This Annual Report presents the various activities and achievements of Public Affairs Centre during the eighth year of its operation. The year was a period of consolidation and scaling up of activities at the Centre. Few new projects were taken up. Attention was focussed on projects, which were strategic to the growth of PAC as a national institution.

This year marked the transition of the Centre's Report Cards, from focussing on local governments to address the nation as a whole through the work titled "State of India’s Public Services: Benchmarks for the New Millennium". This was India's first independent assessment of the quality of public services by citizens, and provides the platform for a paradigm shift in performance management and accountability in public service delivery.

We are grateful to all those individuals and institutions who have contributed to the growth of the Centre by their active participation and continued support.

An Annual Report of course tends to be brief in its comments on various activities. For more information our readers are welcome to visit our website www.pacindia.org.

Dr. Samuel Paul
Chairman
Introduction

Public Affairs Centre is an independent institution based in Bangalore, working towards improving the quality of governance in India. PAC’s focus is primarily on areas in which the public can play a proactive role in improving governance. PAC undertakes and supports research on public policy and services, disseminates research findings, facilitates citizen action support for collective action and provides advisory services to state and non-state agencies. Since 1994, the Centre has carried out a wide range of initiatives to strengthen civil society in its interaction with the state. These initiatives bring together research and action to influence the quality of governance.

The five-pronged strategy of the Centre includes:
- Research and Report Cards
- Advisory Services
- Advocacy and Citizen Action Support
- Capacity Building and Training
- Information Dissemination and Outreach

Overview

- The year 2001-2002 was a period of consolidation and scaling up of activities at the Public Affairs Centre (PAC). Very few new projects were taken up. Attention was focused on projects, which were strategic to the growth of PAC as a national institution.

- This year marked the transition of Report Cards, from local governments to the national platform, through the work titled “State of India’s Public Services: Benchmarks for the New Millennium”. This was India’s first independent assessment of the quality of public services by citizens, and provides the platform for a paradigm shift in performance management and accountability in public service delivery.

- The scalability and transferability of Report Cards has expanded significantly. The methodology is being applied for the first time to the farm sector, through a pilot project to develop tools for Report Cards on Irrigation Services.

- A series of experiments, since 1996, on improving citizen participation in elections has provided a well-integrated portfolio of tools. PAC has developed a Voter’s Guide to anchor this effort. The toolkit has been shared successfully with groups outside Bangalore, leading to independent initiatives in different parts of Karnataka modelled on PAC’s work.

- Long-term impact of PAC is being built through its work with children. This pioneering work with children, on civic awareness and action, has blossomed into the Children’s Movement for Civic Awareness. This movement reaches out to children, not only to look at immediate civic issues, but also to create social capital that will serve communities in the years ahead.

- Citizens have often felt compelled to comply with decisions and procedures on local issues because of the bureaucracy within governments. PAC’s initiative with "Citizen Panels" on key issues of local governance has
given rise to an alternative whereby a partnership between technical experts (who are now outside the government) and citizen representatives is available to explore, deliberate and initiate collective action, on various issues in the city. This model, which was first experimented with in 1997 on citizen monitoring of roads, has now been applied to diverse themes such as electricity tariff, building byelaws and property tax reform.

- The new research projects on which some preliminary work was carried out were, developing Report Card Tools for the Irrigation Sector and Report Card on Bhoomi Kiosks in Karnataka. Other important initiatives were Citizen Panels set up to review two critical areas of urban governance: Building Bye-Laws in Bangalore, and Reforms in Property Tax Administration. Discussions were also initiated to provide support for capacity building to undertake Report Card studies in Rwanda.

- The Ford Foundation announced its third institutional grant to PAC for the period 2002-05. In addition, the Ford Foundation has also made a significant contribution to the Corpus Fund, part of which will be available to support the Public Affairs Fellowships.

- Projects, which were in progress during the year, are listed below, and described in the following sections: Research and Advisory Services, Advocacy and Citizen Action Support, Capacity Building and Training, and Dissemination and Outreach.

