Public Affairs Centre (PAC) is a non-profit, non-governmental organization committed to improving the quality of governance in India. The Centre's mission is to identify and promote initiatives that facilitate a pro-active role by citizens to enhance the level of public accountability and performance. Towards this end, PAC undertakes research studies, provides citizen action support and advisory services, and facilitates networking for the creation of sustainable fora.

PAC BOARD OF DIRECTORS

Dr. Samuel Paul,
Chairman, Formerly Director, Indian Institute of Management, Ahmedabad

Mr. M.R. Jaishankar,
Managing Director, Brigade Group, Bangalore

Dr. Kamla Chowdhry,
Trustee, National Foundation for India

Mr. P.P. Madappa,
Consultant, based in Bangalore

Prof. Manubhai Shah,
Founder and Managing Trustee, Consumer Education & Research Centre, Ahmedabad

Ms. Mirai Chatterjee,
Coordinator of Social Security at the Self-employed Women's Association(SEWA), Ahmedabad

Dr. K.R.S. Murthy,
Formerly Director, Indian Institute of Management, Bangalore

Dr. A. Ravindra,
Formerly Chief Secretary, Government of Karnataka

Dr. P.V. Shenoi,
Formerly Director, Institute for Social and Economic Change, Bangalore
Public Affairs Centre has completed nine fruitful years of its operation. This report highlights the various activities and achievements of the Centre during 2002-2003. There has been a significant change in the scale of activities from city level studies to national level services, and comparing performance across all states of India.

The Centre has successfully applied Report Cards to new areas, such as canal irrigation and provision of land records. In the advocacy arena, a field experiment on the Right to Information has taken shape. The year also saw the launch of the Public Affairs Fellowship programme.

We express our gratitude towards our well-wishers, individuals and organisations who have participated in our activities and supported us whole-heartedly.

For more information on the Centre's activities please visit our website http://www.pacindia.org

Samuel Paul
Chairman
Overview

The year marked a major change in the scale of Public Affairs Centre’s (PAC) activities from city level studies to addressing basic services for the country as a whole, and comparing performance across all states of India. The year also saw successful application of Report Cards beyond basic services through the pilot project on the Irrigation Sector and the launch of the PAC’s Public Affairs Fellow Programme. International interest in PAC’s work, and efforts at replication has further widened during 2002-03.

The Millennial Survey of Public Services in India was the major activity of the Centre during the year. Dr. Manmohan Singh, former Finance Minister of India released the National Report on the study. State level releases of findings from the Millennial Survey were completed in Bangalore, Trivandrum, Gangtok, Guwahati and Bhubaneswar; the Governor of Karnataka and the Chief Minister of Kerala released the reports for the respective states. Five other report card projects were completed during the year.

PAC released the Voters’ Guide and supported the campaign to improve participation in the BMP’s (Bangalore Mahanagar Palike) electoral photo identity card campaign. Activities of Civic Clubs were also scaled up substantially.

Some new projects were taken up during the period. The user evaluation of Bhoomi project was completed during the year. Work on the third Bangalore Report Card was initiated. The Right to Information is the subject of a field experiment in Bangalore. PAC is a partner in the PROOF (Public Record of Operation & Finance) campaign to improve financial disclosure by the BMP.

PAC was involved in four international initiatives. The first was a scoping mission to assess the potential for using Report Cards on public services as part of the National Poverty Reduction Programme in Rwanda. The second was the completion of a training programme for the International Centre for Policy Alternatives, Sri Lanka. A preparatory mission for launching report card initiatives in the Africa region was carried out in Uganda. PAC also carried out the terminal evaluation of the People’s Voice Project in Ukraine.

The significance of PAC’s work is reflected in the discussions that have taken place in different international fora on improving service delivery, including the UNDP and the World Bank. Approaches developed at the PAC are finding their way into governance reform strategies across the world.

Dr. A. Ravindra and Ms. Mirai Chatterjee joined the Board of the Public Affairs Centre.

