It is strange to note that as a globally accepted norm, Democracy is increasingly being perceived to be heading towards a major crisis. A crisis facilitated not by any emergent challenges to its core principles, but unfortunately arising out of bad practice. Ironically, a major reason for this crisis is put down to a lack of viable alternatives. To quote Max Weber, "Any form of power is deemed legitimate if it gets itself accepted as legitimate". Stretching this argument to the case of democratic legitimacy would mean that a regime attains full legitimacy when, in the minds of both rulers and subjects, it has no possible or plausible alternatives. In short, the legitimacy that democracy derives today is almost by default.

Why this debate? One reason could be the ongoing experiences of the transition economies in Eastern Europe. A story which narrates the fact that an 'exit' from State dictatorship need not result in an easy 'entry' to a democratic set up. Also, the hard truth that influx of new ideas and concepts may not necessarily get translated into effective practices. Especially so, if the transition happens within the period of a weak state, unregulated markets and fractured civil society. Central to this debate has been the question of legitimacy, credibility and vibrancy of institutions - that of the state, the Market and Civil Society. It is when these institutions become atrophied, opaque and weak that the notion of 'democracy' gets challenged.

The crux of this debate can be today ideally located within the body politics of India. Often referred to as the 'world's largest democracy', India today stands at a point where the dividing line between democracy and anarchy is getting horrifyingly blurred. Be it the rapidly dwindling political integrity, fast eroding credibility of the executive or rising parochialism in the society, 'institutional failure' stands out quite starkly. It is not surprising therefore, that the 'judiciary' has emerged as a sentinel of hope for the citizens in this land. And, an empowered and activist judiciary has often played the role of an effective watchdog in challenging, correcting and admonishing the state and polity for serious lapses. Civil society institutions, seizing this opportunity, have innovatively used judicial mechanisms for seeking effective redressals. In this issue of the PUBLIC EYE, we take a close look at one such powerful mechanism - Public Interest Litigation.

Is this an ideal solution? The answer is a resounding NO! The major pillars of democracy are designed to act in harmony and balance. Strengthening of one institution at the expense of others is not going to do much good for the practice of democratic principles. Moreover, it places enormous burden on the 'arm' which is perceived to be the only strong one. To quote one example, the judicial system in India is so burdened that as per a recent estimate, it will take the courts in India at least 324 years to clear the backlog of cases. That too, if only no new cases are filed! It must also be borne in mind that most of these cases should never have come to the judiciary in the first instance.

What then is the way out? A quick menu may read like this: Re-establish the credibility of institutions by instituting an effective system of 'sanctions' and 'rewards'. Set well defined performance standards to enhance accountability and responsiveness; examples could be charters for public services and Code of Ethics for Politicians. Stimulate civil society institutions to behave as partners and facilitators of democratic processes rather than as clients or supplicants of government favours. Also, emphasise the fact that DUTIES and responsibilities are as important as 'RIGHTS'.

Before signing off, a short note: PUBLIC EYE has completed three years. Over this period, the forum has attempted to enlarge it's role from that of newsletter to a much broader one for sharing, informing and debating ideas and concepts. Your patronage and support has strengthened our belief in the efficacy of this publication. And we promise that all care will be taken to sustain and enrich this forum. EDITOR

The publication of this newsletter has been made possible by a grant from the National Foundation for India (NFI), New Delhi.
Over the years PIL, which was intended to make judicial processes more accessible to the poor and disadvantaged sections of society, has come to encompass a much wider range of issues, including those relating to consumer rights; the environment, and civic participation in governmental decision-making. Indeed, as citizens increasingly perceive the administrative and political wings of government as having failed them, they turn to the Courts for remedy on a range of issues. It is now becoming increasingly evident that the outcome of a case is determined largely by how PIL is used, by whom and why.