**Research Projects & Advisory Services**
- Millennial Survey of Public Services in India
- Watch Your Ward Programme, Mumbai
- Benchmarking Industrial Sector Reforms in Karnataka
- Report Card on Irrigation Services
- Report Card on Bhoomi Project
- Elections in India: A Voters' Guide
- Citizens' Report Card on Municipal Services in Sehore
- Strengthening Municipal Financial Administration in Tumkur, Karnataka
- Governance Score Card in Bangladesh
- Capacity Building Support for Judicial Integrity Programme, Sri Lanka

**Advocacy and Citizen Action Support**
- Campaign on Citizen Participation in elections to Urban Local Bodies in Karnataka
- Campaign on Citizen Participation in Corporation elections in Bangalore
- SWABHIMANA
- Civic Clubs in 18 Schools
- Citizen Panel on Reform of Building Permission Procedures of BMP

**Capacity Building & Training**
- International Workshop on Report Card Methodology for the "Partnership for Governance Forum, Indonesia"
- Training Programme for Citizen Groups on Electoral Transparency Mechanisms
- National Workshop on Report Card Methodology

**Dissemination and Outreach**
- Public Eye
- Web Site
- Publications
- Open Houses
Millennial Survey of Public Services

The Millennial Survey was completed during 2001-02. This project, which is PAC's first national level report card survey, aimed to:

- provide a well focused and independent assessment of the state of the public services;
- establish a benchmark for measuring the progress and performance of these services over time.

The study consisted of:

- Survey of households to get a rating of selected public services on measures of quality, reliability, etc;
- Assessment of public facilities such as primary schools, clinics, fair price shops, etc in order to assemble some indicators of their functioning;
- Study of citizens' awareness of entitlements under the law, the extent to which they make use of the same and the constraints they experience.

The Millennial Survey on public services covered around 37,000 households and the field work was completed in August 2001. The PAC team made field checks in Andhra Pradesh, Karnataka, Kerala, Orissa, Jharkhand, Madhya Pradesh, Maharashtra, Gujarat and Haryana. At each stage of the project, an advisory panel was set up while designing the project. This panel has continued to guide the PAC team at each stage of the project.

A video document on the Millennial Survey has been prepared, which provides a curtain raiser for the presentation of results. The video has footage from Haryana, Gujarat, Andhra Pradesh and Karnataka. Plans for dissemination have been drawn up. IPAN, a leading public relations agency, is supporting the national release.
Watch Your Ward Programme, Mumbai

This collaborative project with Apnalaya, Mumbai was completed in October 2001. This project sought to empower 10 resident associations in the slums of M (East) Ward of Mumbai to carry out report cards on eight basic services, and follow up action with service providers. Investigators, selected from the community, collected feedback on service quality from 500 households. The survey was completed in October 2000. Gallup India provided quality assurance for the surveys.

The project had a range of community level impacts. First, it led to a series of community level meetings to explore what could be done, and served to mobilize residents. Second, it led to a formal ward level dialogue between service providers and the community to discuss the issues, which was the first of its kind at the initiative of the community. Third, it provided the community with a formal agenda to demand from candidates standing for election to the City Corporation. Fourth, it has built conviction among the youth leaders to pursue this approach of generating formal feedback to leverage the city government, and they are exploring direct funding support to continue this work.

Benchmarking Industrial Sector Reforms in Karnataka

The Government of Karnataka has initiated a package of reforms on the regulatory functions discharged by fourteen agencies that play a key role in the state. An important force in initiating these reforms was the previous work of PAC in assessing issues related to effectiveness of regulatory institutions in the state. Hence, the Government of Karnataka requested PAC to carry out a benchmark survey which could identify the main issues affecting enterprises in Karnataka, and benchmark the quality of key services provided by regulatory agencies prior to deregulation, so as to facilitate a systematic assessment of improvement in performance after deregulation is implemented.

The study covered 515 industrial units, from different sectors across six districts in Karnataka. Public Affairs Centre and Gallup India jointly designed the field survey, and fieldwork was carried out between February 15th and March 28th, 2002. The survey explored the quality of service provided by the different agencies to the entrepreneurs across indicators of key dimensions such as transparency, procedural complexities, responsiveness, efficiency, problem incidence, corruption, quality of Inspections and overall satisfaction. The report will be completed shortly, and placed in public domain.

