For the Department of Administrative Reforms and Public Grievances in the Government of India, it was exciting and fruitful to be associated with the Public Affairs Centre in addressing various issues relevant to the promotion of effective and responsive administration in India. The national debate on an agenda for citizen-friendly administration started with a Conference of Chief Secretaries and extended over a period of six months from November 1996 to May 1997 covering different states and various shades of public opinion. It culminated in an Action Plan for Effective and Responsive Government, which was endorsed in the Conference of Chief Ministers convened by the Prime Minister in May 1997.

The agenda reflected the realisation of the need for urgent measures to restore the faith of the people, especially to the weaker sections of the society, in the fairness, integrity and the capacity of the administration at all levels. It also reinforced the fundamental obligation of a democratic government to provide an administration which is clean, participative, easily accessible to the people, and based on simple and transparent laws and procedures. Since the civil service is the major instrument of the government for implementation of the policies for economic growth and delivery of services, the reforms of the civil service and reorientation of its role and systems were seen as essential components of a responsive administration. What is remarkable is the consensus of what needs to be done on the part of the entire political leadership of the country as documented in the Conference statement.

Before the Conference of Chief Ministers was held, a number of concrete initiatives for accountable and citizen-friendly government, transparency and right to information, and for improving the performance and integrity of public services have been taken. PAC has been associated with a number of these initiatives on formulation of Citizen's Charters by a number of Departments and offices of Central Government with a large public interface, with specific standards of service and time limits where the public can expect, avenues for grievance redressal and a provision for independent scrutiny with the involvement of consumer groups. The Charters for agencies concerned with direct taxes, excise and customs, Insurance, Passport Offices, Railways etc. are being widely publicised. A number of State Governments have started similar efforts to publicise Charters along similar lines. Information and facilitation counters have been set up in a number of Central Government offices in order to provide information and assistance across the counter with computerised facilities. Many states are taking the administration to the people for on-the-spot redressal of public grievances. A major effort for review of laws and regulations has been taken up to make the entire system of approvals, issue of permits simple and free from corruption. The Government has also announced its intention to introduce a legislation for Freedom of Information in the next session of Parliament. This is in response to the call for transparency in all official dealings and widespread access of public to information, which will also reduce the scope for corruption arising from unnecessary scrutiny.

As documented in various studies conducted by PAC, people-friendly and effective administration depends equally on improvements in the performance standards and values in the public service, their responsiveness to the public, and efforts to curb the politicisation of the civil services. A major effort has been launched to strengthen the preventive and deterrent steps for tackling corruption at all levels. A Code for Ethics for Central Government employees is proposed to be given a legal shape.

Ultimately these comprehensive efforts for good governance rest upon the partnership with various stakeholders in civil society, wide dissemination of good practices, and the mobilisation of popular efforts in support of responsive and effective administration.

Dr. P.S.A. Sundaram
Additional Secretary
Department of Administrative Reforms and Public Grievances, Government of India.
Waiting to Exhale!
A Report Card on the Impact of Economic Reforms on the Private Enterprise Sector in India

The economic reforms initiated by the Government of India in 1991 are largely seen as measures to wake up the Indian industrial sector from its 'Rip Van Winkle' like slumber and take on the global market. The purpose, direction and mandate of the reforms have generally been perceived as positive and encouraging. However, reviews of the progress of reforms have often alluded to the problems of effectively translating well intentioned policies into action at the ground level. And the impact of these measures hinges around how regulatory and infrastructural services are being delivered to the industry sector. If they have streamlined their operations and geared up to play a facilitatory role, industry can be expected to perform better. However, if they continue to be poorly organised and delay decisions and/or create barriers, the costs to enterprises will rise with adverse impact on their performance.

What has been the impact of the economic reforms on the small and medium enterprises in the industry sector? Do they find start up and expansion of activities easier today than before? How do they rate the regulatory and infrastructure agencies that are supposed to assist or monitor their operations? What are the barriers that remain? These were some of the guiding questions around which PAC organised a Report Card on the efficacy of the regulatory and infrastructure agencies which impacts strongly on the performance of industrial enterprises. The study was co-ordinated by K. Gopakumar.

