India is celebrating the fiftieth year of independence: August 15, 1997 would mark the Golden Anniversary. On the midnight of 15 August 1947, unfurling the tri-colour flag from the ramparts of the Red Fort in Delhi, Jawaharlal Nehru, India's first Prime Minister sounded out to the world India's tryst with destiny. A lot was promised. A lot was attempted. And looking back, the progress card of a nation, that emerged from the ruins of a war ravaged economy and an emotionally bruised society to the present day status of an awakening giant, resembles a curate's egg: good in some parts, bad in others. Though appreciable progress has been made in making the nation self-sufficient in terms of food security and basic needs, the government's response in terms of accountability, transparency, responsiveness and participation has been shoddy. It would not be trite to remark that 'governance is too serious a business to be left to the government alone'.

Perhaps one area where the apathy of governance reflects the most is the rapidly exploding urban centres. The growth of mega-cities in India has assumed alarming proportions; according to the 1991 Census reports, there are 23 cities with a population of more than one million. And by 2015, five Indian cities will be among the 30 largest in the world. However, the way cities are managed today smacks of negligence and insensitivity to the growing needs. Piling garbage, water shortage, lack of housing facilities, clogged traffic arteries and spiralling crime rates narrate a sordid tale of mismanagement and bad governance. This, inspite of the fact that urban areas account for 70 per cent of the country's GNP!

These ominous portents pose stimulating challenges for institutes like Public Affairs Centre (PAC), working in the arena of good governance. PAC evolved from a one-man initiative to voice the concerns of ordinary citizens on issues relating to public service delivery, using a simple and straight-forward strategy - the Report Card Approach. The approach, pioneered by Dr. Samuel Paul, founder Chairman of PAC, has since then been used in different sectors and different locales. The efficacy and wide ranging adaptability of the approach is amply demonstrated by the growing demand from NGOs and government agencies concerned about facilitating capacity building and augmenting effective advocacy efforts.

A different form of voice was exercised by PAC to protest against a proposed hike in power tariff in Karnataka. A memorandum voicing citizen's concerns was submitted to the government. Following this, representatives from PAC attended a joint committee meeting. The decision to hike tariff has been reviewed and a lower range fixed by the government.

A study on Health Care System in Bangalore, analysis of Municipal Budgets of the Bangalore City Corporation, citizen feedback on public services in Bombay and a committed support to citizen's initiatives in improving governance are some of the activities presently being pursued by PAC. We are greatly enthused by the support and encouragement extended by our partners.

We believe that the democratic process in India has assumed mature tones and one could look forward to more meaningful participation from the citizens. However, the real challenge lies in how the government and the political elite respond to this maturity.

Providing space for 'voice' is sine qua non with good democratic practice. And more so, in matters of governance. We, at PAC, believe that quality of governance can be enhanced by making the process transparent, responsive and participatory. And rather than creating a 'protest jungle' by amplifying dissent, we aim at meaningful and sustainable initiatives that anchor on the spirit of cooperation and networking. Our experiences so far have been positive. Admittedly, this is only a small step forward for us. But we do hope it results in rapid strides towards good governance. And for a nation turning 50, it is time to meet the tryst with destiny. Time to redeem the pledge.

K. Gopakumar, PAC

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INSTITUTIONAL SUPPORT

Management guru and author of the international best-seller 'In Search of Excellence', Tom Peters has observed "What gets measured, gets done". PAC's experience with the Report Card Approach, slowly but surely, is beginning to reinforce this belief. The approach, built around end-user perceptions, is being increasingly seen by institutions and agencies as a diagnostic tool to enhance accountability and responsiveness and also to facilitate a creative interface with the clients. Recently, the Report Card Approach was used to amplify citizen feedback on the functioning of the Bangalore Development Authority (BDA), a major public service agency in Bangalore. PAC also organised a two-day Workshop on 'Citizen's Feedback in Improving Public Services' at Coimbatore in collaboration with the Federation of Consumer Organizations of Tamil Nadu (FEDCOT).

Citizen's Feedback on BDA’s Services

The Bangalore Development Authority (BDA) was rated as the worst by the citizens of Bangalore, in the first Report Card Study undertaken by PAC. The agency was ranked the lowest in terms of staff behaviour, quality of service and information provided. The incidence of corruption was also the highest with every third person dealing with the agency paying 'speed money'. However, instead of adopting the usual ostrich posture, the agency took a pro-active stance and requested PAC to conduct a study based on the Report Card Approach in selected areas of the city. This is a unique collaboration wherein a public service agency has requested an external research group to provide assistance in getting feedback on various dimensions of service delivery.

