspapers, public announcements, internet etc | * At least two means of communication:2 * Only one means of communication:1 * No means of communication: 0 | 1 |  |
| 4 | Procedure followed in decision making process [Sec 4(1)(b)(iii)] | * Process of decision making * Final decision making authority * Related provisions, acts, rules etc * Time limit for taking a decision, if any * Channels of supervision & accountability | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 2 |  |

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **No.** | **Parameter** | **Requirement** | **Rating Scale** | **Score** | **Remarks** |
| 5 | Norms for discharge of functions [Sec 4(1)(b)(iv)] | * Nature of functions, services offered * Norms/standards for functions/service delivery * Time-limits for achieving the targets * Reference document describing the norms | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 1 |  |
| 6 | Budget allocated to each agency including all plans, proposed expenditure and reports on disbursements made etc  [Sec 4(1)(b)(xi)] | * Total budget for the public authority * Budget for each agency * Revised budget, if any * Report on disbursements made and place where the related reports are available | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 2 |  |
| 7 | Manner of execution of subsidy programmes  Sec [4(1)(b)(xii)] | * Name of the program * Objective of the program * Procedure to avail benefit * Duration of the scheme * Physical and financial targets of the program * Eligibility criteria for grant of subsidy * Details of beneficiaries of subsidy program | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | NA |  |
| 8 | Particulars of recipients of concessions, permits or authorizations granted by the public authority  [Sec 4(1)(b)(xiii)] | * Concessions, permits or authorizations, granted by public authority * For each concessions, permit or authorization granted * Eligibility criteria * Procedure for getting the concession/grant and or * permits or authorizations | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | NA |  |

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
|  |  | * Name and address of the recipients given concessions/permits or authorizations * Date of award of concessions/permits or authorizations |  |  |  |
| 9 | Are important policies or decisions which affect public informed to them?  [Sec 4(1)(c)] | * Publish all relevant facts while formulating important policies or announcing decision which affect public | * At all times: 2 * Sometimes:1 * Never: 0 | 1 |  |
| 10 | Are reasons for administrative or quasi-judicial decisions taken, communicated to affected persons [Sec 4(1)(d)] | * Provide reasons for its administrative or quasi judicial decisions to affected persons | * At all times: 2 * Sometimes: 1 * Never: 0 | 1 |  |
| Category Score (A)  (Sum of Scores across all A Category parameters) | | | | 9 |  |
| Maximum possible Category Score  Sum of maximum scores across all ‘applicable parameters’  Category Percentage (A)  [Total Score (A)/Maximum Score Possible] X 100 | | | | 18  50% |  |

**‘B’ Category Parameters (Medium Importance)**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **No.** | **Parameter** | **Requirement** | **Rating Scale** | **Score** | **Remarks** |
| 1 | Form of accessibility of information Manual / handbook | * Electronic format * Printed format | * In both formats:2 * In one format only:1 * Not available:0 | 1 |  |
| 2 | Whether information Manual/handbook available free of cost | * Free or * At a reasonable cost of the medium | Cost at which available   * Free: 2 * At reasonable cost: 1 * At high cost: 0 | 1 |  |
| 3 | Rules, regulations, instructions, manuals and records for discharging functions | * Title and nature of the record/manual/instruction * Gist of contents | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 2 |  |
| 4 | Categories of documents held by the authority under its control | * Title of the document * Category of document * Custodian of the document | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 2 |  |
| 5 | Information available in electronic form | * Details of information available in electronic form * Name/title of the document * Location where available | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 2 |  |
| 6 | Particulars of facilities available to citizens for obtaining information | * Name and location of the facility * Details of information made available * Working hours of the facility * Contact person and contact details (Tel, fax etc) | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 0 |  |
| 7 | Such other information as may be prescribed under Section 4(1)(b)(xvii) | * Citizens Charter * Grievance Redressal Machinery * Details of applications received under RTI Act * List of completed schemes, projects, programs | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 0 |  |

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
|  |  | * List of schemes, projects, programs underway * Details of all contracts entered into including name of the contractor, amount of contact and period of completion of contract * Any other information |  |  |  |
| 8 | Receipt & disposal of RTI applications | * Details of applications received under RTI and information provided | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 0 |  |
| Category Score (B)  (Sum of Scores across all B Category parameters) | | | | 8 |  |
| Maximum possible Category Score  Sum of maximum scores across all ‘applicable parameters’  Category Percentage (B)  [Total Score (B)/Maximum Score Possible] X 100 | | | | 16  50% |  |

**‘C’ Category Parameters (Low Importance)**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **No.** | **Parameter** | **Requirement** | **Rating Scale** | **Score** | **Remarks** |
| 1 | Particulars of its organisation, functions and duties | * Name and address of the organisation * Head of the organisation * Key objectives * Functions and duties * Organisation chart * Any other details | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 2 |  |
| 2 | Powers and duties of its officers and employees | * Powers and duties of officers (administrative, financial and judicial) * Powers and duties of other employees * Rules/orders under which powers and duties are derived | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 1 |  |
| 3 | Particulars of any arrangement for consultation with or representation by the members of the public in relation to the formulation of policy or implementation thereof | * Relevant rule, circular etc * Arrangement for consultation with or representation by the members of the public in policy formulation /policy implementation | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 2 |  |
| 4 | Boards, councils, committees and other bodies constituted as part of the public authority | * Powers and functions * Whether their meetings are open to the public? * Whether the minutes of the meeting are open to the public * Place where the minutes if open to public are available? | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 2 |  |
| 5 | Directory of officers and employees | * Name and designation * Telephone, fax and email ID | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 2 |  |

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **No.** | **Parameter** | **Requirement** | **Rating Scale** | **Score** | **Remarks** |
| 6 | Monthly remuneration received by officers and employees including system of compensation | * Name and designation of the employee * Monthly remuneration * System of compensation as provided by its regulations | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 2 |  |
| 7 | Names, designations and other particulars of public information officers | * Name and designation of the PIO, APIO and AA * Address, telephone numbers and email ID of each designated official | * Fully disclosed: 2 * Partially disclosed: 1 * Not disclosed: 0 | 2 |  |
| Category Score [C]  [Sum of scores across all C category parameters] | | | | 13 |  |
| Maximum Possible Category Score  Sum of Maximum Scores across all ‘applicable’ parameters | | | | 14 |  |
| Category Percentage [C]  Total score[C]/maximum Score Possible] X 100 | | | | 92% |  |

## Generating the Final Score and Grade for the Public Authority

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Sl.No. | Percentage | Percentage  Obtained | Weightage | Weighted  Percentages |
|  | 1 | 2 | 3 | [2 X 3] |
| 1 | A Category Parameters | 50 | 0.5 | 25 |
| 2 | B Category Parameters | 50 | 0.3 | 15 |
| 3 | C Category Parameters | 92 | 0.2 | 15 |
| Final Score  [Sum of weighted percentages across A, B & C Categories] | | | | 55 |
| GRADE | | | | **D** |