

Rezorze Research Foundation

[A not – for – profit Trust]

Saturday, 21 June, 2014

The Secretary
Karnataka Legislative Assembly
Vidhana Soudha Bangalore 560001

Respected Sir,

Sub: Performance Analysis of XIV Karnataka Legislative Assembly – Session 1 to 3

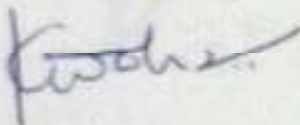
We thank you for your help and encouragement to conduct an analysis of the individual performance of the first three sessions of the XIV Karnataka Legislative Assembly. We thank you and your staff for providing us the raw data in our efforts.

Please find attached a copy of the final report published as a part of the exercise. You may find our comparison of the performance of our legislature with the Lok Sabha interesting.

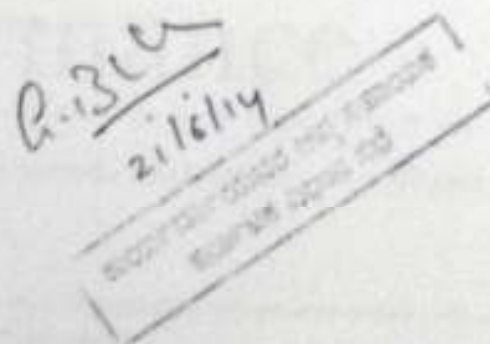
This is for your official records

Thanking you once again

Yours' sincerely



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Karnataka Legislature Performance

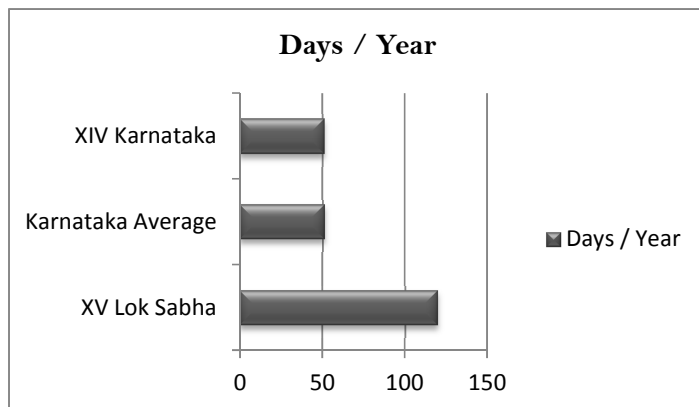
Performance of XIV Karnataka Legislature – I to III Sessions

This empirical report is a celebration of legislature performance of Karnataka Legislative Assembly members in the first three sessions of the XIV Assembly.

Introduction

Most legislative work happens behind the scenes. Voters expect legislators deliver miracles, but the job involves huge work and frustrations. The few show horses draw the media and spotlight, while most members work silently in the background. Rezorce is focused on highlighting the trends, achievements and failures. We believe that a small percentage in performance improvement will assure a large change in the lives of people. We celebrate the performance of our M.L.A.s this last year.

Sessions and Work



The first thirteen Karnataka Assembly has met on an average 247.4 days and an annual average of 50.9 days. The current assembly has met 51 days.

In terms of performance, the annual average of XV Lok Sabha [Manmohan Singh 2nd government] was the worst in Lok Sabha history. It was 119.4 days. Karnataka is less than 50% of the worst Lok Sabha.

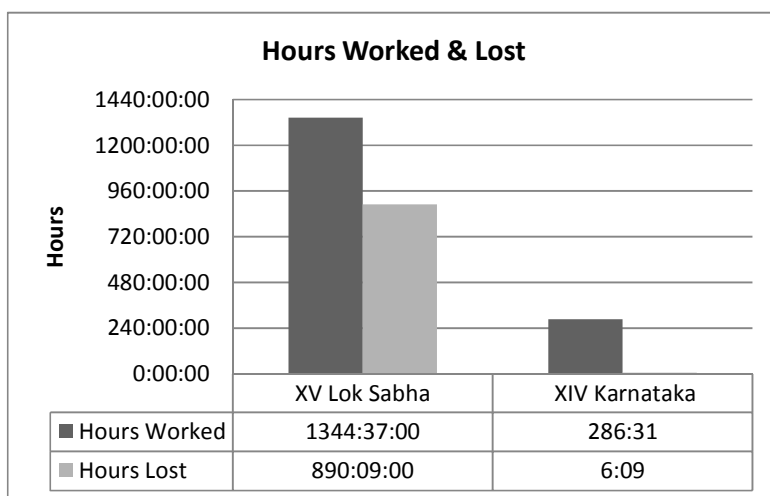
The V Karnataka Assembly between 1972 and 1977 [coinciding with Emergency and when Devaraj Urs was the Chief Minister] recorded the best performance in Karnataka history meeting on an average of 85.4 days / year. The current Assembly is meeting just 60% as compared to the best.