Report Card on Irrigation Services

Services of the irrigation sector directly impact upon millions of farmers across the world, and are largely managed as state monopolies. Recent reviews within the World Bank suggested that Report Cards on Public Services offer a useful and innovative tool for improving the effectiveness in the irrigation sector. This project seeks to:

- adapt Report Card methodology for the irrigation sector and develop tools to irrigation project.
- field test the adapted tools in Karnataka, and
- provide a framework and guidelines in irrigation systems reform projects.

The project explores and defines an agenda for intervening effectively, and developing tools for carrying out the related tasks. Outputs of the project can be directly applied in situations where there is interest and willingness to address the concerns of effectiveness, accountability and empowerment in the irrigation sector. When the report cards get implemented on a wider scale, the real beneficiaries will be the farmers, who would have a focussed mechanism to dialogue with service providers and a powerful tool to influence the quality of service over time. It is important to state that there is not much to be gained by doing a report card as an academic study. It should be used, at a minimum, to create a consensus on the diagnosis of problems and core reforms needed.
Report Card on Bhoomi Project

The Department of Revenue in Karnataka has set up computerized land record kiosks (Bhoomi centres) in 165 taluk offices. This innovation is expected to help farmers get the Record of Rights, Tenancy and Cultivation (RTC) - a document needed for many tasks such as obtaining bank loans, in 5-30 minutes, without delays, harassment or bribery. There is a lot of anecdotal evidence on the benefits of the Bhoomi Centres, as viewed by the Department of Revenue, other stakeholders and users. This project, with the assistance of the World Bank, seeks to gather feedback from recent users of Bhoomi Centres, and generate an empirical assessment of the benefits that have accrued from this initiative.

The experiences of Public Affairs Centre, and its work with Report Cards on Public Services, offer a useful and innovative tool for improving the effectiveness of such initiatives. PAC carried out a similar study on CARD services in Andhra Pradesh in 1999-2000. Substantive work on the project will take place during the next financial year.

Elections in India: A Voter's Guide

A large segment of citizens are ignorant about specific entitlements and responsibilities in connection with elections. To address this gap, PAC has developed a simple document for wide dissemination, after a detailed research with the help of a panel of experts. The Citizen's Guide addresses information requirements on:

- Steps for registering as voters
- Steps for exercising franchise
- Steps to tackle problems and grievances in relation to the above

The Guide is designed to be a very citizen friendly document, and is ready for publication. Financial support is being sought for printing and disseminating it widely.

State of India's Public Services - Millennial Survey in progress.
Citizens' Report Cards in Sehore, Madhya Pradesh

Many Report Card studies have been carried out in large cities such as Bangalore, Delhi and Mumbai. It was evident from the experiences in bigger cities that the task of facilitating city-wide dialogue is a massive task which is usually beyond the scope of small civil society institutions. But this would not be the case in smaller towns and cities. Hence, PAC and Samarthan sought to test out a model for applying Report Cards to smaller towns, with a pilot project in Sehore, Madhya Pradesh, which would also strengthen Samarthan's urban governance initiative at that location.

The 'Citizens' Report Card' introduces and tests out sustained citizens' involvement and monitoring of public services in selected wards of Sehore. The main objectives are:

- Extend Report Card findings to directly support grassroots action
- Enhance and strengthen the capacity of Samarthan to address issues related to governance and service delivery
- Facilitate and promote citizen-state fora to improve quality of public services.

PAC has provided systematic inputs to Samarthan, through capacity building with the team at Bangalore, on designing the study and its instruments, providing the analytical framework for the first report, and assistance in presenting the first report to the local government. Samarthan is completing the second report with less support, and will seek to carry out the second stage of this effort more or less on its own.

Modernising Municipal Accounting Systems in Karnataka

Managing the accounting function has become an important challenge for local governments. With growing decentralization, these bodies not only manage large infrastructure, but also handle more and more complex fiscal functions including debt servicing. Local governments need to be equipped with more modern procedures and management tools to handle this changing role.