The study covered a sample of 156 manufacturing enterprises spread over three Indian cities: Bangalore, Mumbai and Ahmedabad. Apart from being locationally spread over, these centres also bring into perspective different entrepreneurial ethos. While Mumbai and Ahmedabad have a long history of entrepreneurial ventures, Bangalore is the upcoming techno-industrial centre all set to clone the Silicon Valley miracle.

The field survey was jointly designed by PAC and Gallup-MBA India; the field investigations were carried out by Gallup-MBA in April-May 1997.

We present below the salient findings of the Report Card:

In general, it appears that one out of every three small and medium entrepreneurs in the cities covered is experiencing the positive effects of the Government's reform initiatives. While firms in Ahmedabad and Mumbai are quite upbeat about the general progress, enterprises in Bangalore are less enthusiastic. Compared to older units, enterprises set up after 1982 feel more buoyant about the pace and direction of the reforms; this might imply that older enterprises set up in an era of protection are finding it more difficult to adjust to reforms.

The Flip Side.....

- As government policies change, the industry environment seems to be getting more competitive. Though small scale enterprises continue to be the major competitor for both medium and small units, MNCs are emerging as the next major competitor replacing large Indian firms (which occupied the second slot in 1993).

- A big boost for exports following liberalisation: two-thirds of the enterprises feel that exports have become more profitable compared to three years ago because of liberalisation. (We are an exception, say entrepreneurs in Bangalore with 55 per cent opinion that exports have not become profitable). The positive perception is strongest in Mumbai (78 per cent). Trade liberalisation and currency depreciation brings in more profits. Customs clearances for exports are faster as compared to three years ago (72 per cent of respondents across locations agreeing to this). Ahmedabad records a lower proportion.

- Bureaucratic delays are less oppressive than before. Statutory requirements have been

### IMPACT OF REFORMS: A Tale of Three Cities

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<th>Indicator</th>
<th>Rank 1</th>
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<td>Greater Ease of Customs Clearance</td>
<td>Mumbai</td>
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<td>Policies facilitating better Competitiveness</td>
<td>Ahmedabad</td>
<td>Mumbai</td>
<td>Bangalore</td>
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<td>Greater Ease of setting up firms</td>
<td>Mumbai</td>
<td>Bangalore</td>
<td>Ahmedabad</td>
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<tr>
<td>Less Time taken for statutory clearances</td>
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<td>Corruption and Inspector Raj (least)</td>
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<td>Quality of Infrastructure</td>
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<tr>
<td>Positive Impact of Reforms on future prospects</td>
<td>Ahmedabad</td>
<td>Mumbai</td>
<td>Bangalore</td>
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* Public Eye • Vol. 2 No.3 July-Sept. 1997
relaxed by many agencies. Administrative clearances for start up/expansion are easier to obtain today as compared to three years back. Around 60 per cent of entrepreneurs report that they could get all statutory clearances done within six months; the corresponding figure in 1993 was 44 per cent. Across regions, Mumbai comes out on top with more than 72 per cent of the firms getting all clearances done within six months. The position is relatively bad for Ahmedabad with 42 per cent of the firms reporting one year to complete the formalities.

- Substantial improvements in Telecommunication facilities.
- The emergence of Non Banking Financial Companies impacts positively on financial services.

- There are an estimated 2.5 million small and medium enterprises in India. Even assuming that only 50 per cent of them pay bribes (discounting for 40 per cent who do not pay bribes and assuming that 10 per cent of the registered units are sick or closed down), the total amount paid monthly as bribe to various inspectors is Rs. 291 crores! Or, the hidden cost of corruption incurred annually by small and medium enterprises in India works to a whopping Rs. 3500 crores! This is probably 50 per cent higher than what it was three years ago.

- Time spent on dealing with Central and State regulatory agencies has remained the same over the past three years.

- Availability and quality of power, acquisition of land and quality of roads continue to cause severe impediments. Infrastructure facilities and services are rated the worst in Bangalore. However, conditions show marked improvements in Mumbai over the last three years; e.g., quality of roads which was rated poor three years ago, is no longer a problem.

- State incentives are yet to be fully availed of; smaller firms show reluctance to avail of existing incentives.

