



TII-CMS India Corruption Study 2007

With Focus on BPL Households

KEY HIGHLIGHTS

June 28, 2008



Study designed and conducted by

www.cmsindia.org



Issued by

Transparency International India

www.transparencyindia.org

FOREWORD

This is the third, in a series of surveys which TI India has done to measure the extent of petty corruption. The first was done on a regional basis in 2002. It elucidated a certain amount of interest and awareness but there was no follow up. The second was done for 20 major states which were graded from the least corrupt Kerala to the most corrupt Bihar in 2005. TI India went about conducting workshops in major state capitals of the six most corrupt states to persuade the government functionaries, Civil Society Organisations and the media to adopt methodologies to contain this type of petty corruption. Jammu & Kashmir has been the only state which passed a bill to attach the assets of corrupt public officials when there is *prima-facie* evidence against them, pending investigations and prosecutions. Two other notable features which came out in this survey were that petty corruption was markedly less when technology was used for delivery of the service, and when Civil Society Groups were involved in assisting citizens.

This third attempt – India Corruption Study 07 – is TI India’s most ambitious survey done in collaboration with the Centre for Media Studies. It covers all 31 States and Union Territories and is focused on the poorest and rural areas. It includes below the poverty line people in both rural areas and urban slums. Our Phase-II and Phase-III of this endeavour would include training of grass-root level workers and activists and arming them with information about the extent of the corruption in different areas and the use of Right to Information Act to empower the poorest to stand their ground and not pay bribes while demanding and accessing the services they are entitled to. We hope to provide each BPL household a pass book of entitlement and keep these updated periodically, to fight poverty and improve the lot of the poorest in the country.

We are grateful to our collaborators, Centre for Media Studies, and supporters like Concern Worldwide, ONGC, Coal India, Mahindra & Mahindra, Dolphin Offshore and others for financial support in this most ambitious project of Transparency International India.

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PREFACE

In 2000, when CMS first initiated these annual studies on corruption involving citizens, some people wondered why we were flittering our resources, since corruption had become a “fact of life” in India and was beyond redemption. Even when CMS studies in 2003 and 2005 showed that corruption involving citizens had declined, however marginally, in certain public services, those who rely more on perception were skeptical. Planning Commission had in its Xth Plan Report noted that “Corruption is most endemic and entrenched manifestation of poor governance in Indian society, so much so it has almost become an accepted reality and a way of life”. In the XIth Five Year Plan too, it somewhat reiterated that “good governance” is not possible without addressing corruption in its various manifestations, especially in the context of basic services. The ultimate proof of “inclusive growth”, for “bridging the divides” and equity goals is the extent of access to essential services by those “below the poverty line”. For inadequate access means denying them an opportunity to share the benefits of national growth. Also because the poor are disproportionately affected by corruption since they depend more on public services.

India Corruption Studies have been concerned precisely on this aspect, in the context of the basic and need-based public services that a citizen frequently avails. A unique feature of CMS methodology has been to recognize that corruption has two sides, each sustaining the other and reinventing itself. One is perception, the dimension which is relatively easy to talk about. The second is actual experience of corruption. Perception and experience are often two separate issues requiring separate, but parallel efforts. That is what “CMS PEE model” is all about. This model has brought out “the gap” between “Perception” and “Experience” in the context of citizen. The other aspect is “Estimation” of total money involved in corruption. It is arguably as yet another tool to sensitize the nation about its seriousness so that corruption is not seen as “high-return-low-risk activity”.

Perceptions are accumulated impressions, based on one’s own immediate and past experience and those of neighbors/ friends. More importantly, perceptions these days to a large extent are also molded on the way corruption is portrayed and hyped, particularly, in visual media.

Experience, on the other hand, is where a citizen or household does not get the service as a matter of course, but as a discretion and on exchange of certain money as bribe for attending to or deprived of access for not paying bribe or having to use “a contact” to influence discretionary role. This study also provides a benchmark for the extent of awareness about RTI Act among BPL households across the country and their use of the two-year-old Act.