The study sought to address some pertinent questions like: Are BDA customers satisfied with the quality of service delivery? Is the phenomenon of corruption as rampant as alleged? What are the perceptible areas of weakness in the functioning of BDA? Would the public be willing to participate in the process of improving BDA’s services? To give the effort a wider perception, the functional constraints experienced by the officials of BDA were also assessed through interactive discussions. Four major residential layouts, two each from North and South Bangalore, were selected for purpose of the survey and focus group discussions; a total of 349 respondents were interviewed in the process for perceptions on quality of services, incidence of corruption, community participation etc. The fieldwork was carried out by Marketing and Business Associates Pvt. Ltd. (MBA), which was also involved in the design of the study.

The study highlighted many critical issues: Citizens gave top priority to the functional operations of BDA in terms of issues requiring immediate attention. Behaviour of the staff was reported as least satisfactory. A large proportion of the residents expressed strong dissatisfaction with the maintenance services provided by BDA. Payment of speed money was resorted to by 22 per cent of the respondents. Well over half of the respondents are willing to participate in the process of improving the services and 55 per cent expressed willingness to officially pay more for improved services. Intra-agency perceptions, paucity of resources, political interference and lack of clear operational mandate were reported as the major constraints.

The study has provided significant insights into the working of BDA in terms of efficiency, accountability and responsiveness. BDA is currently working with PAC in designing a training package for its staff. (For more information, please contact Dr. Sita Shekar/ Prof. Suresh Balakrishnan, PAC.)

Workshop on 'Citizen's Feedback in Improving Public Services'

A major need experienced by citizen groups in their efforts to improve public service delivery is the ability to adopt strategies that are sustainable in the long run and capable of facilitating systemic changes through a process of active collaboration and creative partnerships with the government. Objective mechanisms for voicing the concerns of the citizens become quite useful in this regard. The Report Card Approach developed by PAC has evolved into an inclusive diagnostic tool to monitor public perceptions on issues related to public service delivery. The approach employed in different cities has helped to highlight prevailing patterns of public service related issues, citizen's perceptions on the efficiency, effectiveness and responsiveness of the public service providers on a comparative scale.

The Federation of Consumer Organizations of Tamil Nadu (FEDCOT) requested PAC to organise a two-day workshop on the Report Card Approach for its members. The workshop thematically titled 'Citizen’s Feedback in Improving Public Services' was organised between August 24-25 at Coimbatore for 30 activists representing different FEDCOT member groups. The keynote address was delivered by Mr. A.M. Swaminathan, former Secretary, Civil Supplies and Consumer Affairs. Dr. Samuel Paul, Chairman, PAC, gave the thematic introduction to the workshop, explaining the purpose and importance of obtaining citizen feedback as a means of monitoring monopoly services. Mr. R. Desikan, Chairman and
several members of FEDCOT’s Central Committee also participated in the workshop. The core sessions of the programme focussed on the concept of the Report Card, survey design and methodologies, techniques for processing and generating data, interpretation of findings and strategies for action. The workshop was organised in a highly interactive mode with ample space for group work. The participants also did a simulatory exercise incorporating all the essential stages of a Report Card Study.

Participants on the whole, felt that they had benefitted from this introductory exercise on the Report Card Methodology. Based on consensus and FEDCOT’s priorities, it was decided to employ the Report Card Strategy to evaluate the functioning of Primary Health Centres and Public Distribution System in Tamil Nadu. (For more information, please contact Anjana Iyer PAC.)

PAC’s Report Card on Public Services in Madras has found an interested and collaborative partner - the Government of Tamil Nadu! On behalf of the Government, the Chief Secretary invited Dr. Samuel Paul to present the salient findings of the Report Card to all senior officials. This initiative, the first of its kind in which the government has invited PAC to present the findings of the Report Card study, took place mainly due to the active involvement of the Federation of Consumer Organizations - Tamil Nadu (FEDCOT). The meeting held on September 6, 1996, was attended by senior officials. Specific mention was made on the role of citizens in improving governance; in this context, it was pointed out that the government has not been proactive in educating and informing the public about their role in improving urban services. Mr. R Santhanam, Secretary of Civil Supplies and Consumer Affairs has announced that he would plan further studies and strategies to reform the Public Distribution System about which there was considerable dissatisfaction. Representatives of the FEDCOT also pledged their support to the government and PAC in taking up follow-up action all over the state.