Hours Worked & Lost

One of the most remarkable things about the state is the efficiency and maturity of our legislators, so far. 30.83% of XV Lok Sabha was wasted due to interruptions. Karnataka Assembly lost just over 6 hours.

There were three interruptions in the year

- Absence of ministers and officials [00:11]
- Due to farmer's suicide [05:11]
- YSV Datta's comments on Upper Krishna Project [00:10]



The Assembly was adjourned for ten minutes due to mike outage in Belgaum. That incident has not been considered in this report as disruption.

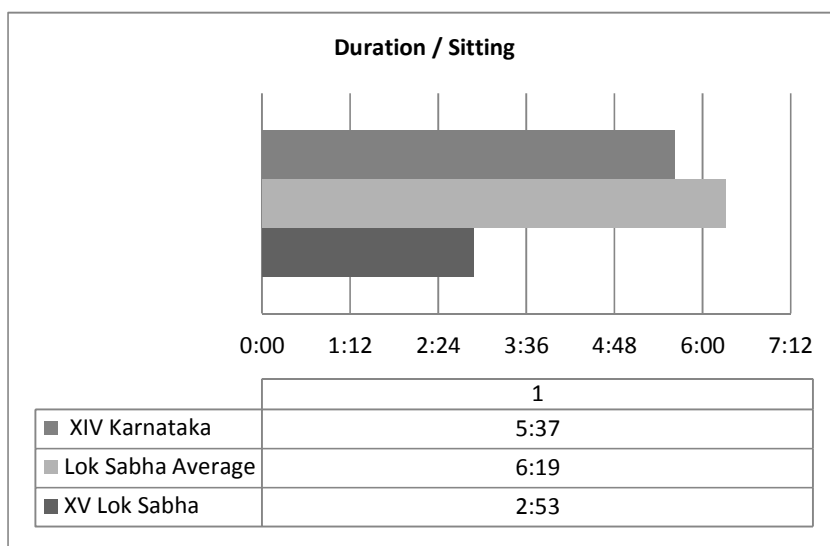
The difference between the Lok Sabha and Karnataka Assembly is one of intent and approach. In Lok Sabha, disruptions have become a disease. Different parties disrupt on consecutive days on different issues. None of the issues are ever discussed in Parliament and there is no governmental or opposition dialogue on the matter for resolution. There is no accountability for time wastage.

In Karnataka Assembly, when an issue appears to go out of hand, the speaker is able to get the parties to agree to a resolution. The issue on dispute is debated on the Floor. It helps that all the three principal parties have been in power and understand the pains of running the Assembly.

Duration / Sitting

The Karnataka State Assembly meets for **5 hours and 37 minutes** on an average day.

This is nearly twice the time that Parliament met over the last five years [2H : 53M], but less than the average time Parliament has met since the I Lok Sabha [6H : 19M].



Questions

There were **540 starred questions and 5,900 unstarred questions** in the year. This comes to an average of 2.4 questions / member. The number of starred questions is limited to 15 questions / day. The efficiency of the Assembly goes up only through more sittings and not otherwise.

Some observations on the question hour:

1. The question hour should ideally be an hour. There are instances where the question hour has extended beyond 2½ hours. This is due to large number of supplementary questions and lengthy answers. There was just a single “Half – Hour Discussion” in the year. It is a parliamentary best practice to convert lengthier questions into half – hour discussions.
2. The Rules suggest that questions with lengthy answers or detailed statistics do not qualify as a starred question. This Rule is sometime violated.