Strengths of PIL

- PIL is still an effective, productive, and relatively easy way to focus an issue. Although these very cases could be addressed in other agencies where procedures do exist, PIL is preferred because of endemic problems of delay, obstructive procedures, high costs and lengthy process of appeals in these agencies.
- Although the 'floodgates of PIL' have been opened as apprehended by many, attempts are being made to cope with the volume. PIL cells have been established at the Supreme Court and in many states to screen and scrutinise letter petitions, and advise the courts on admissions.
- The relaxation of locus standi is well established and accepted at the level of High Courts where most PIL is now admitted.
- There have been many instances where final orders have been speedy in delivery and implementation, bringing about a real change in the situation.
- Through case law, some criteria have been developed for PIL, which are recognised and applied, thus beginning the process of defining parameters.

Drawbacks of PIL

It has been the experience of many practitioners that PIL is not always an easy or smooth path to tread. There are limits to the extent to which the law and legal apparatus, even if they are well disposed, can enforce duties, protect rights and secure redress. Law cannot enforce factors such as habits, attitudes and modes of behaviour, which are indispensable to decent social life and dignity of citizens. PIL rarely brings about attitudinal changes, and in many instances is largely a fire fighting mechanism limited to specific issues and instances.

Other drawbacks are:

- Petitioners face enormous difficulties in getting information. With no statutory right to information and courts that may or may not institute an inquiry, there is great difficulty in ascertaining the facts at
issue. The initial euphoria of letter petitions has given way to the necessity for well-documented briefs that require a high level of commitment from social action groups and lawyers.

- Rigidity of rules of evidence and procedure is increasing, as judges become wary of charges of arbitrariness and misuse of PIL. The consequent delays in verdicts and the long wait for the resolution of cases make many judgements academic. Final orders can take anywhere between a year and 15 years to be passed. Unless an interim stay is granted to prevent further deterioration of the situation, the final judgement may end up becoming an academic resolution rather than bring about any real change in the situation.

- Most of the petitioners/organisations do not have any active feedback system to monitor the implementation of judgements or gauge the impact they have at the ground level.

- There is unwillingness on the part of Courts to punish those guilty of contempt of court in not carrying out orders in a large number of PIL petitions, despite having powers to do so.

- Courts are conservative in awarding costs to PIL litigants even when the resources of the adversary are huge. It therefore becomes a financial burden for genuine activists and lawyers to file cases. Some practitioners are able to manage as small as Rs. 2000 per case by appearing in person at the Courts and by developing a network of colleagues and friends willing to assist in a public cause. On the other hand, it costs others anywhere between Rs. 50,000 to Rs. 2 lakhs per case. Citizens' groups usually have to spend between Rs. 2000 to Rs. 10,000, including appeals to the Supreme Court. Until now, they have been able to raise the funds needed through collections. Although lawyers and other professionals may give their professional services without charging, there are considerable costs involved in gathering and dissemination of information, communication, transport etc. Travel costs and professional fees of lawyers (which, currently range from Rs. 50,000 to 1 lakh) make litigation at the Supreme Court prohibitive for those not based in Delhi. While established organisations can absorb these costs with some difficulty, others suffer if no costs are awarded.

- Even those lawyers who do these cases pro bono (without charging fees) are increasingly difficult to come by - the work is 'back breaking' and few people want to do it. Only senior lawyers with back up facilities can afford to take this on, junior lawyers having to make a living find it near impossible.

- There may be divergent interests even among claimants - for example, some slum-dwellers may want to take a compensation and move, while others may want to stay on and fight for better basic facilities.

**PIL as an Advocacy Tool**

Despite these developments, the verdict on balance is favourable to PIL. As citizens perceive the administrative and legislative branches of government as having failed them, and when all other methods of advocacy and dialogue have failed, more and more people approach the courts. The judiciary still bears, and acknowledges, the responsibility of being the final arbiter of Constitutional rights and values. The system may not work as it should, but it is recognised that PIL has a life of its own, is here to stay, and its impact on the judiciary is unquestionable. Used judiciously, PIL can be a potent tool of advocacy. The challenge ahead is to learn from past experience, examine the parameters of PIL and develop mechanisms to make it work better towards fulfilling its original objectives.