Projects completed during the year or in progress now, are listed below, and described in the following sections.
Research Projects & Advisory Services
- Millennial Survey of Public Services in India state level consultations
- Citizens' Report Card on Municipal Services, Sehore
- Benchmarking Industrial Sector Reforms in Karnataka
- Report Card on Irrigation Services
- Report Card on Bhoomi Project
- Fund Based Accounting Systems for Municipal Financial Administration in Tumkur, Karnataka
- Report Card for the Judicial Integrity Programme, Sri Lanka
- Report Card on Public Services, Rwanda
- Citizen Report Cards in Uganda
- Implementation of Completion Report on People's Voice Project in Ukraine

Advocacy and Citizen Action Support
- Campaign on Electoral Disclosure in Karnataka
- Campaign on Electoral ID cards in Bangalore
- Campaign for improving the quality of electoral rolls in Bangalore
- SWABHIMANA
- Children's Movement for Civic Awareness
- Citizen Panel on building bye-laws and land use regulation
- Campaign for Property Tax Reforms
- Field experiments on Right to Information
- Public Record of Operation and Finance with BMP (PROOF)
- Campaign for Flood-Free Bangalore

Capacity Building & Training
- International Workshop on Report Card Methodology
- District level workshop with civil society groups for advocacy towards good governance
- Student Internships

Dissemination and Outreach
- Public Eye
- Web Site
- Publications
- Open Houses
- Updated film on Millennial Survey
Millennial Survey of Public Services in India

Dr. Manmohan Singh, former Finance Minister of India, released the key national findings of the Millennial Survey of Public Services in India, on April 5, 2002, at New Delhi. The event was well attended, and was followed by a half-day workshop with members of the academia, representatives of governments and international aid agencies.

Nineteen state reports have been completed, and five state level releases were completed in Bangalore, Trivandrum, Gangtok, Guwahati and Bhubaneswar. The National Foundation for India provided financial support for conducting state level consultations in North East India. The Governor of Karnataka, the Chief Minister in Kerala, and the Chief Secretaries in Assam and Sikkim, released the state reports.

Benchmarking Industrial Sector Reforms in Karnataka

The Government of Karnataka’s package of reforms on deregulating the industrial sector was announced in early 2002. 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. The Commissioner for Industrial Development sought PAC’s assistance to benchmark the situation prevailing prior to the reform, so that the specific achievements of the reform could be evaluated and integrated into subsequent efforts. The benchmarking exercise and subsequent assessment were carried out with the help of sample surveys.

The benchmarking survey 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 in February and March 2002. The survey explored the quality of service provided by 14 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 was completed in June 2002, and shared with different stakeholders through two events organized by the Department of Industries and Commerce.
Pilot Report Card on Irrigation Services

The World Bank has sought the assistance of PAC to develop tools for applying the Report Card methodology in the irrigation sector. This project conceptualised the methodology as applicable to the irrigation sector, developed tools, and tested its applicability through a pilot survey in Karnataka. The pilot survey covered two major and three minor irrigation projects purposively selected from the list of irrigation projects in the State. The sample of respondents was drawn from 67 villages, covering 564 households. The report was submitted to sponsors in December 2002.

Report Card on the Bhoomi Project

Public Affairs Centre assessed the benefits of the Bhoomi project, through which the Government of Karnataka had introduced Information Technology into the provision of land records. The study was carried out with financial support from the Governance Knowledge Sharing Program of The World Bank. A sample survey was carried out with citizens who have used Bhoomi kiosks as well as a control sample of those who have used non-computerised land record providers. Data was collected from six districts reflecting geographic regions of Karnataka, from 198 respondents at Bhoomi kiosks. For the non-computerised facility user sample, 59 respondents were interviewed from four taluks. The report was submitted in December 2002.