3. In the Lok Sabha, Supplementary Questions are asked by members in just 9.54% of the cases [590 supplementary questions for 6,181 starred questions].
In Karnataka Assembly, there were just 54 questions where supplementary questions were not asked in the Assembly. In most of these cases, the member concerned was not present in the House during question hour. The efficiency percentage is 90% [486 out of 540]. It not only suggests active involvement, but also better preparation by the member.
4. The State Assembly has a tradition of one member standing – in for another absent member, when a question is answered on the Floor of the Assembly. The substitute member either belongs to the same District [even if another political party] or same Party. He even asks supplementary questions. This kind of co-operation is not seen in Lok Sabha.
5. With respect to un-starred questions, the average number of questions / member is 30.12. In the XV Lok Sabha, the national average was 28.07 questions /member / year. In respect of over-sight, the state performance is better than national average
6. The performance of Karnataka MPs was nearly twice the national average. The 28 members [with exception of three ministers] were 57.32 questions / member / year in the last 5 years. In comparison, the performance of Karnataka MLAs is not impressive.

Questions - Member – wise Performance

The following twenty eight [28] members have not asked even a single question during the year. An Ex – Chief Minister, ex - ministers and senior members are part of this list.

MEMBER	CONSTITUENCY	DISTRICT
A. VENKATESH NAIK	DEVADURGA	RAICHUR
APPAJI. M.J	BHADRAVATI	SHIMOGA
ASHOK MAHADEVAPPA PATTAN	RAMDURG	BELGAUM
B.B. NINGAIAH	MUDIGERE	CHIKAMAGALUR
B.G. GOVINDAPPA	HOSADURGA	CHITRADURGA
B.Z.ZAMEER AHMED KHAN	CHAMRAJPET	BANGALORE
C P YOGESHWARA	CHANNAPATNA	RAMANAGARAM
CHANNABASAPPA SATYAPPA SHIVALLI	KUNDGOL	DHARWAD
CHIMMANAKATTI BALAPPA BHIMAPPA	BADAMI	BAGALKOT
D. G SHANTANA GOWDA	HONNALI	DAVANAGERE
D.SUDHAKAR	HIRIYUR	CHITRADURGA
FAIROZ NURUDDIN SAITH	BELGAUM UTTAR	BELGAUM
G.HAMPAYYA SAHUKAR BALLATAGI	MANVI	RAICHUR
H D KUMARA SWAMY	RAMANAGARAM	RAMANAGARAM
INAMADAR DANAPPAGOUDA BASANAGOUDA	KITTUR	BELGAUM
JARKIHOLI RAMESH LAXMANRAO	GOKAK	BELGAUM
K.SHADAKSHARI	TIPTUR	TUMKUR
K.SHIVAMURTHY	MAYAKONDA	DAVANAGERE
PRIYAKRISHNA	GOVINDRAJ NAGAR	BANGALORE
PRIYANK KHARGE	CHITTAPUR	GULBURGA
R. VATHUR PRAKASH	KOLAR	KOLAR
R.V. DEVRAJ	CHICKPET	BANGALORE

MEMBER	CONSTITUENCY	DISTRICT
S. JAYANNA	KOLLEGAL	CHAMARAJANAGAR
S. RAGHU	C.V. RAMAN NAGAR	BANGALORE
SA.RA.MAHESH	KRISHNARAJANAGARA	MYSORE
SMT. VINISHA NERO	NOMINATED	NOMINATED
T.H. SURESH BABU	KAMPLI	BELLARY
VADNAL RAJANNA	CHANNAGIRI	DAVANAGERE

The members with the best performance are:

Starred Questions

MEMBER	QUESTIONS	CONSTITUENCY	DISTRICT
P.RAJEEV	16	KUDACHI	BELGAUM
TANVEER SAIT	13	NARASIMHARAJA	MYSORE
MALLIKARJUN SIDRAMAPPA KHUBA	12	BASAVAKALYAN	BIDAR
APPAJI URF CHANNABASAVARAJ SHANKARAO NADAGOUD	10	MUDDEBIHAL	BIJAPUR
C T RAVI	10	CHIKMAGALUR	CHIKAMAGALUR
U. B. BANAKAR	10	HIREKERUR	HAVERI
GURUPADAPPA NAGAMARPALLI	9	BIDAR	BIDAR
N.CHALUVARAYASWAMY (SWAMY GOWDA)	9	NAGAMANGALA	MANDYA
H.C.BALAKRISHNA	9	MAGADI	RAMANAGARAM
M. RAJANNA	9	SIDLAGHATTA	CHIKKABALAPURA