TII-CMS India Corruption Study–2007 should be viewed as a tool to sensitize the larger public, concerned stakeholders and prompt Governments and civil society groups to take locally relevant initiatives. The report hopefully helps put social activism on the right course and the Governments on a competitive course to take initiatives for good governance and inclusive growth. Our experience with the previous India Corruption Studies, particularly the 2005 one, where we ranked the States for their overall level of corruption, was a mixed one. But consultations with experts and social activists convinced us that it is better to group States on levels of corruption than ranking them individually. Hopefully, this would bring more seriousness nationally and in taking up systemic solutions for serving the poor more reliably.

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TII-CMS India Corruption Study 2007

1.0 About the Study

This **TII-CMS India Corruption Study 2007** is unique. Unlike earlier annual surveys of CMS, this one for 2007 focused on BPL households, mostly in rural India. The coverage of this study includes all parts of the country. The study, like the earlier ones is based on CMS PEE model where the scope is not only limited to perceptions about corruption in general, but perception in specific context of a service and, more importantly, actual experience of paying bribe by BPL households in availing one or more of the 11 selected public services. Depending on frequency of interaction, the eleven services are divided broadly into “basic services” (PDS, Hospital Service, School Education (up to 12th), Electricity Service and Water Supply Service) and “need based services” (Land Records / Registration, Housing Service, Forest, NREGS, Banking Service and Police Service (traffic and crime)). The study does not include operational irregularities in the system and even corruption that does not involve citizens directly. This round of **India Corruption Study 2007** is designed and conducted by **Centre For Media Studies (CMS)** in collaboration with the **Transparency International India (TII)**.

2.0 Coverage and Methodology

The survey covered 22,728 randomly selected BPL households across the States. The fieldwork was conducted between November 2007 and January 2008. The concepts and methodology for the study were finalized after extensive consultations with experts and those familiar with the services covered.

The CMS methodology for the study involved household level sample survey, exit interviews at service delivery outlets, discussions with the concerned “service providers” in each case and observations on display of information at the service delivery points, etc. Large-scale surveys spread across States of varying performance and services of distinct and different characteristics, will not have same reliability when one looks at the data from a micro level of an individual State or service.

Experienced investigators and researchers conducted the fieldwork after pilot testing of instruments and field orientation. The fieldwork was independently validated by sub-sample checks. About 150 investigators were engaged for collection of the field data and a dozen senior researchers of CMS were involved in quality control. The preliminary findings were further put through a series of extended consultations with experts. The analysis benefited from discussions with some 35 outside experts in all. The perceptions about corruption in the

Table 1: Services Covered

Basic Services:

Public Distribution System (PDS)

Hospital

School Education (up to class XII)

Electricity

Water supply

Need Based Services:

National Rural Employment Guarantee Scheme (NREGS)

Land Records/ Registration

Forest

Housing

Banking

Police

TII-CMS India Corruption Study-2007

specific context of the 11 services include whether corruption is viewed as having increased or declined in the last one year and whether presence of any redressal provisions were noticed or not. Similarly, experience of corruption includes actual bribe paid or use of a “contact” in availing a service in the previous one year. In this process, the study also brings out the percentage of BPL households who could not avail the particular service as they could not pay bribe or they had no “contact”. Together, these three types indicate the total size of BPL households caught in the trap or affected by corruption while trying to avail the services. For example, over all, more than 40 percent of the BPL households, who approached Police Service, Land and Housing Services in the previous one year, either (actually) paid bribe or used a contact. Relatively, higher percentage of people paid bribe in the case of “need based services” than in (the case of) “basic services”. Another interesting fact is that there is not much difference in the extent of corruption that BPL households experience in urban and rural areas.