- Anuradha Rao, PAC

<table>
<thead>
<tr>
<th>Concept</th>
<th>Origin</th>
<th>Features</th>
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</thead>
<tbody>
<tr>
<td>Public Interest Litigation</td>
<td>U.S. in the 1960s</td>
<td>Civic participation in governmental decision-making representing &quot;interests without groups&quot; such as protection of consumer rights or the environment.</td>
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<tr>
<td>(PIL)</td>
<td></td>
<td></td>
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<tr>
<td>Social Action Litigation</td>
<td>India in the late 1970s</td>
<td>Judicial processes made more accessible to the poor and disadvantaged sections of society, judicial protection of their human and Constitutional rights ensured.</td>
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<tr>
<td>(SAL)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public Law Litigation</td>
<td>All common law systems (UK, USA, India, Australia)Post World War II</td>
<td>Collective or class action litigation indicating conflict resolution rather than resolution of private/individual disputes. Interests transcend those of litigating parties to encompass such questions as proper exercise of power by the State or its functionaries, and the scope of individual liberty.</td>
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CAMPAIGNS

The National Campaign for People’s Right to Information (NCPRI)

The most effective systemic check on corruption and the arbitrary exercise of power is the citizen’s right to seek information from all institutions that affect public interest including the State, the corporate sector as well as NGOs. This enables the citizen, individually or collectively, to enforce transparency within, and greater accountability of these institutions towards, the larger society.

A comprehensive Bill to guarantee the Right to Information to every citizen was promised by three successive Union governments. However, it has still not been introduced in Parliament. The first draft of a people’s bill for Freedom of Information was drawn up in August 1996 at a national level consultation facilitated by the Press Council of India involving eminent jurists, senior journalists, social activists and leaders of political parties, etc. Following this the draft has undergone a number of revisions the latest being at the National Institute of Rural Development in Hyderabad. The Union Government appointed the Shourie Committee to look into the matter of operationalising the Right to Information and drafting a Central Legislation, which in its draft bill overlooked many critical provisions of the Press Council-NIRD bill such as penalties for non-disclosure, access to file-notings etc. Moreover, it exempted private undertakings affecting public interest from the ambit of the law. A draft Freedom of Information bill (the contents of which have not been disclosed) is before the Union Cabinet Sub-Committee.

About NCPRI

Since 1993 a powerful people’s movement in Rajasthan, with the initiative of the Mazdoor Kisan Shakti Sangathan (MKSS), has been demanding the citizen’s right to information about records of developmental expenditures undertaken by Panchayats. From this emerged the need for a comprehensive constitutional provision ensuring to the citizen the right to information about all activities affecting public interest, whether undertaken by the State, private sector or NGOs. A diverse group of individuals committed to the issue constituted the National Campaign for People’s Right to Information (NCPRI) in New Delhi in 1996 to pursue the following objectives:

1. To ensure the stationary and enforceable right of every citizen of India to information, to secure for every citizen the right to question, examine, audit, review and assess all acts and decisions of government, the corporate sector and the non-profit non-government sector;

2. To mobilise citizens to exercise the right to information to formulate probity, openness, transparency and accountability in public life, administration, the corporate sector and the non-profit non-government sector;

3. To assist in operationalising the right to information to generally empower the poor.

The NCPRI actively supports grassroots groups involved in a struggle against corruption and abuse of public authority. Over the past two years the NCPRI has helped organise public hearings on displacement and forced acquisition of land in Alwar and Bislepur in Rajasthan and corruption in development programmes in Tehri-Garhwal in Uttar Pradesh.

The NCPRI has been actively working for the enactment of the law to guarantee the freedom of information to every citizen. In December 1998 the NCPRI along with other organisations launched a campaign with the staging of Ghotala Rath Yatra in various parts of Delhi. Meetings with a cross-section of Members of Parliament have also commenced in order to ensure the passing of a comprehensive bill on Freedom of Information.

The NCPRI assists in publishing two newsletters, Transparency (Press Institute of India) and Aar Paar (Social Change Papers) in English and Hindi respectively, focusing on people’s struggles to enforce public accountability and transparency across the country as well as an analysis of social, political, legislative and institutional issues related to right to information.

Members of the NCPRI committee also regularly attend and help organise meetings, seminars and workshops on issues of corruption and right to information with diverse groups of people.