Citizens’ Report Card on Municipal Services in Sehore

PAC and Samarthan (a civil Society Organization based in Bhopal, Madhya Pradesh) completed a project to test the model for applying the Report Card Approach to smaller towns, with a pilot Project in Sehore, Madhya Pradesh. The team from Samarthan was trained in Bangalore and also provided backstopping support throughout the exercise. Two field surveys were carried out within a six-month period. After each survey a report was prepared and presentations were made to the service providers (the electricity board, the municipal corporation, the district hospital and the Food and Civil Supplies Department). Subsequently, public meetings were held to discuss the findings and possible actions from the providers and from civil society. The first public meeting was held in January 2002 and the second one in October 2002. Members from the City municipal council and the President of the Zilla Panchayat were present at both meetings. The second meeting was focused on discussions on the changes in the service quality that had taken place after the first report card study was brought out.
Advisory Services

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 completed which guides 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.

The technical part of the project has been fully implemented, and the software is going through real time testing. All financial transactions are recorded on the IT enabled system, and a range of routine managerial actions taken with the help of reports generated by the system. The asset verification and valuation process has been completed with PAC's help. The required hardware and networks have been set up in the new office of TCMC. Training for staff was completed in September 2002, which covered operating staff as well as users of outputs of the system.
Capacity Building for
Judicial Integrity Programme, Sri Lanka.

The Judicial Integrity Programme, supported by DFID, UK sought PAC’s assistance to apply report card methodology on the performance of the judicial system from different stakeholders. Marga Institute, which is one of the country’s leading public policy research centres, carried out the local effort. PAC has provided support for designing the study and training the team implementing the survey. Marga Institute carried out the survey and completed the analysis. The project has been completed.

Report Card on Public Services, Rwanda

The Government of Rwanda with the support of DFID, UK, has sought the assistance of PAC to facilitate the use of Report Card studies in the monitoring component of the National Poverty Reduction Programme in Rwanda. This assistance is expected to generate capacity in Rwanda to establish citizen feedback processes in the governance machinery of the country. The scoping mission from PAC provided a road map on how it could be carried out. The Programme is discussing modalities for implementing the proposed road map.

Citizen Report Cards in the Africa Region

The World Bank has initiated a program to pilot initiatives on social and public accountability in the Africa region to strengthen poverty reduction programs. As part of this effort, the Bank has sought the assistance of PAC to create capacity and back-stop the use of Citizen Report Cards studies in different countries in the region. The first mission oriented different stakeholders from the national government, local governments, civil society and the Bank on how it could be carried out. Follow up, in the form of capacity building missions, are likely to prepare the Uganda Management Institute and Uganda Bureau of Statistics.

Implementation Completion Report
on People’s Voice Project, Ukraine

The World Bank in Ukraine and the International Centre for Policy Studies, Kiev implemented the People’s Voice Project in four cities of Ukraine, based on the work of PAC. The first phase has been completed; The World Bank requested the Centre to assess the performance of the first phase and provide a report indicating suggestions for the second phase. The assessment carried out in March 2003 indicated that the project, which included user surveys, public hearings, and capacity building for NGOs and city government staff, had significant impact in the pilot cities. Experiences from Ukraine offer some lessons for the Centre’s work in India, and for other donor driven initiatives in other countries.
Advocacy and citizen action support

Campaign on Electoral Disclosure in Karnataka

The Centre carried out this campaign following Supreme Court ruling on the mandatory disclosure by candidates, as part of the nation-wide campaign for electoral reforms to ensure effective implementation of this landmark judgement, by the Election Commission of India. The campaign involved mobilising signatures of citizens, an open house meeting and a letter to all the Members of Parliament signed by key civil society groups in Bangalore. The centre also networked with other NGOs in Karnataka to mobilise support for the campaign.

Campaign on Electoral ID cards in Bangalore

In July 2002, the Election Commission launched a major programme to issue Electors Photo ID Cards (EPIC) in Bangalore and other parts of Karnataka. The Commission sought PAC’s support to mobilise citizens’ participation in this effort. Responding to this request, the Centre organised awareness programmes, established links between Bangalore Mahanagara Palike and the major news dailies for daily information on the EPIC time table, conducted field assessment of Designated Photography Locations (DPLs) and made recommendations to improve the functioning of DPLs.