PAC is providing advisory services to the Karnataka Urban Infrastructure Development Finance Corporation to strengthen municipal financial administration in Tumkur City Municipal Council (TCMC). A manual on applying "Funds based accounting" has been prepared to guide the implementation of modern financial systems. A team has been placed in Tumkur to facilitate the transition from conventional accounting to the Fund based system. Preparatory training for the staff, system software and reporting forms, are complete. The roll out phase is in progress.

All transactions of the TCMC during the current year have been transferred into the electronic database, and monthly financial documents prepared with the help of the same. This has substantially improved the speed of finalising accounts, and provides the Municipal Commissioner with disaggregated data on revenue. Data on assets and liabilities of TCMC have been collected, and valuations carried out, to finalize fund accounts. The project has been reviewed by a series of external agencies. The design has been viewed as the best in the country, and seen as a model for others to replicate.

Governance Score Card in Bangladesh

The Governance Score Card in Bangladesh was completed during the year, with assistance of PAC. The report was released in the last week of March 2002. This project, supported by a coalition of donors in Bangladesh, made use of PAC's assistance to assist a platform of NGOs to develop Score Cards on quality of governance in Bangladesh. The Project was implemented in Bangladesh as a collaborative effort of Proshika, Survey & Research System and PAC, with the support AUSAID, CIDA, DANIDA, USAID and the World Bank. PAC provided
technical training to the stakeholders and back stopping support to design and implement the survey, as well as conceptual inputs at all stages of the project.

The survey was carried out in November - December 2000, with 2400 households spread over Dhaka, Chittagong, Khulna and Rajshahi. It provided feedback on Social Services like education and health, Infrastructure Services like electricity, gas, water, garbage clearance, sanitation and transport, and Social and Regulatory services like police, judiciary, land administration and banking system.

**Report Card for the Judicial Integrity Programme, Sri Lanka**

The Judicial Integrity Programme, Sri Lanka sought the assistance of PAC to conduct a Report Card study on the integrity of the judicial system in the country. This effort is seen as an important building block for grounding the reform in judiciary in a manner that reflects the concerns of all the important stakeholders, including citizens of Sri Lanka. Marga Institute, which is one of the country's leading public policy research centres, is anchoring the local effort. PAC has provided support for designing the study and training the team implementing the survey. PAC provided training support for the team in February 2002, prior to commencing fieldwork. Marga Institute is completing the analysis.
Advocacy and Citizen Action Support

Campaign on Citizen Participation in elections to Urban Local Bodies in Karnataka

PAC had carried campaigns in the previous years to improve citizen participation in the elections. This effort was scaled up to reach across different towns of Karnataka, during the elections to Urban Local Bodies.

The campaign used a mix of tools. Materials were prepared on different approaches to be adopted for strengthening electoral interventions and provided along with the film "Whose Vote is it Any Way", which was dubbed in Kannada. This effort was carried out in Tumkur, Shimoga, Davanagere, Channakere, Hassan, Chikmagalur, Doddabellapur and Mysore. Experiences of these groups were documented. An Open House discussion was organized in the month of July 2001, where the groups shared experiences among themselves, and citizen groups from Bangalore. The Doddabellapur group organised an orientation programme for their councillors, while the Tumkur group has drawn up plans for the same; the Mysore group initiated a dialogue with the Mayor on priorities for the city.

Campaign on Citizen Participation in Corporation elections in Bangalore

PAC launched a major effort during the election to the Bangalore Mahanagara Palya. The portfolio of activities included verification of electoral rolls, lobbying with political parties to field candidates meeting minimum standards, campaign to motivate voters to cast their franchise, and increasing transparency on credentials of candidates. A survey of voters' list across the city, by citizen groups, threw light on many discrepancies in the rolls. PAC's team also campaigned with the BMP to ensure that citizens were permitted to register on the electoral rolls till the last date mandated by the law.
Twenty six citizen groups from 18 wards participated in the campaign. ICE TV, a Cable TV network attempted to work with the campaign. Brand.com provided support to develop material, which was disseminated through hoardings, posters and messages on BMTC buses. Bangalore telecom carried messages urging citizens to vote. So did Radio City, which supported all parts of the campaign. The groups that participated in the campaign were felicitated at a public event on November 22nd. Feedback from citizens in the campaign area highlighted the areas where the campaign made an impact.