The struggles of peoples’ organisations like the MKSS has demonstrated that the Right to Information is an effective guarantee of a greater participation in the political process that holds so much sway over our lives. It is a powerful tool when we use it, to enforce accountability of institutions and processes that seek to mediate our critical interests. The National Campaign for People’s Right to Information is deeply concerned about the prolonged delay in the passage of a Bill to guarantee this right to all citizens and urges all concerned individuals and organisations to strengthen this imperative movement towards a just, transparent and accountable society.

To know more about NCPRI, please contact:
The National Campaign for People’s Right to Information (NCPRI)
C/o Press Institute of India,
Sapru House Annex, Barakhamba Road,
New Delhi 110 001.
email : Asmita Kabra asmitak@vsnl.com
email : Preeti Sampat psampat@hotmail.com
Ukrainian Integrity -
A New Anti Corruption Program

The spectre of widespread systemic corruption looms quite ominous for most transition economies in Eastern Europe. In light of this, the Ukrainian Legal Foundation has launched a program called 'Ukrainian Integrity' to combat the spread of corruption in Ukraine. The Program's major thrust will be on developing alternative draft laws and pursuing analytical and educational activities in the area of corruption. An interesting effort under the Program has been a survey of Ukraine's "national" corruption rate, undertaken by the Kyiv International Institute of Sociology. The Poll aimed at studying the prevailing attitude among Ukraine's population towards corruption and the problems associated with it.

Some interesting pointers...

More than half of the respondents defined corruption as "graft, venality and bribing officials and political figures", for another 54 per cent, corruption is "abuse of power, exceeding one's authority for personal gain". A slightly smaller number viewed corruption as "co-operation between bodies of power and criminal structures, the Mafia in power and the illegal seizure of the state and collective property". Only 9.8 per cent viewed it as "a means of surmounting difficulties in solving personal problems with functionaries".

The respondents' ranking of institutions and organisations on a five point scale, from 1 (not pervasive at all) to 5 (very pervasive) is depicted below:

<table>
<thead>
<tr>
<th>Bodies and Institutions</th>
<th>Corruption rate evaluation</th>
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</thead>
<tbody>
<tr>
<td>State Automobile Inspection</td>
<td>4.17</td>
</tr>
<tr>
<td>Medical institutions</td>
<td>4.09</td>
</tr>
<tr>
<td>Militia</td>
<td>4.04</td>
</tr>
<tr>
<td>Higher education establishments</td>
<td>4.04</td>
</tr>
<tr>
<td>Bodies of local self government</td>
<td>3.93</td>
</tr>
<tr>
<td>Customs</td>
<td>3.93</td>
</tr>
<tr>
<td>Courts</td>
<td>3.82</td>
</tr>
<tr>
<td>Presidential Administration</td>
<td>3.71</td>
</tr>
<tr>
<td>Privatization bodies</td>
<td>3.52</td>
</tr>
<tr>
<td>Churches</td>
<td>2.47</td>
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</tbody>
</table>

Among those who personally encountered corruption, the majority (45%) regard themselves as having suffered both morally and materially. The main reasons mooted for the ineffectiveness in the acts of bodies of power are:
- top officials have too many privileges (61.2%)
- budgetary allocations are not utilised in accordance with their designation (50.6%)
- in actual practice, many do not comply with the requirements of the law (48.1%)
- dishonesty, venality on the part of the officials of the state bodies (46%)
- laws do not envisage sanctions for their violation (36.5%)

The existence of a privileged strata - people who have special official rights and can take advantage of them for their own ends, is the cause of the most discontent and irritation among the population. In addition, those polled also spoke about the process of blocking laws that were already adopted, permission to open anonymous accounts, delays in developing effective anti-bribery laws and insufficient control over targeted budgetary allocations. The following primary measures were suggested to combat corruption:
- cancel judges' and deputies' status of inviolability
- heighten control over the compliance with adopted laws
- prohibit functionaries from using anonymous accounts
- lower taxes
- increase officials' responsibility for bribery
- promulgate officials' declaration of income
- introduce strict attestation of state functionaries

The survey also highlighted the fact that mass media is the major source of information on corruption, with television (66.3%) being the top most source followed by print media (49.7%) and radio broadcasts (27.6%).