Un - starred Questions

MEMBER	QUESTIONS	CONSTITUENCY	DISTRICT
ESHWARA BHIMANNA KHANDRE	162	BHALKI	BIDAR
N.A.HARIS	160	SHANTI NAGAR	BANGALORE
GURUPADAPPA NAGAMARPALLI	156	BIDAR	BIDAR
MALLIKARJUN SIDRAMAPPA KHUBA	150	BASAVAKALYAN	BIDAR
GOPALAI AH .K.	147	MAHALAKSHMI LAYOUT	BANGALORE
C T RAVI	128	CHIKMAGALUR	CHIKAMAGALUR
SUDHAKARA LAL .P.R	115	KORATAGERE	TUMKUR
P.RAJEEV	110	KUDACHI	BELGAUM
SHIVANAND S PATIL	104	BASAVANA BAGEVADI	BIJAPUR
YV PATIL	103	INDI	BIJAPUR
V.SUNILL KUMAR	103	KARKAL	UDUPI
H.D REVANNA	103	HOLENARASIPUR	HASSAN

The most satisfying aspect of this list is the presence of senior leaders like HD Revanna, CT Ravi, Gurupadappa Nagamarpalli and Cheluvvaraya Swamy. There are also first timers like P. Rajeev, Shivanand Patil and Sunill Kumar in this list.

Debates

We have collated debate data in the same classification as Lok Sabha debates. While the form and powers are the same, the classification of some debates is defined by the rule number in the state Act. We have classified the debates into four parts. The debates figures are for member – participation and not absolute numbers.

The participation in terms of each debate is as follows:

Statutory Debates [Mandated by the Act]:

	DEBATE TYPE	NUMBER
Governor's Address	ರಾಜ್ಯಪಾಲರ ಭಾಷಣ	72
Condolences	ಸಂತಾಪ	44
Election	ಚುನಾವಣೆ	31
Minister Statement	ಸಚಿವರ ಹೇಳಿಕೆ	20
Committee Reports	ಸಮಿತಿಯ ವರದಿಗಳು	8
Congratulations	ಅಭಿನಂದನೆ	7
Privilege	ಹಕ್ಕು	4
Announcement	ಪ್ರಕಟಣೆ	1

1. There were two privilege motions moved by Ramesh Kumar and Manappa Vajjal
2. One day of the Session was dedicated to the memory of Nelson Mandela

Government Business

	DEBATE TYPE	NUMBER
Bills	ಶಾಸನ ರಚನೆ	300
Budget	ಅಯವ್ಯಯ	114
Message from Council	ಪರಿಷತ್ ಸಂದೇಶ	3

This is the core of government business. 28 Bills were passed and most members spoke on the Budget provisions.

Private Members Business

	DEBATE TYPE	NUMBER
Petitions	ಬೇಡಿಕೆಗಳು	3
RULE 351	ಅಧ್ಯಕ್ಷರ ಅಪ್ಪಣೆ ಮೇರೆಗೆ	571
Starred Questions	ಪ್ರಶ್ನೋತ್ತರ	504

RULE 69	ಸಾರ್ವಜನಿಕ ಮಹತ್ವದ ವಿಷಯ	316
RULE 73	ಗಮನ ಸೆಳೆಯುವ ಸೂಚನೆ	286
RULE 60	ನಿಲುವಳಿ ಸೂಚನೆ	114
Half Hour Discussions	ಅರ್ಧ ಘಂಟೆ ಚರ್ಚೆಗಳು	13
RULE 191	ಅಲ್ಪಕಾಲಾವಧಿ ಚರ್ಚೆ	7

Members use the opportunity to raise issues of their choice.