**SWABHIMANA**

PAC continued to provide SWABHIMANA with open-ended support for advocacy activities in Bangalore. PAC also took active steps to help SWABHIMANA establish itself as an independent city level institution during the year. Bye-laws for the SWABHIMANA Trust have been drafted and work plans developed in support for the same. Along side, PAC organized collaborative advocacy projects with SWABHIMANA during the BMP Elections and on Civic Clubs in schools.

**Children’s Movement for Civic Awareness**

The Children’s Movement for Civic Awareness (CMCA) gained strength during the year. The scale of Civic Clubs in Bangalore schools has increased from 8 to 22 this year. A team of 20 volunteers supports this work. The Civic Clubs enable students to observe and understand their civic environment, and creatively engage in activities to improve the city. A Summer Workshop and Inter Civic Club meet were key public events for children, followed by Inspiration 2002 on January 25 & 26 2002. Orientation programmes and reviews help volunteers maintain momentum. This activity received strong support from corporate donors in Bangalore.

Plans are being developed to scale up this activity substantially in the years ahead. Preparations include expanding the volunteer base, design of reading materials and interactive tools, and an agenda that could be applied for non-intensive participation by schools who want to explore the theme before becoming full-fledged members of the movement.
Citizens' Panel on Reform of Building Permission Procedures of BMP
PAC has advocated substantive reforms of building bye-laws since 1997. This effort has now been taken up as a focused activity with the help of a panel of eminent and knowledgeable persons outside the Government, to systematically explore options available to improve implementation of building procedures.

The panel has gone through its sittings and draft report has been prepared and circulated. A second round of desk research and interviews were found necessary to complete the recommendations. The report is now being revised on the basis of suggestions received.

Citizens' Panel on Review of Property Tax reforms
An area where PAC has contributed significantly is reform of Property Taxation mechanisms. The Self-Assessment Scheme for Property Tax (SAS), proposed by PAC, was subsequently implemented by the BMP. The BMP now plans to replace it with a Capital Value based System (CVS). The proposed change has been a matter of wide debate among different stakeholders. PAC has set up a Citizens' panel to examine the proposed changes, provide clarity on the issues arising from the change, and prepare recommendations for action.

A sitting of the panel benefited from presentations made by persons who have been involved in setting up the SAS. Next steps in terms of further analysis, as well preparations for a campaign with citizen groups are in progress.
International Workshop on Report Card Methodology for the
"Partnership for Governance Forum, Indonesia"
The "Partnership for Governance Forum, Indonesia" supported by the UNDP, visited PAC for a five-day training programme in Report Card methodology. The team, from different sectors of national and local governments, and civil society also gathered inputs on how these tools could be used for a range of advocacy measures.

This workshop was different from previous ones in that concurrent translation was required for many of the participants. Material and concepts had to be revised to address the need for simplicity while translating. Given the nature of the group, there were a number of issues raised on the conditions in which replication and adaptation of the Report Cards could be carried out successfully.

Training Programme for Citizen Groups on Electoral Transparency Mechanisms
Citizen groups in different parts of Bangalore have actively partnered PAC in campaigns to improve citizen participation in elections and improve transparency about candidates. A training programme was organized in

Training Programme for Citizen Group on Electoral Transparency Mechanisms
October 2001 to facilitate a systematic preparation by citizen groups in Bangalore for advocacy related to electoral transparency during the elections to the Bangalore Mahanagara Palike. Twenty eight groups participated in the training programme.

**National Workshop on Report Card Methodology**
The announcement of this year’s National Workshop evoked wide interest from all parts of India. This included four institutions, which wanted to use participation in the workshop as a first step towards conducting Report Card surveys. Given the limited number of participants that the programme could handle, a number of applicants were requested to wait for the next workshop.