ADVOCACY

Public advocacy is increasingly seen as a powerful medium to highlight issues of public concern and advance policy initiatives. The strategy assumes added significance in efforts to mobilise public support and influence decision-making processes. PAC perceives advocacy as a vital component to ensure good governance. Recently PAC submitted a memorandum to the Karnataka Joint Legislature House Committee for review of the proposed power tariff hike in Karnataka. The memorandum comes in the wake of an announcement by the Karnataka Electricity Board (KEB), a government owned monopoly, for the heftiest increase in power tariff in the history of the state of Karnataka.

The memorandum has gone into factors underlying the growing inefficiency of the agency and also suggested remedial measures requiring immediate attention. Some of the salient issues raised in the memorandum were:

- Need to set up an independent regulatory body to fix tariffs. *Stop arbitrary actions!*
- Need to constitute a high level committee, involving outside experts, technical, economic and managerial, to assess KEB’s performance and to recommend ways and means to restructure its working, improve its efficiency and enhance its responsiveness to the public. *Ensure transparency in operations!*
- Stop free supply of power to employees. Bring in a wage settlement with the trade unions, whereby the benefit employees derive is monetised and compensated. *Save resources!*
- Specify standards of service delivery. Tariff revision should be made conditional on the KEB announcing the specific steps it plans to take to improve the standards and reliability of its service. *Set standards and stick to them!*

The PAC team met the Committee and submitted the memorandum on July 18, 1996. Subsequent to this, the Committee has recommended a reduction in the hike; the increase in tariffs will now range between 13.64 per cent to 40.33 per cent, instead of 25 per cent and 43 per cent as proposed earlier. The Committee also favoured the discontinuation of free power supply to the employees of the Karnataka Electricity Board and the Karnataka Power Corporation. Though further actions are required in the managerial and operational areas, the exercise has proved that voice mechanisms do have an impact on the arbitrary decisions taken by state monopolies.
RESEARCH

Report Card Study on Bombay Slums

The report card study on Bombay slums is being designed in the context of PAC's experience with similar studies in five cities, and follow-up work that has emanated during the last three years. This study builds on the conceptual clarity and methodological rigour evolved from past experiences and seeks to strengthen the impact through well planned partnership efforts with local organisations.

The initiative taken by Apnalaya, a well established NGO in Bombay, to explore the use of the Report Card Approach for studying the Public Distribution System (PDS) from the point of view of the slum dwellers provided the impetus for this partnership. A group of 18 NGOs and local groups have come together to set up the Rationing Kruti Samiti, to tackle problems in service delivery by the PDS and to identify mechanisms which would make the system more accountable to the users. Subsequent discussions highlighted the practical applications of the Report Cards to ongoing programmes of NGOs. Alongside, the process also highlighted the need felt by NGOs to link the design of Report Card studies to elements in their action agenda, and use the process to gain inputs to strengthen their activities. The inputs sought come in three forms:

- Reliable and comprehensive information across a wide sample on themes in which they are involved.
- To create a shared perception of the problem to initiate coordinated efforts among NGOs to deal with particular public service agencies, and
- Gathering insights into other linked issues in the slum population that NGOs may wish to address jointly.

The scope of the Report Card study is being widened in this study to explore the interface between public services and the livelihood related activities of slum dwellers; problems of quality and responsiveness are being examined for impact on the livelihood system, to identify stress areas. It is further hoped that this exercise would provide inputs for improving the design of developmental programmes for the urban poor. (For more information, please contact Prof. Suresh Balakrishnan, PAC.)

A Report Card on Hospital Services for the Poor in Bangalore

"It is 5.00 a.m. The emergency ward of the government hospital is deserted. The patient is brought in a critical condition. However, there is nobody in sight to provide any assistance. After much labour, a doctor is ushered in by a reluctant nurse and a ward assistant. There is no sense of urgency in the trainee doctor's movements. The patient's condition deteriorates. Medicines are prescribed, but the pharmacy is shut. The patient, a victim of apathy, finally succumbs to her illness".

This is not a chilling adaptation from a medical whodunit. This is a real life incident narrated by the victim's daughter who had to undergo the harrowing experience at a public hospital in Bangalore.