The determining aspect of Assembly debates are constituency and public works. 72% of the debates, by members across parties and regions, are on constituency related issues. Their participation makes them appear as constituency representatives and not Legislative Assembly Members of the state assembly.

48% of the debates relate to progress of some contract or another for their constituency. The issue may relate to budget allocation, allocation paper work or pending bills and payments. These are basically execution issues that are to be handled by the executive as per our constitution and not by a MLA.

Except for a handful of members, most people don't raise any policy related issues, which is the crux of legislative behavior. There is not even a single Private Member Bill presented by any member. There are ten private member resolutions accepted by the Committee, but has not been presented to the Assembly by the concerned member. This lack of legislative focus among members is disturbing.

Debates - Member – wise Performance

The list of best performing members unsurprisingly is the “who's who” of Karnataka politics. Most persons have either been Chief Ministers or are wannabe CMs. The only exception is KM Shivalinge Gowda, who has spoken on all available situations.

MEMBER	QUESTIONS	CONSTITUENCY	DISTRICT
T B JAYACHANDRA	216	SIRA	TUMKUR
SIDDARAMAIAH	125	VARUNA	MYSORE
JAGADISH SHETTAR	80	HUBLI-DHARWAD-CENTRAL	DHARWAD
V.SRINIVASA PRASAD	73	NANJANGUD	MYSORE
H K PATIL	58	GADAG	GADAG
H.D REVANNA	57	HOLENARASIPUR	HASSAN
K.M.SHIVALINGE GOWDA	52	ARSIKERE	HASSAN
H D KUMARA SWAMY	48	RAMANAGARAM	RAMANAGARAM
B.S.YEDIYURAPPA	45	SHIKARIPURA	SHIMOGA
DESHPANDE. R. V.	45	HALIYAL	U.KANNADA

1. The performance of T.B. Jayachandra as a Minister within the Assembly is extremely significant. He has been holding the fort for the government in almost all situations

2. The domination of senior politicians in the state within the Assembly is satisfying from a perspective of involvement, leadership and aggression. This is unlike Lok Sabha where the performance of most former CMs is poor. They seldom participate in debates or ask questions or even intervene in critical state related issues.
3. This domineering role by taller leaders has meant that junior members seldom get a chance to lead debates or participate in government business or legislative business. Parties should motivate reclusive junior members from atleast participating in ceremonial debates like condolences, presentation of committee reports and congratulatory debates, if not in government business.
4. Senior members like Ramesh Kumar intervene in debates and advise the House. This leads to a higher standard of functioning. This is a welcome sign,

The list of members who have not spoken in the Assembly in the last year include:

MEMBER	CONSTITUENCY	DISTRICT
A. VENKATESH NAIK	DEVADURGA	RAICHUR
ABBAYYA PRASAD	HUBLI-DHARWAD-EAST	DHARWAD
ANAND SINGH	VIJAYANAGARA	BELLARY
ANIL LAD	BELLARY CITY	BELLARY
APPAJI. M.J	BHADRAVATI	SHIMOGA
ARAVIND CHANDRAKANT BELLAD	HUBLI-DHARWAD- WEST	DHARWAD
ARVIND CHANDRAKANT PATIL	KHANAPUR	BELGAUM
ASHOK MAHADEVAPPA PATTAN	RAMDURG	BELGAUM
B. NAGENDRA	KUDLIGI	BELLARY
B.G. GOVINDAPPA	HOSADURGA	CHITRADURGA
B.M. NAGARAJA	SIRUGUPPA	BELLARY
B.Z.ZAMEER AHMED KHAN	CHAMRAJPET	BANGALORE
BASAVARAJ NEELAPPA SHIVANNANAVAR	BYADGI	HAVERI
BHARAMGOUD ALAGOUD KAGE	KAGWAD	BELGAUM
BHOJARAJ RAMCHANDRA	ALAND	GULBURGA
C P YOGESHWARA	CHANNAPATNA	RAMANAGARAM
C.PUTTARANGASHETTY	CHAMARAJANAGAR	CHAMARAJANAGAR
CHIMMANAKATTI BALAPPA BHIMAPPA	BADAMI	BAGALKOT
D. G SHANTANA GOWDA	HONNALI	DAVANAGERE
DATTATRAYA C. PATIL REVOOR (APPU GOUDA)	GULBARGA DAKSHIN	GULBURGA
FAIROZ NURUDDIN SAITH	BELGAUM UTTAR	BELGAUM
G.HAMPAYYA SAHUKAR BALLATAGI	MANVI	RAICHUR
G.MANJUNATHA	MULBAGAL	KOLAR
G.RAMKRISHNA	GULBARGA RURAL	GULBURGA
GOPALIAH .K.	MAHALAKSHMI LAYOUT	BANGALORE
H.P.RAJESH	JAGALUR	DAVANAGERE
HALADY SRINIVASA SHETTY	KUNDAPURA	UDUPI
INAMADAR DANAPPAGOUDA BASANAGOUDA	KITTUR	BELGAUM
IQBAL ANSARI	GANGAWATI	KOPPAL
JARKIHOLI RAMESH LAXMANRAO	GOKAK	BELGAUM
K.RAGHAVENDRA BASAVARAJ HITNAL	KOPPAL	KOPPAL