- There is an air of pessimism on the labour relations front; the momentum of improvements in labour relations is generally perceived to be static. The issue of retrenchment seems to get tougher.

(please see the section on PAC publications for details of the full report)

And the Flop...

- Only a gradual fall in entry barriers, say entrepreneurs; 36 per cent of the firms across regions feel that it is easier to set up similar enterprises today as compared to three years ago. Conditions are more favourable in Mumbai and worst in Ahmedabad.

- Inspector Raj is alive and kicking! On an average, 2-3 inspectors visit a firm in a month! Corruption and delays in dealing with regulatory agencies (and their inspectors) emerge as a major problem for small and medium enterprises. More than 60 per cent report having made unofficial payments to inspectors. The volume of such transactions is also quite high with more than 35 per cent of the total respondents reporting monthly payments in excess of Rs. 5000 as bribes to inspectors; 69 per cent in Ahmedabad pay more than Rs. 5000 to inspectors. The incidence of corruption is observed to be the highest in Mumbai (75 per cent) and for smaller units (65 per cent). The average amount given as speed money per month works out to Rs. 2328.

Voices from the Edge...

A Report Card on Public Services and the Urban Poor in Mumbai

The city of Mumbai, previously known as Bombay, is the capital of the state of Maharashtra. It is estimated to have a population of 12.5 million of which 5.5 million are believed to be living in slums. The population density in slums is very intense; 24,300 people inhabit each square kilometre of the slums, with an average of five persons sharing a dwelling space of an average size of 15 square metres. This Report Card Study, designed in consultation with Apnalaya - a well established NGO in Mumbai, seeks to explore major stress areas in the interface between public services and the livelihood systems.

The study consisted of two broad parts:

- Assessment of overall availability, usage and satisfaction and reasons for dissatisfaction with public services (satisfaction component), and,
- In-depth study of services where high levels of dissatisfaction was experienced, to identify
nature of stress, result of problem solving initiatives, hidden costs, and initiatives for citizen participation (dissatisfaction component).

The 21 wards in Mumbai were divided into three sections for the purpose of sampling - Mumbai Island, the Suburbs and the Extended suburbs using data from the 1981 National Census. Mumbai Island houses close to half of the city’s population, but only a quarter of the slums; but the Suburbs with around 40 per cent of the population accommodates over 50 per cent of the slum population. The heaviest concentration of slums is in the Extended suburbs, which accounts for only 15 per cent of the total population, but houses 28 per cent of the slum population.

Within each ward, a number of slums were selected using probability proportionate to overall number of slums in each ward. A maximum of 10 households were interviewed in each slum. A total of 1018 respondents were contacted for the study.

Some interesting strands emerging from the survey are discussed below:

Public services that slum-dwellers receive fall into four categories:
- **Basic services**: drinking water, domestic lighting, public toilets, and garbage clearance,
- **Neighbourhood related**: streetlights, public telephones, ration shops, high schools, health centres, banks and post offices,
- **Other infrastructure**: pucca roads, public buses, and suburban railway, and
- **Institutional environment**: house maintenance regulation, minimum wages and security to life and property (police).

**The Worst Rated Services**
The four services slum-dwellers rated worst were ration shops, drinking water, public toilets and garbage clearance.

**Ration shops**
Most respondents owned ration cards (95 per cent), and had acquired it through routine procedure. But only 15 to 30 per cent of the respondents purchased items from the ration shop. Most respondents made use of the ration card for purposes of identification at schools, for passports, gas connections, bank accounts etc. The major problems encountered in the interface with the ration shops were:
- **Poor Service,**
- **Insufficiency of the allotted quantity (95 per cent),**
- **Poor quality of the products,**
- **Long waiting time** (average of three hours per visit) at shop, and
- **Non-availability of required commodities (88 per cent).**

**Drinking Water**
Availability of public taps was quite high at 90 per cent. And for 97 per cent of the respondents, the public tap was the main source of drinking water. Most of the respondents received water only once in a day (93 per cent). Since no other source of water is available, 83 per cent of the respondents used the drinking water for other purposes as well. The major problems regarding this service are:
- **Distance to the tap** - average of about 70 metres.
- **Inadequate quantity** - 82 per cent felt the quantity insufficient.
- **Waiting time** was 1.5 hours on an average.
- **Frequent failure of water supply** said 65 per cent of the respondents.
- **Bad quality** of the water according to 33 per cent of the respondents.