While medical services have undergone many technological advances, the deteriorating quality of health care provided by public hospitals poses alarming questions. The issue becomes more stark when it comes to the question of services to the poor; lack of awareness, illiteracy and inability to pay open market rates for health services further compounds the problem.

How do citizens, especially the poor, experience these services? What are their perceptions on the health care system? Where are the improvements required? To examine these issues, the Public Affairs Centre, MBA and the Citizens Action Group, an NGO based at Bangalore, designed and carried out a study to assess the nature and extent of problems encountered by the poor in their interactions with the health care system in Bangalore.

The Report Card on health care services was based on a sample survey of user perceptions and ratings from four categories of hospitals: large public hospitals, City Corporation run Maternity hospitals, Mission and Charity hospitals and Private hospitals. The study also involved a series of interviews with hospital administrators to identify systems and processes that explain some of the perceptions articulated by the respondents. As a
run-up to the larger exercise, short case studies were generated, focussing on themes like access, availability and quality of services, cost of services, reliability of services including diagnostic services, timely availability of drugs, patient information systems and extent of corruption.

The field study was designed using inputs from these case studies. It covered a sample of 361 citizens drawn from 12,896 economically weak households spread over 65 locations. The in-patient sample covered 108 users of Government hospitals, 46 users of Corporation hospitals, 63 users of Mission and Charity hospitals and 63 users of Private hospitals. Eighty one out-patients were covered for the study; this includes 47 users of Government hospitals and 34 users of Mission and Charity hospitals. The survey explored areas such as:

- Usage profile of different types of health care services
- Quality of medical care and facilities
- Cost of services
- Behaviour of doctors and hospital staff
- Dynamics of 'speed money'
- Overall satisfaction with the service

The study highlighted certain issues that call for immediate responses:

- The most significant issue seems to be the quality of medical care offered to the poor in the government hospitals. To start with, the waiting time prior to receiving medical attention and treatment seems to be quite high. Second, injections and medicines, presumably free or subsidised, are not available at government hospitals. However, the most critical problem seems to be the total absence of standards or the lack of awareness among the patients about what they can expect at hospitals. Viewed from these perspectives, Mission and Private hospitals seem to be serving the poor in a much better manner.

- The manner in which activities are managed in the Government hospitals calls for immediate attention. A good illustrative example would be the extent of cleanliness maintained. Although there was no major difference in the frequency with which cleaning was carried out across different types of hospitals, the level of cleanliness at government hospitals was rated the worst in comparative terms. Similarly, the poor are made to run from pillar to post to find medicines (in many instances, even for obtaining life saving drugs!) when being treated in government hospitals.

- A compulsive strategy that the poor resort to in seeking better quality of services is to make speed money payments. This approach is applied for all levels of medical personnel (from doctors to sweepers), and for all types of services (from operations to entering wards without authorisation). Although there is a wide variation in the quantum of payments the problem seems to be most acute in Corporation hospitals, which are used by the poor for maternity cases.

- Finally, it is observed that patients who have been in-patients at government hospitals are less likely to follow up their treatment with subsequent visits. While part of this tendency can be explained in terms of the general attitude to avoid hospitals as far as possible, the poor quality of instructions that patients receive is also an important factor.

It is hoped that the findings and interpretations emanating from this study provide inputs for public interest groups and administrators of health care systems to design frameworks for improving access to health care for the poor, quality of service they receive, and improve levels of satisfaction from services provided. Plans for a dialogue with the Government on this Report Card findings are being made by PAC and CAG.

(For more information, please contact Prof. Suresh Balakrishnan/Anjana Iyer PAC.)

National Award for Dr. Samuel Paul

The Association of Indian Management Schools (AIMS) has conferred its National Fellow Award to Dr. Samuel Paul in recognition of his outstanding contributions to management education and research in India and abroad. The award was presented to Dr. Paul at AIMS's annual convention in Madras on August 21, 1996. Nearly 100 management institutes, including IIMs are members of AIMS.
Combatting Corruption: Strategies and Mechanisms

PAC had initiated a project 'Tackling Corruption in India' to address the ubiquitous phenomenon of corruption on a national scale. The project, envisaged along a research-cum-action mode, is coordinated by Dr. Samuel Paul, Chairman of PAC. Prof. S. Guhan of the Madras Institute of Development Studies is the honorary Project Director. As a first stage of the project, PAC commissioned leading exponents from diverse fields to author discussion papers with strong emphasis on actionable proposals. Following this, a Workshop was organised at Bangalore on April 11-12, 1996 for the authors to discuss their papers and make revisions. Subsequent to this, final versions of the papers have been drafted.