3.0 Estimation of Bribe

Based on the incidence of bribe paid by sample BPL households, an estimate is made for the total amount paid as bribe by BPL households in the country during the last one year in the eleven services. The total bribe amount involved in a year in BPL households availing the eleven services covered in this study is estimated as **Rs. 8,830 million**.

4.0 Services Ranked

School Education (up to class XII and Government schools) among the 11 services studied stands last in the ranking that is the level of corruption is the lowest among all. But when one looks at this service individually, it is also entrenched with some corruption involving BPL households. That police service stood number one corroborates the general impression. The Land Records / Registration and House/Plot, which are specially tailored for BPL households, stand at two and three in the rank is a matter of concern. While the level and extent of corruption in Police service was

Table 2 Ranking of Services	
Services	Rank
Police	1
Land Records/ Registration	2
Housing	3
Water Supply Service	4
NREGS	5
Forest	6
Electricity	7
Health	8
PDS	9
Banking	10
School Education (up to class XII)	11
<i>TII-CMS India Corruption Study - 2007</i>	

high in all States, as if it is universal – but the ranks of other services show variations across the states. Given the nature of need based services which are monopolistic or involve asset creation or volume, these services ranked high on corruption as compared to basic services.

5.0 Relative Position of States on Corruption

This TII-CMS India Corruption Study 2007, brought out that corruption involving citizens including BPL households, is all pervasive across the States and public services. No State or service is anywhere near “zero corruption” level. Nevertheless, taking the degree of variation from State-to-State and service-to-service, the States are grouped into four levels to explain the extent/level of corruption based on a weightage scheme – Moderate, High, Very High and Alarming. This grouping and positioning of States is limited to interaction of BPL households in availing the eleven services covered in this study.

The grouping of States on corruption reflects relative position of States in the context of all eleven services. States under “alarming” group calls for

Table 3: Levels of Overall Corruption in States (involving BPL households)				
	<i>(arranged in alphabetical order)</i>			
States by size	Levels of corruption			
	Alarming	Very High	High	Moderate
Big	Assam	Karnataka	Chhattisgarh	Andhra Pradesh
	Bihar	Rajasthan	Delhi	Haryana
	Jammu Kashmir	Tamil Nadu	Gujarat	Himachal Pradesh
	Madhya Pradesh		Jharkhand	Maharashtra
	Uttar Pradesh		Kerala	Punjab
			Orissa	Uttarakhand
				West Bengal
Small/ UTs	Goa	Meghalaya	Arunachal Pradesh	Chandigarh
	Nagaland	Sikkim	Manipur	Mizoram
				Pondichery
				Tripura

serious introspection, restructuring and even repositioning of certain services meant for BPL households.

In Himachal Pradesh the level of corruption is “moderate” in all the 11 services studied whereas in the case Madhya Pradesh and Assam corruption level in all the 11 services was high or very high or alarming. In Delhi and West Bengal, for example, corruption level was moderate in most services surveyed.

Among smaller States (North-East and UTs), in Nagaland and Goa, most of the 11 services had high or very high or alarming level of corruption. Whereas it was moderate in Chandigarh and Tripura.