**Public Toilets**
Availability and usage of public toilets in the Mumbai slums stands at 94 per cent. The maintenance of the toilets was taken care of by the Bombay Municipal Corporation in 60 per cent of the public toilets. The major problems were:
- **Lack of water in the toilets** - only 11 per cent have water
- **Long wait in queues**
- **No connection to the sewerage** - 25 per cent of the toilets
- Long distance to the toilet - average distance is 100 metres
- Needed alternative arrangements (56 per cent of the time)

**Garbage Clearance**

Garbage collection was taking place according to 41 per cent of the respondents, of which only 27 per cent make use of it. Thirty five per cent reported that the local system was connected to the municipal garbage clearance system. Almost all respondents (96 per cent) stated that no precautions were taken during the garbage clearance. The major problems were:

- **Distance to disposal spot** - Average of 50 metres.
- **Inadequacy of space for garbage disposal** - said 90 per cent.
- **Irregular garbage clearance** - once a day in 10 per cent of the areas; no clearance for more than a week in 22 per cent.

**Now, how about the VOICE....**

Given all these problems, the moot question was how do slum-dwellers react, individually or collectively.

Responses suggest that:

- **More preferred not to complain.** Only 25 per cent complain to agencies.
- **Complaints fell on deaf ears.** Nearly 61 per cent got no response to complaints.
- **Problems never got solved** - say 87 per cent.
- **Very few reported using bribery to solve problems.**
- **Not enough NGO efforts** to solve slum dwellers problems say 70 per cent.
- **Ready to pay more** for better service say 65 per cent.

Also, it appears that respondents in the island slums are the most vocal, and as we move further away to the extended suburbs, the intensity of voice also recedes. And the louder the voice, the better the response. The responses from agencies in terms of extent of problem resolution, and quality of staff behaviour are also consistent with this thesis, and a similar pattern repeats across all four services with varying intensity.

**Are dwellers in some types of slums better off?**

The analysis also brought into focus subtle variations across different types of settlements:

- Access to public services, in general, is better in slums on Government land. But problems for drinking water are greater for slum-dwellers in the island area and state government owned land.
- Residents of slums in suburban Mumbai, older slums, and those located on State Government land have more of a problem with public toilets.
- Problems with garbage clearance is more acute in suburban and newer slums, and slums on Central Government land.
- People living in slums located in extended suburbs, newer slums, and those situated on State Government land are the most dissatisfied with ration shop.
- Slum dwellers from the island, newer slums and from the slums located on State Government land were observed to be more proactive and complaining more frequently to concerned authorities.

**The Role of NGOs**

Slum-dwellers see little NGO action, of a large enough scale, to make a significant difference to the problems they have been facing with basic services. Slums on the island seem to be better off in this regard. Drinking water enjoys better attention in Mumbai, except for the extended suburbs.

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**What Mumbai slum-dwellers feel and want**

- **Basic public services, drinking water, garbage clearance, public toilets and ration shops, are in a sorry state**
- **Availability on paper is not reflected in quality or satisfaction**
- **The island slums are better off; the extended suburbs the worst hit**
- **The vast majority of slum-dwellers suffer in silence**
- **Activity levels of NGOs have plenty of room for improvement**
- **Where slum-dwellers have complained, agency staff and responsiveness has been better!**

*(The Report Card Study on Mumbai slums was co-ordinated by Prof. Suresh Balakrishnan)*

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WORKSHOPS

Asia and the World Capital, Competitiveness and Community

The Annual Meeting of the World Bank Group and the International Monetary Fund are designed to create a forum for business leaders, government delegates, senior World Bank Group and International Monetary Fund officials and others to discuss developments and opportunities in emerging economies world-wide.

This year’s programme included 40 highly interactive sessions on topics like Finance and Capital Markets; Infrastructure Development; Governance and Sustainable Development; Regional and Country Opportunities; and The Promise of China’s Partnership.

Dr. Samuel Paul, Chairman, Public Affairs Centre was an invited speaker at the meeting.