The following is an excerpt from a detailed paper by Dr. Samuel Paul, summarising the conclusions and recommendations of these proposals.

The propensity for corruption in any society can be controlled only by systematically reducing the incentives and opportunities to engage in corrupt practices. An agenda for action to combat corruption must identify the strategic interventions necessary to minimise such incentives and opportunities in the Indian society. In this context, four action areas are identified as the essential building blocks for a national agenda for corruption control:
1. Reform of the political process,
2. Restructuring and reorienting government machinery,
3. Empowerment of citizens, and
4. Creating sustained public pressure for change.

Specific recommendations pertaining to each of these themes are given below:

A. The Political Process: Strategic Interventions for Reform

- Reducing money power in the conduct of elections. There is now substantial agreement among political parties and opinion leaders in the country on the need to use public funds to meet the election expenses of candidates. This should ideally be accompanied by a ban on donations to political parties and individual candidates by business enterprises.
- Reduction in election expenses and strict enforcement of expenditure ceilings. Election accounts submitted by candidates should be cross-verified with those furnished by their political parties.

- There is a need to strengthen the Anti-Defection Laws. There is also a need to enact a law for regulating the functioning of political parties requiring them to hold regular organisational elections to various levels, maintain prompt and systematic accounts and submit audited accounts to the prescribed authority and comply with income tax regulations and guidelines.

- A code of conduct needs to be adopted by Parliament to provide guidelines for the conduct of our elected representatives, and to take appropriate action when departures from accepted norms are observed.

- Elected representatives deserve to be compensated adequately. At the same time, action can be taken to reduce or eliminate their material and non-transparent privileges which lend themselves to easy abuse such as quotas for gas connections, petrol pumps, telephone connections, school admissions and the like.

- The Prevention of Corruption Act should include MPs, MLAs, and all other elected representatives of local governments and such other statutorily constituted local bodies within the purview of this Act. The Criminal Law Amendment Ordinance of 1944 should be replaced by a more comprehensive Act to deal with properties acquired by public servants by corrupt or illegal means not only in their names, but also in the names of their close relatives and benamis (proxies).

B. Restructuring and Reorienting Government Machinery

- Deregulation and de-bureaucratisation. A strategic approach will require that the focus of reform should
be on the more corruption-prone public agencies that also have the most interaction with people.

- A second area for restructuring and reorientation pertains to the use of discretion in public decision-making. Corruption control calls for discipline in this area through an explicit adoption of a set of guidelines for the use of discretion, and documentation of the specific reasons for discretionary decisions to be made available to the affected parties.

- The institution of Lok Pal should be given constitutional status and placed at the apex of a network of ombudsmen established at the level of the state governments and other major public authorities. It is of vital importance that the Lok Pal should be underpinned by an independent agency for investigation and prosecution.

- Credible and transparent approaches to the selection and appointment of persons to key positions will go a long way in attracting persons capable of resisting corruption and preserving their autonomy. In the bureaucracy, it is not only appointments, but also transfers that need to be insulated from arbitrary action. While selection and appointments, transfers and promotions in the entire bureaucracy deserve a close look, from a strategic perspective, the right place to start is at the top.

C. Empowering Citizens

- Limiting the monopoly power of public service providers and deregulation of economic activities will reduce the spread and severity of corruption that citizens face in their daily lives. Greater proximity to decision-making and to remedy or appeal mechanisms may empower people to monitor abuses and to seek redressal more effectively. The implementation of the 73rd and 74th Amendments to the Constitution should be accelerated and made effective so as to empower people along these lines.

- The Official Secrets Act should be suitably reformed and a Freedom of Information Act should be passed, explicitly guaranteeing the right of access to official documents, subject to the provisions of the law. Categories of documents exempt from disclosure and the limits to the right to privacy must be the minimum necessary and clearly specified.

- All providers of public services and regulatory agencies should be required to specify and widely disseminate information on their standards and norms of service and remedies available to the public if they are dissatisfied. Laws governing these public agencies should mandate that they fulfil this requirement.

- Wherever feasible and appropriate, service providers may be encouraged to design and offer services with the required attributes such as speed, reliability, etc., and to price them accordingly.