HIGHLIGHTS

AT NATIONAL LEVEL

&

For the Eleven Services

SOME HIGHLIGHTS

AT NATIONAL LEVEL

- TII-CMS India Corruption Study 2007 confirms a wide gap between perception and actual experience about corruption in public services – irrespective of recent measures to improve service delivery and curb corruption.
- About one-third of BPL households, across the country paid bribe in the last one year to avail one or more of the 11 public services covered in the study, which shows that the poor are not spared even in the case of targeted programmes.
- In the last couple of years, several initiatives have been taken in the country to improve delivery of public services. Citizens’ Charters, RTI Act, Social Audit, e-governance measures including the massive computerization, etc are among some of these. The benefits of these measures have not substantially percolated down to the poor as yet.
- The percentage of BPL households who paid bribes, out of those who are availing the services covered in the last one year ranges from 3.4 percent in the case of School Education to as high a 48 percent in the case of Police Service.
- About four percent of BPL households used a “contact” in the previous year to avail services such as PDS, School Education, Banking Services; and as high as 10 percent in the case of Housing and Land Records/Registration.
- Nearly two percent of BPL households could not avail PDS, School Education and Electricity, as they could not pay bribe or had no contact or influence to get access to services. In fact, in the last one year, more than four percent of BPL households could not avail Land Records/Registration, NREGS, Housing and Police Service for the same reason.
- The fact that most of the poor who claimed to have paid bribe - did so directly to one or the other functionary within the delivery set up is a revelation, particularly because quite often the reasons for repeat visits were absence of staff and/or their apathetic attitude. This lends

strength to the perception that the poor are not a priority even in the case of some of the programmes designed for them.

- Procedural delays are the other reasons that make BPL households vulnerable to paying bribe or depriving them from availing the service. There is hardly any evidence in this study that IT or E-governance initiatives taken on a large scale in different States, involving some of the services, made much difference in the levels of perception about corruption or even actual experience.
- Police and Land Records/ Registration services stand out for their “alarming level” of corruption involving BPL households among the 11 services covered in this study. Whereas, School Education (up to class XII) and Banking Service (including postal service) comes out with “moderate level” of corruption, this also implies that even these services are not free from corruption.
- As regards the relative position of States on corruption in availing the 11 public services by BPL households, Assam, J & K, Bihar, Madhya Pradesh and Uttar Pradesh have an “alarming level” of corruption, while Himachal Pradesh, Uttaranchal, Delhi and Punjab have “moderate level”.
- The important fact is that the poor deserve better attention in getting access to public services particularly some of the targeted programmes meant specially for them, than they seem to be getting now.
- Despite claims and some initiatives for redressal of complaints in services like Police, they have not helped either in reducing perceptions nor experiences of BPL households. However, in the case of Schools, and Banking Services some dent seems to have been made.
- Overall, in the case of Police, Land Records Registration and Housing Services in particular, a higher percentage of BPL households who tried to avail these services found that corruption had increased in the last one year.
- The percent of households with BPL income but not having a “BPL card” was relatively high in North-East states, West Bengal and Delhi.
- The study estimated that Rs. 8,830 million, in all, was paid as bribe by BPL households in the last one year, in availing 11 public services. It is estimated that the poorest households of our country paid Rs. 2,148 million to police, as bribe.

Public Distribution System

- It is estimated that around 47.23 million BPL households (88%) interacted with the Public Distribution System during the last one year.
- More than half (54 per cent) of the BPL households had no doubt that corruption exists in the PDS. In fact, around one-third of the BPL households felt that corruption had increased in the PDS service during the past year, while another 46 per cent did not notice any change in the corruption level within the service.
- Around 10 per cent of the BPL households either paid bribe or used contact to avail one or the other services of the PDS during the last one year.
- The total amount of bribe paid by these BPL households in the PDS during the last one year is estimated to be Rs 458 million.
- Among reasons cited for paying bribes, getting a new ration card was reported by majority of the surveyed BPL households (44 per cent). Around 30 per cent of rural BPL households paid bribe to take the quota of ration from the Fair Price Shop.
- Among households interacting with PDS service for reasons other than collecting their monthly ration, around 94 per cent had to visit three times or more to avail services like getting a new ration card, to change the ration shop, among others.
- Three out of four BPL households, who paid bribe to avail services during the last one year, paid it directly to the concerned official/staff.
- More than one out of ten BPL households (13%) acknowledged that measures have been taken by the State governments to check corruption in PDS service, during the last one year.
- On grievance redressal measures taken within the PDS service, every second BPL households opined that the situation has not changed in the last one year while 26 per cent felt that it had, in fact, deteriorated.