MEMBER	CONSTITUENCY	DISTRICT
M. KRISHNAPPA	BANGALORE SOUTH	BANGALORE
M.KRISHNAPPA	VIJAY NAGAR	BANGALORE
M.T.B. NAGARAJ	HOSAKOTE	BANGALORE RURAL
MAKBUL S BAGAWAN	BIJAPUR CITY	BIJAPUR
PRABHU B. CHAVAN	AURAD	BIDAR
PRIYAKRISHNA	GOVINDRAJ NAGAR	BANGALORE
R.V. DEVRAJ	CHICKPET	BANGALORE
S MUNIRAJU	DASARAHALLI	BANGALORE
S S MALLIKARJUNA	DAVANAGERE NORTH	DAVANAGERE
S. JAYANNA	KOLLEGAL	CHAMARAJANAGAR
S. RAGHU	C.V. RAMAN NAGAR	BANGALORE
VINAY KULKARNI	DHARWAD	DHARWAD

1. The list of 43 members has many ex – ministers and multi term members. Their non – participation in the House is both mystifying and eerie.
2. There are interesting cases like K. Gopalaiah of Mahalakshmi Layout, who has the highest number of questions, but seldom participates in debates. A bit of encouragement from the Party and personal push by leaders should motivate these persons and make them better legislators
3. A constituency loses opportunities when a member does not participate. If a member, after volunteering to represent the people and spending a sizeable amount to get elected does not speak in the House, then he is not doing justice to the lakhs of people who have voted for the person. If work can be done without representation, then the person who can represent must be given an opportunity. That is the responsibility of the party.

Attendance

It is astounding that there are 17 members with cent per cent attendance. They have attended all days of the session in both Bangalore and Belgaum,

MEMBER	CONSTITUENCY	DISTRICT	PERCENTAGE
KASHAPPANAVAR VIJAYANAND SHIVASHANKRAPPA	HUNGUND	BAGALKOT	100.00%
B.N. VIJAYAKUMAR	JAYANAGAR	BANGALORE	100.00%
B.A.BASAVARAJA	K.R.PURA	BANGALORE	100.00%
ASHOK MAHADEVAPPA PATTAN	RAMDURG	BELGAUM	100.00%
B.M. NAGARAJA	SIRUGUPPA	BELLARY	100.00%
T RAGHUMURTHY	CHALLAKERE	CHITRADURGA	100.00%
J.R.LOBO	MANGALORE CITY SOUTH	D. KANNADA	100.00%
KUMARASWAMY H.K.	SAKLESHPUR	HASSAN	100.00%
KOLIWAD K.B	RANIBENNUR	HAVERI	100.00%
K.G.BOPAIAH	VIRAJPET	KODAGU	100.00%
TANVEER SAIT	NARASIMHARAJA	MYSORE	100.00%
K.B. PRASANNAKUMAR	SHIMOGA	SHIMOGA	100.00%
K.SHADAKSHARI	TIPTUR	TUMKUR	100.00%
DR. RAFEEQ AHMED S.	TUMKUR CITY	TUMKUR	100.00%

MEMBER	CONSTITUENCY	DISTRICT	PERCENTAGE
ARBAIL SHIVARAM HEBBAR	YELLAPUR	U.KANNADA	100.00%
PRAMOD MADHWARAJ	UDUPI	UDUPI	100.00%
SMT. VINISHA NERO	NOMINATED		100.00%

In terms of attendance, the laggards, with minimum participation are as per table below.