- All the major public utilities and other service providers should appoint independent ombudsmen whom citizens can approach to redress their grievances, delays, malfunctioning and inefficiency.

D. Creating Sustained Public Pressure for Change

- The media should undertake dissemination of information to the public on the service standards, guidelines and norms of major service providers as an important service to the community.

- Business organisations, especially associations of business and industry can render a valuable service by making their position clear on the subject of corruption. An important initial step in this regard could be for leading associations and chambers of business to recommend specific measures to the government that can be taken to minimise corruption in business-government relations.

- Other institutions of the civil society such as voluntary agencies and religious groups can act as support and catalytic groups to encourage individuals and communities to resist corruption and to reform the system. They can also play a major role in assisting the less privileged citizens and their groups in accessing the mechanisms available to seek remedies when faced with situations involving extortion and corruption.
We begin a new column to introduce organizations and personalities working in the field of good governance. The idea is to augment the process of networking among persons and institutions sharing similar views and perceptions. The first of this series focuses on the 'National Foundation of India' (NFI). The Foundation has been supporting the activities of PAC since 1994. We talked to Mr. Shankar Ghose, Executive Director of NFI, on a set of salient themes:

Introducing National Foundation of India (NFI)...

The genesis of the Foundation could be traced to a workshop on Indian Philanthropy in October 1985, organised by the Ford Foundation and the Centre for Policy Research at New Delhi. A major pointer that emerged from the proceedings was a collective need for a national, professionally managed, grant making foundation to support voluntary initiatives for national development. This expression found active support at a meeting of eminent personalities hosted by the then Governor of Maharashtra, Mr. C. Subramaniam. With the Ford Foundation expressing willingness to support the initiative, the idea gathered momentum. The Foundation was registered as a Trust in January 1992 and was launched in Bombay on March 13, 1992.

Mr. C. Subramaniam, former Union Finance Minister and former Governor of Maharashtra, is the Founder Chairman. Dr. M.S. Swaminathan, distinguished Agricultural Scientist, is the current Chairman. The Board of Trustees has eminent personalities like Dr. Kamla Chaudhry, Dr. V. Kurien, Mrs. Devaki Jain, Mr. Ratan Tata, Mr. S.P. Godrej and Begum Bilkees Latif as its members.

Objectives and Mission

The central mission of the National Foundation of India involves stimulating and supporting the creative potential of the people through private voluntary organizations to participate in the nation building process.

The immediate objective is to support a development process that is equitable and sustainable, and one that promotes respect for pluralism and cultural diversity. In pursuing this mandate, the Foundation's programmes will focus selectively on themes of broad national concern such as poverty, population, equity, employment, environment and national integration. The Foundation lays specific stress on partnership and networking with voluntary agencies sharing similar concerns. The Foundation's primary interest in the arena of Public Affairs and Urban Governance is the 74th Constitution Amendment. The rationale for this is that a vibrant Nagarapolika could bring about major changes in working towards participatory decision-making in urban affairs.

Current Areas of Interest

The Foundation's current focus is on the following themes:

- Gender Equity and Gender Justice
- Public Affairs and Urban Governance
- Regional Development with reference to North East India
- Sustainable Livelihoods/Natural Resources, and
- Development Journalism

The ongoing support to Public Affairs Centre

The Foundation's support to PAC is in the form of a three year grant of which more than a year has expired. In this short span, the Centre has covered a wide range of activities, ranging from action research and identification of problem areas, mechanisms and
Mr. Shankar Ghose, formerly Chief Operating Officer and Senior Vice President of SIFL Limited joined NFI as Executive Director on April 1, 1996. A graduate from St. Stephen’s College, Delhi University, Mr. Ghose has completed the Corporate Planning and Project Management Programme from the Indian Institute of Management, Ahmedabad, and the Advanced Management Programme from The Wharton School, University of Pennsylvania. In recent times, Mr. Ghose has been involved with the Environment and Social Development Division of SIIL Limited. With more than 40 years experience in the corporate sector, Mr. Ghose brings his rich expertise to the National Foundation of India.