Hospital Services

- Around 80 percent of the BPL households interacted with a public health service in past one year.
- Forty eight percent of the BPL household think that corruption exists in the government health services.
- Out of the total BPL households who interacted, more than half of them faced one or other difficulty in getting their work done.
- Nearly fifty percent of the BPL households think that corruption had remained the same; while another one fourth think that it had increased during past one year.
- Almost 15 percent of the total BPL households interacted paid bribe or used a contact to get the service. Another 2 percent were denied the health services because they could not pay bribe as demanded in the last one year.
- Mostly (in 90 percent cases) bribe was paid to the officials directly.
- The total amount of bribe paid by these BPL households in the Hospital Service during the last one year is estimated to be Rs 870 million.
- Only 14 percent of the BPL households think that the department had taken initiative/s to check corruption in service.
- A little more than one-fourth (28 percent) of the BPL households think that the information is available at the service delivery point.
- Almost 23 percent of the BPL household think that grievance redressal services had improved in the last one year.

Electricity Services

- It is estimated that at national level around 53 percent (around 28.4 million) BPL households interacted with the electricity service during the last one year.
- The percent of interaction of the BPL households with the department varied in three categories of States. The highest percent (67 percent) of the BPL households interacted with the service in the last one year in better off states, followed by average rated states, where 52 percent people interacted with the service. Only 35 percent BPL households interacted with the service in the last one year in below average rated states.
- At national level, nearly 10 percent (2.7 million) of the BPL households, who interacted with the electricity service, paid bribe. A total estimated amount paid as bribe by the BPL households in the year was Rs. 1,040 million.
- Around one-third of the BPL households paid bribe for getting new connection (in rural areas 36 percent and urban areas 28 percent). The second highest percent (nearly 23 percent) of the BPL households paid bribe to the electricity service to get their faulty meter corrected (in urban areas 26 percent and in rural areas 21 percent).
- At national level, 44 percent of the BPL households felt that corruption existed in the department. Highest percent (49 percent) BPL households in below average rated States and 46 percent in average rated States and; comparatively low percent (38 percent) in better-rated States felt that corruption existed in the electricity service.
- At national level, nearly fifty percent of the BPL households felt that the level of corruption remained same in the last one year. Only 22 percent BPL households felt that the level of corruption in the last one year had come down. In better rated states 30 percent BPL households were of the view that corruption in the electricity had decreased in the last one year.

- Those BPL households who paid bribe, more than eighty percent (81 percent) paid it directly to the official/staff of the service.
- Very less percent of the BPL households at national level think that the electricity department had taken initiatives to check corruption in the department (15 percent) and that the grievance redressal service of the department had improved (21 percent). However, comparatively a higher percent (23 percent) of the BPL households think that the information was easily available in the department.

School Education Services

- It is estimated that at national level forty percent (21.47 million) BPL households interacted with the School Education service in the last one year.
- The percent of interaction of the BPL household is higher in above average Educational Development Index (EDI) states.
- At national level, 3.1 percent BPL households paid bribe in School Education service in the last one year. The amount paid as bribe by BPL households is estimated to be Rs. 120 million.
- Among those who paid bribe, majority paid for new admission, issuance of certificate and promotion of their children from one class to another.
- At national level, 28 percent of BPL households felt that there was corruption in the service. Comparatively, low percent of (20 percent) BPL households in the states of above average EDI think that there is corruption in school education. While in average and below average EDI states, 31 percent BPL households think so.
- At national level, about 47 percent of BPL households think that level of corruption in the School Education service has remained about the same in the last one year while 37 percent think that in the last one year it has come down. About 18 percent think that level of corruption has increased in the last one year.
- More than 80 percent of those who paid bribe did so directly to the officials/staff of the school.
- Nearly one-fourth of BPL households at national level felt that the education service has taken initiatives to check corruption in the last one year. Thirty six percent of the BPL households felt that information was easily available in the department and 33 percent felt grievance redressal service of the department has improved now.
- Over all, corruption level in school education involving BPL households is relatively less than in the case of other ten services covered in this study.
- The four indicators of access, infrastructure, teacher related and outcomes used by the National University of Educational Planning and Administration (NUEPA) for grading schools do not seem to be directly related to the level of corruption involving BPL households.