This workshop was conducted with partial financial support, keeping in mind the need to run these workshops on smaller budgets. The workshop was organized using modest facilities. The participants found the facilities very adequate.
Dissemination and Outreach

Public Eye
Public Eye continues to be published on a quarterly basis - four issues were published. The mailing list for Public Eye was substantially revised after verification of addresses. The subscriber base has also been expanded to include institutions that have expressed interest in being on the mailing list. The annual verification process has been formalised. Since some of the subscribers have enquired about subscription fees, the verification process is being tied to a modest campaign seeking voluntary financial support for the publication.

Web Site
PAC's website continues to be a major tool for the dissemination effort. Following the difficulties faced in maintaining the website during the recent past, the site has been moved to a server based in Bangalore. A member of the PAC team has acquired expertise for routine maintenance of the site. The site is updated more frequently, and provides support to campaigns, such as that on electoral participation. The guest book is monitored actively.

Publications
PAC published two monographs and one report, during the year. They are:
- State of the Art as Art of the State: Evaluating e-governance Initiatives through Citizen Feedback
- A Citizens' Report Card on Karnataka's Governance

The 10 minute video curtain raiser on the Millennial Survey of Public Services in India is complete. This film will be converted into a stand alone video document after the results are included in the document.

Public Affairs Lecture: "New Media and People's Empowerment"
Dr. Mallika Sarabhai from Ahmedabad delivered the second Public Affairs Lecture on March 9, 2002. The Lecture titled "New Media and People's Empowerment" addressed issues of effectiveness of media in dealing with the larger responsibility beyond entertainment. Dr. Mallika Sarabhai is a renowned danseuse and theatre personality, who is the Chief Executive of the TARA television channel in Gujarat. The lecture included a set of audio-visual clips from relevant work. The lecture was well attended by well wishers of PAC as well as the media.

Mallika Sarabhai, Chief Executive, TARA television channel, Gujarat
Open House Meetings

Seven Open House meetings were conducted during the period - of which four were related to our work on elections. They are:

- "Power sector reforms: How to Make them work" with Mr. S.L. Rao as main speaker on July 9, 2001
- "It's a Time to Act" on experiences with Urban Local Body Elections on July 15, 2001
- "Citizen Action Strategies for the BMP Elections, 2001" on launching the city wide citizen initiative on August 24, 2001
- "Hats Off to our Campaign" to felicitate groups that worked on the election related campaign on November 22, 2001
- "New Reforms for Improving KPTCL's services" in association with Karnataka Power Transmission Corporation Ltd on February 20, 2002
- "Towards a Plastic Litter Free Bangalore" in association with Karnataka State Pollution Control Board on March 1, 2002
- "Voters' Sabha" on grievances related electoral rolls for the Kanakapura bye-election on March 19, 2002

Lectures and presentations

Invited presentations have made an important contribution towards increasing awareness about PAC and its work. An important component of this effort has been facilitated through sessions in training programmes for IAS officers at the Indian Institute of Management, Bangalore through the year. Some of the other important invited presentations were at meetings and conferences such as:

- Launch of the Good Urban Governance Campaign, organized by the United Nations Centre for Human Settlements and Government of India, at New Delhi
- Regional Conference on Poverty Reduction Strategies, organized jointly by the Asian Development Bank, the United Nations Development Programme, and the World Bank at Hanoi, Vietnam
- Regional Workshop on Performance Auditing and Action Planning of Asia Pacific Cities, organized by The Urban Governance Initiative at Penang, Malaysia
- Workshop on The Holistic Approach to Irrigation Benchmarking, organized jointly by the Government of India and the World Bank at Hyderabad
## Financial Performance Summary

### CONSOLIDATED INCOME AND EXPENDITURE ACCOUNT FOR THE YEAR ENDED 31ST MARCH 2002

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### CONSOLIDATED BALANCE SHEET AS AT 31ST MARCH 2002

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<td>Fixed Assets as per contra</td>
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<td>Advances &amp; Deposits</td>
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<td>Other liability</td>
<td>18067239.99</td>
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<td>TOTAL</td>
<td>22316480.40</td>
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</table>
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