Swabhimana:
Reflections on a Success Story

Swabhimana, the people’s movement for a better Bangalore, was formally inaugurated by the Chief Minister of Karnataka in August 1995. The movement, launched by the Bangalore Development Authority and the Bangalore Mahanagara Palika with PAC playing a catalytic role, has completed one year of activities. On September 9, 1996 all members and partners of Swabhimana met in the presence of elected representatives and other dignitaries to celebrate the completion of the first year of the movement. The Swabhimana Newsletter, edited by Anjana lyer, PAC, was also released on this occasion.

Though lot of apprehensions were expressed on the sustenance of this innovative effort, the movement has grown from strength to strength and created active interfaces between neighbourhoods, communities, NGOs and the government sector. Several 'learnings' could be derived from the last one year's experience:

- The movement has come a long way from clearing garbage to the intricate and complex phenomenon of governance. There is also a slow but concrete realisation that once the focus is made on issues related to governance like planning, elections to local bodies and monitoring of service delivery, problems associated with the quality of urban service delivery will get solved automatically.

Future Direction

As lot of efforts and resources are presently invested in coping with the crises of unresolved strategies in larger cities, the Foundation would like to focus its interventions in small and medium towns by creating linkages that allow skills, strategies and solutions to flow from initiatives in big cities to smaller ones. Organization of self-help mechanisms for better access to urban basic services, capacity development of communities and promoting community initiatives for local governance and demanding accountability and transparency in public life are areas in which the Foundation hopes to focus on in the near future.

For further information, please contact:
National Foundation of India
India Habitat Centre
Core E, Upper Ground Floor
P.O. Box 3133, Lodi Road
New Delhi - 110 003.

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- A number of resident groups have joined Swabhiman. With the help of the core group, these groups have established linkages with local Corporation officials and staff of other civic agencies to tackle all the local issues. This has ushered in a process of effective decentralisation.

- New technologies have been experimented with. For example, there are resident groups in different parts of the city experimenting with different composting methods with its own set of benefits and resource requirements.

Swabhiman, conceived as a small experiment to build resilient neighbourhoods, has today metamorphosed into an outstanding innovation in community development. Imbued by the spirit of learning by doing, the Swabhiman initiative truly reflects the triumph of collective will, trust and cooperation. More importantly, that efforts to improve governance need to be participatory.

**WORKSHOPS**

**International Conference on Governance Innovations**  
October 20-23, 1996,  
Manila, Philippines

The Conference launches a three-year program called the Canada-ASEAN Governance Innovations Network (CAGIN). CAGIN is funded primarily by the Canadian International Development Agency (CIDA) and supported by the Economic Development Institute of the World Bank. The Program, managed by the Institute on Governance (IOG), a Canadian private non-profit organization dedicated to promoting effective governance, attempts to create a dynamic process of adaptation of effective governance innovations at local government levels.

The Conference will prominently feature PACs' Bangalore Report Card Study and the response of public agencies. The Conference envisages participation from mayors and governors, public officials, policy-makers, academics, business executives, and citizens engaged in community development in ASEAN and South Asian countries. Dr. Samuel Paul, Chairman, PAC is one of the six theme leaders of the Conference.

**Workshops**

International Workshop on Governance, October 13-17, 1996, Sao Paulo, Brazil

An International Workshop on Governance is being held at Sao Paulo, Brazil during October 13-17, 1996. The Workshop, hosted by the Getuilo Vargas Foundation and organised by the Lyndon B. Johnson School of Public Affairs at the University of Texas, Austin, is being supported by the Ford Foundation. The Workshop, structured around the broad themes of civil society, government performance, participation and accountability, will specifically explore the dynamics underlying the building of civil society and the development of the social infrastructure upon which citizen participation depends. The Workshop will also seek to investigate the range of strategies and approaches available to encourage citizens to articulate demands on government and participate in the development of public policy. Further, efforts to train and build capacities of public officials, redesign public services, reorient bureaucracies and encourage public sector innovation will be examined.

Prof. Suresh Balakrishnan, Research Coordinator at PAC has been invited to attend the Workshop.