For further information, please contact:
The Ukrainian Legal Foundation
vul.Saksahanskoho 41
Kyiv-33, 252033
Ukraine
email: Larisa@ulf.ukr.net

CORRUPTION
Awareness Campaign on Waste Management

The biannual Horticulture Show in Lal Bagh has over the years emerged as a major tourist attraction. However, at the end of the show that lasts for a week, the premises of this beautiful venue is often left considerably more dirty. In order to revert this trend, Swabhimana organised a public awareness campaign on waste management on the occasion of the Horticulture Show in Lal Bagh from the 19-26 of January 1999.

Objective
To spread general awareness regarding waste management and the importance of keeping the environment clean.

How Swabhimana went about it
Prior to the Horticulture Show, the Swabhimana Core Group with the co-operation of the Horticulture Department, held a meeting with the food stall owners and requested them to actively participate in the "Do-not-litter" campaign by placing dust bins at their stalls, encouraging people to throw waste in them and being responsible for keeping the area surrounding their stalls clean and hygienic.

Besides the stall owners, a variety of people were co-opted into the campaign and were encouraged to make it their own, ranging from sweepers to policemen, from officials to contractors, and from college students to concerned citizens.

To make this campaign more meaningful, on January 24, Swabhimana put up a special stall in order to disseminate information on waste collection and segregation, home composting, pollution etc. Films were screened, posters were put up and a home composting model was displayed to make the learning process easier and more interesting.

A very large number of people visited the stall - some stayed to watch an entire film while others watched just for a few minutes. The important thing, however, was that people were exposed, even if for a short period, to:

- the concept of waste management and keeping their environment clean; and
- they were shown the means by which they could translate this concept into action.
The Role of Traffic Volunteers in the Neighbourhood Traffic Management of Bangalore

On 23 February the Public Affairs Centre, under the banner of the Swabhiman Initiative, organised an Open House Discussion on the role that neighbourhood groups can play in managing the ever worsening traffic conditions that prevail in Bangalore. Commander M.A. Somana, Chief Traffic Warden, Bangalore, addressed the gathering and then answered all queries posed.

The meet elicited a good response with over 80 participants attending. Also present were a large number of Traffic Wardens and Traffic Advisory Board (TAB) members who directly interacted with neighbourhood groups and told them how they came to be associated with traffic management, their duties and the issues faced by them in performing this voluntary service. Twelve neighbourhood groups signed up to join TAB/Traffic Wardens.

In every city there exist concerned citizens who would like to do something to improve their living conditions and the city they live in. Very often, however, they are prevented from doing so because they do not know how to go about it. Discussions like this one provide people with the know-how thus translating passive concern into direct action.

TWO for the Road!

The Bangalore Traffic Warden Organisation (TWO) was formed 13 years ago with the object of improving road discipline among road users. From an initial strength of 14 members, TWO has grown in size over the years and today has 495 city residents as active members. The main criteria for joining TWO are:

- The member has to be a citizen of India
- S/he must be between the age of 25-50 years
- S/he must possess a valid driving licence Volunteering a minimum of 2 hours a week is compulsory as is the buying of a special uniform.

TWO has been organising a number of innovative campaigns like the ‘Catch Them Young’ project to educate school children; interactive forums called ‘Janaspandana’ to enable the public to interact with the Traffic Police; Road Safety Technical Seminars and; constituting Traffic Advisory Boards (TABs) at neighbourhood levels.

BUZZWORDS

The Geographical Information System (GIS)

A GIS is a computer system capable of assembling, storing, manipulating and displaying geographically referenced information. Given the range of applications and the increasing adaptability of this approach, GIS promises to be one of the largest computer applications to emerge for use in scientific investigations, resource management, planning and development, environment assessment, tourism development, demographic research where maximum accuracy and analysis are desired at minimum cost and time.

How GIS Operates...

GIS works by relating information from different sources in different forms for analysis like relating information about the rainfall of a State to aerial photographs. A GIS converts existing digital information which may not be in a map form into forms it can recognise. For example, while a computer aided mapping system may represent a road simply as a line, a GIS recognises that road as a border between a wetland and urban development or as a link between main streets and a cross road of a city.