1. Ministers don't sign registers and no information is about their attendance
2. Senior leaders like Santhosh Lad, DK Shiva Kumar and HD Kumaraswamy figure in this report.
 - a. DK Shiva Kumar hardly attended the sessions till he was made a minister.
 - b. Santhosh Lad began as a minister and the attendance during that period was not recorded. He has stopped participating since he was asked to leave
 - c. HD Kumaraswamy was a regular participant in debates when he was the Opposition Leader. He has since stopped active participation in Legislature since Jagadish Shettar took over.

MEMBER	CONSTITUENCY	DISTRICT	PERCENTAGE
SANTHOSH S LAD	KALGHATGI	DHARWAD	0.00%
S. RAGHU	C.V. RAMAN NAGAR	BANGALORE	23.53%
C P YOGESHWARA	CHANNAPATNA	RAMANAGARAM	25.49%
D.K. SHIVAKUMAR	KANAKAPURA	RAMANAGARAM	31.43%
IQBAL ANSARI	GANGAWATI	KOPPAL	35.29%
BALACHANDRA LAXMANRAO JARKIHOLI	ARABHAVI	BELGAUM	37.25%
MALLIKARJUN SIDRAMAPPA KHUBA	BASAVAKALYAN	BIDAR	37.25%
ANAND SINGH	VIJAYANAGARA	BELLARY	39.22%
HALADY SRINIVASA SHETTY	KUNDAPURA	UDUPI	39.22%
T.H. SURESH BABU	KAMPLI	BELLARY	41.18%
R. VATHUR PRAKASH	KOLAR	KOLAR	45.10%
ARVIND CHANDRAKANT PATIL	KHANAPUR	BELGAUM	50.98%
THIPPARAJU	RAICHUR RURAL	RAICHUR	50.98%
H D KUMARA SWAMY	RAMANAGARAM	RAMANAGARAM	51.85%
G.T. DEVE GOWDA	CHAMUNDESHWARI	MYSORE	58.82%

There are common names in all the three laggard lists. They may have good reasons why they are not participating in the Assembly. They have volunteered participation, canvassed with leaders for tickets, spent large sums of money on the election and won the confidence of lakhs of people. Their constituents deserve the representation that the Assembly provides. We only appeal to them to please participate in the Legislature

Bills

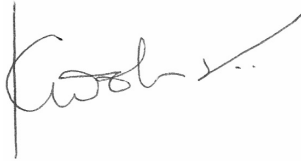
The XIV Legislative Assembly has passed 29 Bills so far. The Council has passed 27 of them and two are pending. A very unusual aspect of legislation in Karnataka Assembly is the speed of passage.

On an average, it took the Lok Sabha 382 days to pass a Bill. On introduction, the Bill goes through a review process in the departmental committee before its second passage in the Lok Sabha. The average time it takes the Karnataka Legislature [both Assembly and Council put together] is 2.4 days. Eight Bills have been passed in

both Houses within 24 hours. The speed of passage is deafening. There is a lesson for the country from the state.

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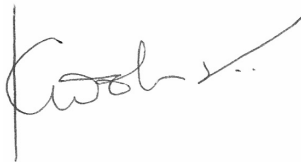
Rezorce publishes legislature performance at the end of every session for both Parliament and Karnataka Legislature. When nursery school students go through an evaluation process, there was no knowledge or appraisal of legislature / parliamentary performance. We are bridging the gap by studying every question and debate while compiling this report. If there is even a 1% increase in performance, we would consider our effort successful. Rezorce has published similar reports for the performance of the XV Lok Sabha.



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Legal Advisory

This report has been compiled with the help of the Karnataka State Legislative Assembly secretariat. We thank them for providing us with the raw data. All analysis is the responsibility of Rezorce Research Foundation. We take complete legal accountability for the information published in this report



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