The State and Civil Society in the Fight Against Corruption

The 8th International Anti Corruption Conference Lima-Peru, September 7-11, 1997

As the three jet powered MD-11 long range air carrier made a weary descent to Lima after a grueling 14 hours flight from Amsterdam, my fellow traveller pointed to the glistening peaks of the Andes mountains and said “The world’s most treacherous peaks”. How appropriate, I thought, as I readied myself to respond to an invitation to speak at the 8th International Anti Corruption Conference (IACC) in Lima. The spectre of corruption looms ahead of the humanity today as the most daunting summit to be conquered. And, more than posing moral and philosophical threats, the phenomenon also accelerates deprivation and poverty. Corruption is not the consequence, but cause of poverty.

The Lima meet constitutes the eighth in a series of international events which began in 1983 in Washington. This bi-annual Congress represents an organised global reaction by people and institutions, both private and public, to combat corruption in all forms. The accent is to transcend the stages of conceptualisation and diagnosis and move, once and for all, to new levels of practical initiatives to carry out the fight against corruption.

The 8th IACC drew in more than 1000 participants from over 90 countries, representing all sections of the society. The main themes of the Conference -

- Defining the challenge for fighting corruption,
- Sharpening the tool for the fight against corruption,
- Empowering civil society in the fight against corruption and Civil society as a means of change and dissuasion

Were discussed through seven plenary sessions which included four or more short presentations. However, the real action was reserved for the simultaneous sessions in the form of workshops and free presentations. These sessions, numbering about 50, provided a rich osmosis of practical initiatives, reported across the globe.

The design and use of surveys to combat corruption was a much articulated theme; various cases reported across the globe underscore the potency of feedback studies and citizen surveys. The Report Cards, pioneered by PAC, evinced lot of interest and was the focal point of an interesting discussion on the adaptability and replicability of this approach in varied settings.

(K. Gopakumar)

Workshop on Budget Analysis and Monitoring,

Organised by Federation of Voluntary Organisations for Rural Development in Karnataka (FEVORD-K) and Nagarika Seva Trust, Karnataka, September 6, 1997

The domain of governance, as it impacts at the grassroots, is to a large extent related to the budgetary trends and priorities. And since, budgets are reflections of government programmes and policies, any realistic understanding about public policies need corresponding budgetary information. Budget analysis, in this context, provide valuable inputs to public advocacy initiatives to engage citizens and institutions for a more responsible and responsive governance.

This Workshop attempted to sensitize the participants to the value and potency of Budget analysis in the light of some successful initiatives like the work carried out by DISHA (Development Initiative for Social and Human Action), a social action group in Gujarat.

Dr. Sita Sekhar of PAC attended the Workshop and shared with the group the findings of the Centre’s study of the Municipal Budgets of Bangalore City Corporation.
Mirror, Mirror on the Wall, Who is the Corrupt of them All...

The latest Corruption Perception Index (CPI) was released by Transparency International (TI), Berlin on 31 July 1997. The Index, which is perhaps the only reliable and comprehensive benchmark on corruption on a global scale, is based on seven international surveys of business people, political analysts and the general public. The CPI is the brainchild of Dr. Johann Graf Lambsdorff, an economist at Gottingen University, Germany. The sources for this index include two surveys conducted by the Institute for Management Development, Lausanne, Switzerland (World Competitiveness Yearbook), one from the Political and Economic Risk Consultancy Ltd. Hong Kong (Asian Intelligence Issue #482), one by Gallup International (50th Anniversary Survey), two assessments by DRI/ McGraw Hill (Global Risk Service), one assessment by the political Risk Services, East Syracuse, New York (International Country Risk Guide) and a survey conducted at Gottingen University on Internet users (Internet Corruption Perception Index).

Only 52 countries qualified for inclusion in the CPI, because a minimum of four surveys was deemed necessary. We present below a sample of the rankings:

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For more information: http://www.transparency.de

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PAC PUBLICATIONS

   Samuel Paul                       Rs. 30 or US$ 10

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INITIATIVES

This section introduces creative and innovative experiments that reflect proactive efforts of administrators, citizens, and NGOs in producing models that need to be disseminated and shared. The initiatives covered in this section would attempt to highlight the need for creating mechanisms for people's participation that hinges around replicability and adaptability. We welcome contributions to this section.