GIS also makes it possible to link/integrate information that is difficult to associate through any other means-like using GIS and Water Supply and Sewerage Board's billing information, it is possible to stimulate the discharge of materials in the drainage system in a particular neighbourhood. The bills show how much water is used at each connection and the amount of water a customer uses will roughly predict amount of material that will be discharged into the drainage systems. In this way, areas of heavy drainage discharge can be located using a GIS.

Applications...

If factories near a forest reserve were accidentally to release chemicals into the river/ocean, how long would it take for a damaging amount to enter the forest reserve? A GIS can stimulate the route of polluting materials along a linear network by assigning values such as direction and speed to the digital stream and 'move' the contaminants.

GIS can digitise map layers for areas under Municipal Corporations, Water and Sewerage boards, Cantonments, Development Authorities etc. and these can be combined and manipulated to address planning and natural resource issues. A GIS function called network analysis based on distance from fire stations and speed of travel was used to calculate the time necessary for emergency vehicles to travel from fire
stations to different areas of the city. The analysis of these networks showed that most of the areas within the city will be served in less than 7 minutes in case of an emergency.

In India also, GIS is increasingly being used for a variety of applications. It was used in Bidar district situated in Karnataka to manage health facilities which involved the creation of new health infrastructure, monitoring the performance of the existing health system, planning and monitoring of resources, morbidity and mortality of the target population, and health insurance. The information system developed contains comprehensive details about health infrastructure in the State like a base map of district boundary, taluk boundaries and village boundaries of 620 villages. In addition to these maps, road maps, PHC location maps, railway network maps, are digitized with data like the unique village identification number, census code, name of the village or town etc. Non-map data of water quality of each location, PHC staff details etc. were also included.

In Bangalore city, all the three important planning agencies of the Government of Karnataka, in charge of city management are actively using this technology. Bangalore Metropolitan Regional Development Authority (BMRDA), has set up a GIS centre to prepare comprehensive local area development plans and information system for sub regional planning with the help of Technology Informatics Design Endeavour. The Bangalore Development Authority (BDA) has chosen four residential layouts, in various stages of development, to create a GIS for solid waste management, maintenance of service and infrastructure, and open space management. The Bangalore City Corporation (BCC) is also coordinating a GIS for Malleshwaram Ward with the help of a NGO. The GIS created for this ward in the city contains base maps and data of the area like roads, features of roads, land marks and other services under the Malleshwaram Ward-7, to be used for solid waste management planning and monitoring.

The Centre for Environment Education South also developed a GIS for Satyanagar layout in the city to prepare a Comprehensive Development Plan. A base map (physical plan of the layout) and socio-economic-physical information about the layout and its residents was prepared.

Looking Ahead...
Maps have traditionally been used to explore the earth and to exploit its resources. GIS technology, has enhanced the efficiency and analytic power of traditional mapping. Now, as the scientific community recognizes the environmental consequences of human activity, GIS is becoming an essential tool in the effort to understand the process of global change. Various information sources can be combined to simulate the interactions of complex natural systems. Through a function called visualization, a GIS can be used to produce images—real maps, but drawings, animation and other products. These images allow researchers to view their subjects in ways that virtually have never been seen before. GIS gives researchers the ability to examine the variations in earth processes over days, months or years. For example, the changes in vegetation through a growing season can be animated to determine when drought was most extensive in a particular region.

Many disciplines can benefit from GIS technology. An active GIS market has resulted in lower costs and improvements in the hardware and software components of GIS. These developments will result in a much wider application of the technology throughout government, business and industry and will greatly help in the management and analysis of large volumes of data, allowing for better understanding of terrestrial processes and better management of human activities to maintain economic vitality and environmental quality.

- Smita Bidarkar, PAC

'Regional Seminar on Parliament and Good Governance: Towards a New Agenda for Strengthening Accountability in South Asia'
Dhaka, Bangladesh, March 19-24, 1999
This Regional meet was a follow-up of the Laurentian Seminar designed to promote a global dialogue among parliamentarians on good governance and to strengthen Parliaments in addressing critical, contemporary issues within a good governance framework. The Meet provided an opportunity for Parliamentarians in South Asia and civil society institutions to address issues of parliamentary accountability and corruption in the regional context.