Campaign for improving the quality of electoral rolls in Bangalore

Public Affairs Centre addressed the large number of complaints following the Kanakapura by-elections about missing names in the rolls, through a campaign to assess the problem and seek redressal from the election authorities. The findings and recommendations were placed before the Election Commission at a public meeting. The second opportunity to address this issue came when summary revision of electoral rolls was conducted in November 2002. Based on PAC’s recommendations, the BMP set up help desks for voters at the ARO offices to guide them on the procedure for voter registration.

SWABHIMANA

SWABHIMANA was registered as a separate trust this year, and Dr. Suresh Balakrishnan, Executive Director will be the nominee from the Public Affairs Centre in the trust of SWABHIMANA. Close collaboration continues with SWABHIMANA on initiatives such as CMCA, Open Houses and campaign for
flood-free Bangalore. In addition, PAC staff provided policy and operational support for institution building activities, including fund raising. As part of its fund raising drive, Swabhimana has embarked on an initiative to compile and publish a Guide to Active Citizenship in Bangalore, which provides answers to more than 400 FAQs on public services and civic and environmental issues.

**Children's Movement for Civic Awareness**

![Image](Best Civic Club, CMCA Jaathre 2003 with Rahul Dravid)

The success of Civic Clubs in Bangalore schools during 2001-02 has provided the basis for developing a long-term strategy to expand the reach to larger numbers of schools and children. The team has developed high quality resource materials for this effort. Corporate sponsorships have contributed significantly towards expenses on developing the materials.

The year has been witness to substantial up-scaling of Civic Clubs in Bangalore from 22 to 35 and the number of volunteers from 18 to 28. The volunteers have been trained intensively to enable them facilitate civic clubs in schools. Water conservation was the focal theme during the year for awareness programmes in schools.

**A series of public events were held in the city:**

- **INSPIRATION 2002** in August, in which over 50 schools took part. Mr. Javagal Srinath, a leading cricketer from Karnataka addressed the children and distributed prizes to participants.

- **Water Festival: Water in the City-Water of the People** in November 2002 inaugurated by Smt. Arundathi Nag, an eminent theatre personality hailing from Bangalore, in which all the 35 CMCA schools took part. Furthermore, about two hundred children from disadvantaged areas of the city also took part in the festival. This encompassed a two-day seminar, an open-house meeting addressed by Ms. Sunita Narain, Director, Centre for Science and Environment, photo and poster contests, a survey of 1500 households by children on water consumption and conservation, film shows and photo-poster exhibition by CMCA children. The festival was organised by the Max Mueller Bhavan in collaboration with CIVIC, Swabhimana, Public Affairs Centre and CMCA.

- **CMCA Jaathre: CMCA Jaathre**, an annual fair of CMCA schools took place in January 2003. About 35 schools put up stalls displaying models, posters and other exhibits converging on the theme of water conservation. Jaathre is the culmination of CMCA's activities during the Academic year. The Chief Guest, Mr. Rahul Dravid, leading national cricketer from Bangalore, visited each stall and cheered the children.

**Citizen Panel on building bylaws and land use regulations**

PAC's expert panel examined the legal provisions and prevailing practices pertaining to building bylaws and zoning regulations for land use changes and suggested amendments to the Karnataka Town and Country Planning Act. For want of some critical information on land use changes effected in the previous year that is not forthcoming from the authorities, the report is yet to be finalised.
Campaign for Property Tax Reforms

PAC launched a campaign in the month of July to mobilise public opinion against the proposal to shift from Annual Rental Value based Self Assessment Scheme (SAS) to Capital Value based SAS. Owing to massive protests, the implementation of CVS in Bangalore has been put on hold.