Effective Decentralisation and Community Empowerment

The Experience of Joint Forest Management in Andhra Pradesh

Centralised schemes/projects are often perceived to be ineffective in finding sustainable solutions to micro level problems. The accent has to be on creating effective community-based linkages where the State plays more of a more facilitatory role than an interventionist one. The ongoing Joint Forest Management Programme in Andhra Pradesh is a good case in point which illustrates how effective decentralisation leads to empowerment of the community and triggers off new and innovative forums.

The Backdrop

The National Forest Policy of India (NFP), 1988 represents a major transitional phase in the management of state forests, as it is for the first time when the rights of the people, living in and around the forests, were recognised as an essential requirement in the governance of forests. It was also considered necessary for the first time to make local communities act as partners the Forest Department in the protection and development of the forests. In support of this landmark shift in policy, number of Non Governmental Organisations have come to the forefront to support the Forest Department in this new arrangement and to form a bridge between the community and the Department. Alongside, the World Bank and other donor agencies also made it a point to put a condition to provide for people's participation in Joint Forest Management (JFM), while sanctioning loans/grants for forest development.

JFM: An Overview

JFM, designed in 1993, places particular emphasis on providing decision making power to the people and reduce the discretionary powers of officials. The most innovative mechanism in the whole process is the Vana Samrakshana Samithi (VSS), a community based micro-organisation, which is primarily vested with the authority to manage the forests. The VSS which has significant representation from women, is managed by an elected committee. Micro level plans are generated at the VSS level based on which management and development strategies are evolved by the forest Department in consultation with the community, who decide the type of treatment to be given to the degraded forests and identify the species to be planted. Major attention is paid to natural regeneration through strict control on fire, grazing, hacking and smuggling through the VSS.

To make the VSS economically sustainable in the future, the members are allowed certain incentives like the right to collect non-timber forest produces and 50 per cent of the timber obtained from working the forests. A joint account is opened between the president of the VSS and the local section officer of the Forest Department. NGOs are drawn in to assist the process in various ways like preparing micro plans, assisting the VSS and interfacing with the state at higher levels to ensure the smooth running of the scheme.

Impact

This innovative programme has brought in significant improvements. Cases of illegal encroachments and smuggling have drastically come down. Strict protection against indiscriminate felling, fire, grazing, mining and poaching has shown that with very little investment it is possible to regenerate the degraded forests and improve productivity. Moreover, it has also been proved that forestry efforts involving the community stand a higher chance of survival compared to solely departmental efforts. JFM has also enthused the local community for two reasons - i) generating employment in forestry operations close to the homesteads and (ii) facilitating village development because of more active interest and participation from the district administration.

Major Learnings

- The efficacy of partnerships between the community and the state needs to be tapped for other community based programmes also.
- A strong initiative from the government is sine qua non for the creation of such forums; this calls for continued support and motivation.
- Involving the community for planning, implementation and monitoring makes them active partners in the development process, rather than passive recipients. Once the trust and responsibility is ensured, it is possible to extend the idea to other areas as well.

Training and orientation of the functionaries becomes critical for the effective sustenance of the participatory forums. Behavioural modules and interactive sessions need to be carried out in this context.
PROFILES

This column introduces organisations and personalities involved in promoting good governance. The objective here is to augment and strengthen the process of networking among individuals and institutions sharing similar views and perceptions and also to facilitate a process of adaptability and replicability of good initiatives.

The Nonprofit Foundation, Budapest, Hungary

The Nonprofit Foundation was founded in 1992 with the avowed objective of invigorating civil society initiatives. To carry out this mission, the Foundation has initiated the following activities:

- Publishing a civil society newspaper called Kurazsi;
- Introduction and popularisation of the practical results of nonprofit researches;
- Organising conferences and providing training and advice in nonprofit management;
- Collaborating with the Hungarian Television; and
- Creating national and international cooperation.