Jointly organised by Transparency International (Bangladesh) and the Parliamentary Centre (Canada) in partnership with the World Bank Institute
Supported by: The Ministry of Foreign Affairs (The Netherlands)
As a social change resource centre, NCAS endeavours to strengthen the capacity of social action groups to advocate issues of public concern and facilitate democratic processes by extending capacity building, information, research and campaign inputs. It collects, collates and disseminates information on various topics like human rights, rights of women, children etc., through its Working Paper Series, Resource Material on Advocacy, Discussion Papers, Quarterly Publications such as Advocacy Update and Media Scan, and Occasional Publications. Process documentation of advocacy campaigns is one of its areas of priority.

Find out more about NCAS by contacting:
2, Santosh Apartments
Sheelavathi Colony
Paud Road
Pune 411 038
Tel/Fax: 346460
Email: ncas@wmi.co.in, ncas@pn2.vsnl.net.in

Bangalore, February 24-27, 1999

The Report Cards generated by the Public Affairs Centre has proved to be quite effective in demanding better accountability and responsiveness from public service delivery agencies and also in facilitating proactive civil society responses. PAC has carried out Report Cards in seven cities in India. These efforts, designed and conducted in collaboration with committed local groups, have led to many creative innovations and partnerships. Report Cards have also been conducted for specific sectors like Health and the Public Distribution System for strengthening the advocacy efforts of public interest groups. International recognition for this approach has also been encouraging; the ongoing support to the Government of Vietnam and citations in the World Development Report and Asiaweek are some recent examples in this regard.

This Workshop, the fourth in a series, was designed to sensitize the participants to the 'Report Card Approach' and through illustrative cases demonstrate the potency of linking the Report Card findings with highly effective advocacy strategies. Twenty three participants attended the Workshop. A major highlight was the participation of ten chapters of Transparency International from Asia, Africa and Eastern Europe.

Organised by: Public Affairs Centre, Bangalore
Supported by: National Foundation for India, New Delhi
As the public becomes increasingly discontented with government performance and services, it loses faith in politicians and bureaucrats. We are in such a situation today. Public sector productivity can provide the means for improvement and a restoration of confidence, but, given the current level of distrust, the public will respond only to carefully crafted changes and visible improvements. Also, client opinion and participation are becoming more important as vehicles for re-establishing credibility and ensuring the relevance of government services. Given the continuing threat of fiscal crises and the demand for change by the public, the scene may well be set for accomplishing productivity improvement now as never before.

This book deals with public productivity: what it is, how it can be measured, and, most important, how it can be improved. It is intended to provide a basic understanding of the public productivity field to policy makers and practitioners.

Improving public sector productivity is not a simple matter. It involves organisational change within a highly political setting. It calls on a wide array of improvement techniques from mathematical to motivational. It requires a capacity for careful collection and analysis of data, together with a capacity for imagination and risk taking. Success depends on understanding the terrain, the actors, and the resources.

A practical guide to enhance both service quality and client satisfaction of public agencies at the local, state and national level, this book helps to do just that. It is supplemented with a wealth of case studies and examples that focus on the constraints and options open to the practitioner.

Waste Minimization: A Practical Guide to Cleaner Production and Enhanced Productivity
Prasad Modak, 139 pages, 1995
Environment and Development Series, Centre for Environment Education

The traditional "end-of-pipe" approach, which sees pollution control as a mere add-on to the manufacturing process is now becoming obsolete. The awareness is rapidly gaining ground that it is much more cost-effective to prevent pollution from being generated in the first place, rather than spending the money and managerial resources on cleaning up after it occurs. The key question thus becomes: How to minimize the generation of wastes at the source itself? This book attempts to knowledgeably answer this question.

The concept of waste minimization differs radically from the "end-of-pipe" approach in that the former is a team approach which attempts to simultaneously conserve input resources by increasing the conversion efficiencies of production while meeting environmental expectations. It is thus an integrated approach and not an "add-on" as in the waste treatment approach.