Field assessment of implementation of Karnataka Right to Information Act

The Right to Information is seen as an important step to empowering citizens to redress grievances through easier access to information, and also to enable them to play a more active role in promoting public accountability. The legislation titled Karnataka Right to Information Act (KRIA) has been passed and orders framed for implementation, in Karnataka. The Centre, with assistance of the Commonwealth Human Rights Initiative is conducting a field assessment of KRIA by involving representatives of Residents welfare associations to study the level of awareness and responsiveness of officials in charge of providing information in various public authorities. The assessment began with a training programme in November 2002 for volunteers who were given inputs on the various provisions and procedures of KRIA. Subsequently, about 20 volunteers have filed over 100 applications with 21 public authorities in the city and are currently following up and tracking responses to their applications.

Public Record of Operations and Finance (PROOF)

PROOF (Public Record of Operations and Finance) is a civil society initiative in Bangalore, in which the Centre is a founder-partner, to facilitate quarterly disclosure of financial and operational performance by the Bangalore Municipal Corporation (BMC). Hence, governmental and non-governmental institutions now actively collaborate with the city government in a range of city level activities and engage in monitoring public activities.

The campaign has achieved significant success over the first eight months, and set up a partnership with the BMC, on performance disclosure and participatory monitoring. The Corporation responded with PROOF disclosure each quarter through 2002-03. Civil society groups analyzed PROOF reports from the BMC, presented findings and raised questions, at three quarterly city level PROOF debates, which were well attended by representatives of city and state government, citizen groups, industry associations, academia and associations of the urban poor. The BMC Commissioner and his team attended all quarterly debates, and the current Mayor was present at both debates held after he assumed office.

Campaign for Flood Free Bangalore

The objective of the campaign was to ease the information flow between BMP and local communities in flood prone areas of Bangalore and address community needs and concerns in both short and long term plans for the management of storm water drains in Bangalore. The campaign began with a stakeholders' workshop in July 2002. Subsequently, several focus group discussions were organised in several low-lying areas in the city, involving both, the officials and the community organisations. The discussions resulted in the setting up of local citizens' monitoring Committees as well as generating problem-statement protocols for incorporation into the plan that is being drafted by M/s. Stup Consultants for the remodelling and rehabilitation of the network of storm water drainage in Bangalore.
Meetings and workshops

International Workshop on Report Card Methodology

A team from the International Centre for Policy Alternatives, Sri Lanka, sponsored by the Canadian International Development Agency attended a five-day training programme on Report Card methodology. The team, including researchers and advocacy specialists, gathered inputs on the use of these tools for advocacy.

Participants from CPA, Sri Lanka with resource persons from PAC: Report Card workshop

District level workshops for civil society groups on advocacy for good governance

Public Affairs Centre has embarked on a series of workshops to improve awareness and capacity among local NGOs to address issues of good governance. An information kit has been prepared in Kannada covering themes such as citizen feedback for benchmarking public services, electoral transparency, Right to Information, and budget analysis.

Group discussion during Capacity Building Workshop on Governance, at Sindhanur, Karnataka
The first workshop was conducted in September 2002, in Sindhur, Raichur District, and attended by 40 persons from 20 NGOs and community organizations. The second workshop was conducted in February 2003 in Udupi, in collaboration with Balakedarara Vedike. The Deputy Commissioner of Udupi District inaugurated the workshop where the CEO of Udupi Zilla Panchayat was the Chief Guest. Around 50 persons representing 20 organisations participated in the two-day workshop.

Open House Meetings

Seven Open House meetings were conducted during the period. The themes of these meetings were:

- Release of book titled “Holding the State to Account: Citizen Monitoring in Action” written by Dr. Samuel Paul by Dr. A. Ravindra, Chief Secretary, Government of Karnataka on 19th April 2002
- Anomalies in Electoral Rolls, addressed by Mr. H. Nagendra, Joint Chief Electoral Officer, Government of Karnataka on 21st May 2002
- Campaign against criminalisation of elections - Disclosure of poll antecedents by candidates and implications of Supreme Court Judgement for local body elections, addressed by Dr. Mohan Gopal, Director, National Law School, in June 2002
- Stakeholder workshop on prevention of flooding in Bangalore Towards Sustainable solutions in collaboration with the Bangalore Municipal Corporation, chaired by Ms. Tara Ajai Singh, Commissioner, Bangalore Metropolitan Region Development Authority, on 26th July 2002
- Master Plan for Water Supply in Bangalore, in collaboration with the Bangalore Water Supply and Sewerage Board, on 27th November 2002
- Grievance redressal measures and new initiatives of the Bangalore Electricity Supply Company, on 9th January 2003

Public Affairs Lecture

The Annual Public Affairs Lecture of PAC was delivered on February 22, 2003 by Mr. Azim Premji, Chairman, WIPRO in Bangalore. The theme of the lecture was “Universal Elementary Education: A Way Forward for India”. Mr. Premji, who heads Wipro, a global IT company, has established a foundation solely dedicated to the cause of elementary education. The foundation will spend Rs. 500 million this year alone on a major project on elementary education in over 5000 villages in Karnataka and Andhra Pradesh. This lecture was followed by a lively discussion in which Mr. Dileep Ranjekar, Chief Executive of the Azim Premji Foundation also participated.
Public Affairs Fellowships

The Centre launched the Ford Public Affairs Fellowship Program in February 2003. Dr. S.L. Rao, a distinguished economist, who was previously Chairperson of the Central Electricity Regulatory Commission, and Director General of National Council for Applied Economic Research, was invited to become the first Public Affairs Fellow. This Fellowship, which will be for a six-month duration, will lead to a publication and series of presentations on measures to strengthen regulatory institutions in India.

Dissemination

Public Eye

Three issues of Public Eye were published in June, September and December. Some of the readers of Public Eye responded to a call for support by sending contributions.

Web Site

PAC's website has expanded in content. Documents and reports are being loaded in PDF format to enable visitors to the website to download them. The Voters' Guide has also been placed on the website.
Publications

The Centre brought out the following publications during the period:

- The State of Public Services in India
- The State of Public Services in Karnataka
- The State of Public Services in Kerala
- The State of Public Services in Sikkim
- The State of Public Services in Assam
- The State of Public Services in Orissa

The video document on the Millennial Survey of Public Services in India was completed. This video has been used widely in sharing the experience of the Millennial Survey.

Lectures and presentations

PAC made important contributions to the development of the World Development Report, 2004, which is on the theme of Making Public Service work for the Poor, and PAC's Chairman was invited to be a member on its Advisory Committee. Some of the other important invited presentations:

- The Holistic Benchmarking Workshop for World Bank Task Team Leaders, The World Bank at Washington DC
- Workshop on Increasing the Role of Information Technology in Governance, Friedrich Naumann Stiftung, Goa
- Regional Workshop on Poverty Reduction Strategies & Pro-Poor Policies, SURF-UNDP, Kathmandu, Nepal
- The South Asia Region Workshop on Delivering Services for the Poor, The World Bank, at New Delhi
- Fourth International Budget Project Conference organized by Centre on Budget and Policy Priorities, Washington, at Mexico City.
- Asian Nutrition Congress organized by the World Bank, at New Delhi
Financial Performance in Summary

The Centre had received a sum of Rs. 10 million during the current year from grants, interest and professional fees, which was utilised for activities described above.

The activities of the Centre were supported by grants from the following during the year:
- The Ford Foundation
- National Foundation for India
- Friedrich Naumann Stiftung
- Tata Council for Community Initiatives
- Titan Industries
- SYNOPSIS

The Centre also received financial contributions for its services during the year from
- The Governance Knowledge Sharing Program of The World Bank
- Water Resources Management Unit of The World Bank
- Department for International Development of the United Kingdom
### CONSOLIDATED INCOME AND EXPENDITURE ACCOUNT FOR THE YEAR ENDED 31ST MARCH 2003

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### CONSOLIDATED BALANCE SHEET AS AT 31ST MARCH 2003

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