For more information on Swabhiman, please contact:

Swabhiman,  
c/o Dr. Jayachandra Rao  
Additional Health Officer  
Bangalore City Corporation  
N.R. Square  
Bangalore - 560 002.
The following titles are available on request:

1. **A Report Card on Public Services in Indian Cities: A View from Below**  
   *Samuel Paul*  
   Rs. 30 or US $10*

2. **Public Services for the Urban Poor:**  
   A Report Card on Three Indian Cities  
   *Samuel Paul*  
   Rs. 30 or US $10*

3. **Strengthening Public Accountability:**  
   New Approaches and Mechanisms  
   *Samuel Paul*  
   Rs. 30 or US $10*

   *Stephanie Upp*  
   Rs. 25 or US $7*

5. **Public Services and the Urban Poor:**  
   A Comparative Assessment Based on Citizen Feedback from Five Indian Cities  
   *Sita Shekar*  
   Rs. 30 or US $10*

6. **Bringing Transparency into Elections:**  
   A Field Experiment  
   *Suresh Balakrishnan*  
   Rs. 25 or US $7*

7. **Corruption in Political Process**  
   *K. Ganesan*  
   Rs. 30 or US $10*

8. **Corruption, Political Interference and the Civil Service**  
   *Madhav Godbole*  
   Rs. 30 or US $10*

9. **The Role of Audit in Tackling Corruption**  
   *Ramaswamy R. Iyer*  
   Rs. 30 or US $10*

10. **The Right to Information**  
    *A.G. Noorani*  
    Rs. 30 or US $10*

11. **Prevention of Corruption:**  
    Towards Effective Enforcement  
    *C.V. Narasimhan*  
    Rs. 30 or US $10*

12. **Corruption in Public Services Delivery**  
    *Samuel Paul & Manubhai Shah*  
    Rs. 30 or US $10*

13. **Corruption and Administrative Discretion**  
    *S.P. Sathe*  
    Rs. 30 or US $10*

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**Public Affairs Centre**  
707, 6B Cross Road, Block 3  
Koramangala, Bangalore 560 034, India  
Tel : 553 7260, 552 0246  
Fax : 553 7260

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**MORE ON PAC**

Public Affairs Centre (PAC) is a non-profit organisation dedicated to the cause of improving the quality of governance in India. While recognising that many factors influence governance, PAC will focus attention initially on areas in which the public can play a useful role in improving governance. Towards this end, it will undertake and support research on public findings and assist citizen groups and public organisations concerned with improving governance. The current focus of PAC on urban public service reflects the urgency and timeliness of its activities.

PAC's role in this challenging endeavour will be:

- To assist in enhancing the quality of public policies, programmes and services of concern to citizens through research and advisory services to both citizen groups and the government;

- To use the findings of research to inform the public and stimulate collective action by citizen groups; and

- To network with other organisations, both public and private, in furtherance of its goals.

PAC's long-term strategy will identify and respond to major issues pertinent to governance from time to time in collaboration with other groups that share similar concerns.
Dr. Samuel Paul (Chairman) is former Director of the Indian Institute of Management, Ahmedabad. He has also been an advisor to the United Nations, International Labour Organization and the World Bank.

Mr. T.R. Satish Chandran is Principal Secretary to the Prime Minister, Government of India. He was also former Chief Secretary, Karnataka State, and Secretary (Energy), Government of India.

Dr. Kamla Chowdhry is former Chairperson of the National Wastelands Development Board, New Delhi, and Trustee of the National Foundation of India.

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

Dr. G. Thimmiah is Member, Planning Commission, New Delhi. Formerly, he was Chairman, Karnataka State Finance Commission and Director of the Institute of Social and Economic Change, Bangalore.

Mr. P.P. Madappa is a consultant based at Bangalore. Formerly, he was Chief Executive of J.K. Pharma and Managing Director of Karnataka Antibiotics and Pharmaceuticals Ltd.

Mr. Manubhai Shah is Founder and Managing Trustee of the Consumer Education and Research Centre, Ahmedabad and Visiting Professor, IIM, Ahmedabad.

* We are pleased to report that two of PAC's Directors have joined the Government of India at the highest levels. Both Mr. Satish Chandran and Dr. G. Thimmiah have kindly agreed to continue on PAC's Board of Directors.

I was very pleased to go through the April-June 1996 issue of the PUBLIC EYE. It is pleasing that your experiences are being shared with interested people over the country. I am sure that it will arouse action programmes elsewhere as well.

Atma Sarangi
70C Hindustan Park
Calcutta 700 029 India

Thank you for sending the April-June 1996 issue of the PUBLIC EYE. We are most impressed by the work the Public Affairs Centre is doing. The PUBLIC EYE is a good medium to share your experiences in community work and also to educate the citizens of their rights. We congratulate you for your achievements.

Ms Margit van Ham
Program Officer, Transparency International
Heylstrauss, 33-D-10825
Berlin, Germany

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