This book presents a wealth of corporate case studies from India, Europe and the USA, showing how companies across a wide range of industrial sectors have been examining their manufacturing processes and modifying them to reduce unnecessary waste generation. This has resulted in significant savings in terms of input costs, energy and pollution.

This book also contains practical step-by-step guidelines for corporate waste minimization. The variety of case studies drawn from industry, and the discussion of management measures as well as technology that would help facilitate optimum resource use in the manufacturing sector, could go a long way towards enhancing cleaner and more profitable production.

Conflicts of Interest: Legislators, Ministers and Public Officials
Transparency International, Berlin

This excellent monograph is intended to help legislators, ministers and public officials identify a potential conflict of interest before it poses an ethical dilemma in the performance of their official duties and responsibilities. The study also suggest mechanisms either to prevent such a conflict arising or to resolve the conflict when it does occur. For ordering copies, please contact: Transparency International e.V., Otto-Suhr-Allee 97-99, D-10585 Berlin, Germany. The study can also be downloaded from: http://www.transparency.de
ROVING EYE

 emblem

 Curbs on money laundering
 Antigua has passed a new set of banking laws to clean up its troubled off-shore banking industry. The Caribbean country has been described by British, US and Canadian investigators as a haven for money launderers. The new law proposes to strengthen the powers of financial supervisors and also has provisions against money laundering, including asset forfeiture for anyone convicted of offence in another jurisdiction.

(TI/Financial Times, 21 October 1998)

 Transparent party funding in UK
 According to a proposal by UK public standards watchdog Lord Neill, funding of parties by anonymous or foreign donors shall no longer be allowed. Being part of a scheme to curb funding for political parties, all donations above £50 are to bear the name of the donor. National donations above £5000 and local ones exceeding £1000 have to be made public. The proposals were hailed by all parties as well as the government.

(Financial Times/Guardian (UK), 14 October 1998)

 Citizen Power in Maharashtra
 Tired of corruption and crime in the state, the citizens of Pune in the state of Maharashtra with some help from honest bureaucrats, challenged the abrupt transfer of their municipal commissioner. They were encouraged by the success of similar initiatives defending the jobs of honest bureaucrats in Thane and Mumbai.

(The Economist, 20-26 March 1999)

 Green Chief Ministers
 Mr. Pawan Kumar Chamling, Chief Minister of Sikkim and Mr. Chandrababu Naidu, Chief Minister of Andhra Pradesh have emerged as the 'greenest' state leaders in a survey conducted by the leading environmental magazine Down to Earth. In the first ever survey of this kind, environmentalists gave Chamling eight out of a maximum of 10 points for his efforts in ecological conservation including the scrapping of the Rathong-Chu Hydel project and banning the use of plastic bags in his state. However, readers of the magazine gave Mr. Naidu, who was ranked sixth by environmentalists, 7.27 points out of 10 to place him at the top in their rankings.

(The Observer, February 24, 1999)
Public Eye aims to stimulate creative interactions and lively debates on various themes related to good governance. We welcome like-minded individuals, public interest groups and citizen associations to share information and perspectives through this forum. Please send your contributions to:

The Editor
Public Eye
Public Affairs Centre
578, 16th B Main, 3rd Cross, Block 3
Koramangala
Bangalore 560 034, India
E-mail: pacindia@vsnl.com
website: http://www.pacindia.org

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Designed and produced by
Communication for Development and Learning,
Post Box 3457, Koramangala, Bangalore 560034
Phone (080) 5722874 Fax: (080) 5723418
email: cdibangalore@hotmail.com

Public Affairs Centre (PAC) is a non-profit non-governmental organisation committed to improving the quality of governance in India. Towards this end, PAC undertakes research studies, provides citizen action support and advisory services, and facilitates networking for the creation of sustainable fora. Bringing out Report Cards on public services in major cities in India, collaborating with the Government of India to make governance more responsive, helping public agencies to carry out systemic improvements and designing innovative programmes to bring transparency in the electoral process are some of the major initiatives of PAC.

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Editor : K. Gopakumar, PAC
Associate Editor : Lalitha Kamath, PAC