Kurazsi - The Newspaper of the Civil Society Programme

The Nonprofit Foundation started the accomplishments of its aims with the Kurazsi, the newspaper of the Civil Society Programme. The main aim of this Programme is to create a country media organ of the civil society sector. Today, Kurazsi is the only medium that reaches out to diverse social groups with a circulation of 90,000 copies in each month. It informs the sector and the general public about civil associations (with emphasis on the operational, personal, technical and professional structures), studies about changes in the legal regulations or the introduction of new civil initiatives and programmes of foreign civil organisations and possibility of adopting their techniques in Hungary.

A section of the newspaper provides practical help in the application, grant making and legal-economic processes in initiating and building organisations.

To facilitate active collection of news and to create a country-wide information flow, Kurazsi interfaces regularly with an innovative forum called Country News Agency Network Project, through which 19 volunteers representing the counties in Hungary, file in local civil news and send it regularly to the central editorial office. The volunteers collect the information of news value and with the help of a local journalist systemizes and publishes the news weekly/or every second week in the civil section of the local paper. Those items which are of national interest are published in Kurazsi.

Realising that one of the main difficulties of civil organisations is in publicising their efforts, Kurazsi regularly profiles certain foundations, organisations and personalities. Research studies on the nonprofit sector as well as events and activities taking place in different parts of the country are also frequently covered in Kurazsi. The international section of Kurazsi called 'Nonprofit World' plays an important role in the international integration processes of the Hungarian Third sector. There are two main themes in the international section. One informs about Western and American foundations and organisations mainly for purposes of funding and application. The other important theme focuses on Central and Eastern Europe with special emphasis on civil society development processes.

To enhance readership and rationalise distribution, Kurazsi now appears as the supplement of the major daily, Magyar Hirlap.

To know more about The Nonprofit Foundation and Kurazsi, please contact:

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Hengasara Hakkina Sangha, Bangalore, Karnataka

Hengasara Hakkina Sangha (HHS) is a non-governmental organisation working towards the empowerment of women through legal awareness. Based in Bangalore, HHS has been active in many other districts in Karnataka. Though the philosophical underpinnings of HHS stresses the empowerment of women by making law relevant to their lives and help
them acquire the capacity to use law as a tool to access justice, the operational objective of the organisation emphasises establishing a strong presence for legal literacy of women in the realm of social action.

Training constitutes a major component of HHS's mandate. Two levels of training modules are offered: At the primary level, training programmes in legal awareness are offered for women already mobilised by various NGDOs (Non Governmental Development Organisations) into sanghas or groups. These programmes, called as Legal Awareness Workshops (LAW) are offered in three phases of two days duration each spread over a year. At the second level, HHS organises training programmes for NGDO activists, to orient and develop them as para-legal workers. These programmes, termed as Para Legal Training (PLT) enhances the capacity of the NGDO activists to disseminate legal awareness more effectively and also helps to create a legal resource base in the community. HHS, today networks with an impressive array of groups in both rural and urban settings.

Another interesting programme was organised for fostering gender sensitivity among police personnel. A series of programmes organised in association with the National Law School of India University stressed the need to engage law enforcing personnel into issues confronting women in their interactions with the police.

To widen its resource base and explore new areas of interventions, HHS has initiated interactions with constituencies other than NGOs such as the movement for Right to Information, environmental groups and college students.

For more information on HHS and its activities, please contact:

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**Community Development Corporations: Managing Neighbourhood Development**

It is increasingly being observed that more and more private and nonprofit agencies are emerging as major service providers in the local government arena. A notable entity in this regard are the nonprofit community development corporations (CDCs) which since 1960s have become major participants in urban development efforts in U.S. cities. Primarily engaged in housing related activities, CDCs have focused on housing development and rehabilitation, home repair programmes, housing-project management, and home ownership and renter counselling, mostly targeted to low and moderate income neighbourhoods. Apart from this, many CDCs have initiated employment and economic development projects.

**What are these CDCs...**

CDCs are nonprofit corporations set up under state law and typically exempt from taxation as charitable corporations. This tax exemption criteria is critical to attract diversified funding options from charitable organisations and investors who can benefit from state and federal charitable contributions and tax shelter incentives. An appointed Board of Directors looks after the overall direction and financing of the CDC. Board Members are selected according to the organisation's bylaws. Board membership tends to be dominated by local residents, especially representatives of community organisations, institutions and businesses. However, some 'outside' organisations important to the CDC like banks and social service agencies too may be represented on the Board. The Board's main responsibilities are to hire the Executive Director, establish organisational goals, and provide oversight of agency operations.

CDCs can be single-purpose organisations (e.g. housing) or multiple-purpose organisations (like housing, economic development and job training). CDCs operate in a single neighbourhood or a group of neighbourhoods. They also operate on a city-wide or regional basis, both individually or as part of umbrella coalition groups.

Though the precise number of CDCs are not known, a 1988 national survey pegs the figure at 834. The growing success of CDCs can be attributed to enhanced infrastructure support, both horizontally and vertically. Many CDCs at the local level have formed coalitions to increase their bargaining power for local and state grants and also private sector support. These coalitions also served as intermediaries with local financial institutions in negotiating short term and long term borrowing. To support individual CDCs and coalitions at the local level, several urban universities have created centres for neighbourhood development.

The evolution and growing competence of the CDC highlights the potential of complementary relationships between the government and nonprofit institutions.

The transition from an industrial to a post-industrial society has significantly affected the character and organisation of social movements and challenged all perceived notions about their functioning. Grassroots organisations, local groups and micro initiatives are increasingly emerging to the forefront as critical entities in this transitional phase. These social movements form the basis for restoring public life, empowering individuals and communities, and questioning and challenging the role of the state. This book, through empirically based case studies and conceptual expositions, offers strategies, tactics, ideology and leadership to enhance the potential for grassroots mobilisation. The spectrum of analysis covers international citizen initiatives, ethnic self-help organisations, community based development and service delivery programmes, political lobbying and advocacy efforts, political party building and direct action protest groups. The sheer range of initiatives reported and ideas explored should make this work quite useful to scholars, practitioners and activists alike.

**People, Law and Justice: Casebook on Public Interest Litigation** by Sangeeta Ahuja. Orient Longman Limited.

Public Interest Litigation (PIL) is seen as the most potent of the innovations in the Indian judicial process during the last two decades. PIL emerged in response to a need to make the judiciary more accessible to the disadvantaged sections of society and to ensure adequate judicial protection of their human rights. However, the context in which this instrument has been used in India gives PIL an image of social action litigation wherein the needs of disempowered victims could be addressed.

This seminal work documents all the reported and unreported cases of PIL from its inception in 1979 until April 1994; the Epilogue incisively examines events upto end of 1996 and contains case law updated upto 31, December 1996. This is the first comprehensive survey of PIL in India. The issues explored include: Prisons and State Institutions, The Police, Injustices specific to Women, Children, Bonded Labour, Urban Space, Environment and Resources, Consumer Issues, Education, Politics and Elections and Public Policy and Administration. All the cases are arranged into thematic chapters. Each chapter begins with an introduction to the problem, frames the issues involved, discusses the procedural aspects, and finally indicates PIL’s contribution towards a resolution.

**The Health Care Policy Process** by Carol Barker. Sage Publications India Ltd.

The primary focus of the book is on policy making. It explores the relationship between planning and policy, taking as its starting point an analysis of health care and the dynamics of the policy processes. The book provides a working knowledge of the different ways policy issues can be analysed and sets out the problems involved in assessing the views of different interest groups. Illustrated with lots of examples and case studies, the book gives a good exposition on the key concepts in analysing health care issues and also examines some of the debates overshadowing health policy agenda set by international agencies and developing countries.

**VIDEO**

**Whose Vote is it Anyway?**

*English, Colour, 16 minutes.*

The film narrates an interesting and educative experiment on bringing in transparency in the electoral process through civil society initiatives. Both PAL and NTSC versions are available on request.

Price (inclusive of mailing): Rs. 400/- or US$30 for PAL and US$50 for NTSC.
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Moving Communications has been registered as a not-for-profit Trust under the name of Communication for Development and Learning. It is our endeavor to work closely with development agencies, especially NGOs, to integrate communication more effectively into the development process. Our activities include:

- Research and design of media strategies
- Design and production of communication material
- Training of NGOs in communication skills
- Focus mainstream media in building awareness of development efforts
- Networking with other groups and individuals on issues of common concern.

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