Water Supply Services

- It is estimated that around 14% BPL households (7.5 million) interacted with the Water Supply Service during the last one year.
- Of the total BPL households **9 percent** households paid bribe to avail water supply services during the last one year.
- The total amount of bribe paid by BPL households in the Water service during the last one year is estimated to be around Rs 239 million.
- About **15 percent** of the BPL households either paid bribe or used a contact to avail water supply service during the last one year.
- Among reasons cited for paying bribe, installation/maintenance of hand pumps was reported by majority (**49%**) of the BPL households.
- Of the households who visited for purpose other than paying bill, 56 percent visited three times or more for the water supply service during the last one year. Majority (60%) of them interacted three times or more for installation/maintenance of hand pump.
- About 42 percent of the BPL households, who interacted with water supply service, thought that corruption exist in the department. Around one-fourth of the BPL households felt that corruption had increased, while half of them believed that the level of corruption had remained unchanged in the last one year.
- Of those who paid bribe to get their work done in the last one year, 81 percent of them paid bribe directly to the department official/staff.
- About 16 percent BPL households felt that measures taken by the government had checked corruption in Water Supply services to some extent or other.

Forest Services

- Around 20 percent of the BPL households interacted for availing forest services in the last one year. It should be kept in mind that a substantial number of India's tribal people depend on forest for part of their livelihood and sustenance.
- The total amount of bribe paid by these BPL households during the last one year is estimated at about Rs 240 million.
- Around 13 percent of the BPL households, who interacted with forest related service, either paid bribe or used contact to avail the services during the last one year.
- Among reasons cited for paying bribes, majority reported permission for picking fuel wood and for getting saplings.
- Around 36 percent of these BPL households were of the opinion that corruption exists in forest service. A little more than half (54 percent) of them believed that the level of corruption has remained same.
- Majority (91 percent) of the BPL households, which had paid bribe during the last one year, had paid directly to the concerned official/staff.
- Only 17 percent of the BPL households acknowledged measures taken by government to check corruption in the forest service.
- About grievance redressal measures, only one-fifth of the BPL households had acknowledged one or the other measures that have been taken within the forest service in the last one-year.

Banking Services

- It is estimated that around 38 percent (20.4 million) BPL households interacted with the banking service, including the postal services, during the last one year. (Under NREGS, some fifty million workers are supposed to get their account opened locally to get wages.)
- The total amount of bribe paid by BPL households to avail banking services during the past year is estimated as Rs 831.7 million.
- Among reasons cited for paying bribe, more than half of the households (58%) paid it for seeking loan.
- Nearly three-fourth of the BPL households, who paid bribe, paid it directly to the staff of banking services.
- For half of the BPL households, who accessed banking services, procedural delays such as time taken to open new account, documentation process, time taken to deposit or withdraw money, get the loan sanctioned, were some main causes of inconvenience and harassment.
- 42 percent of the BPL households felt that staff in banking services indulge in corrupt practices or remain absent from their seat during office hours.
- One out of every four BPL households felt that corruption exists in banks and well over half the BPL households felt that corruption in bank has in fact either increased or no change was noticed during the past year.
- Less than one-fourth of the BPL households noticed one or the other initiative by the banking sector to curb corruption.
- Around 37 percent of the BPL households interacting with banks acknowledge improvement in the grievance redressal at the bank level while for rest the situation has remained unchanged or had deteriorated in the last one year.

National Rural Employment Guarantee Scheme (NREGS)

- Across the country, around 7 per cent (0.96 million) of rural BPL households paid bribe to avail the benefits of NREG Scheme during the last one year.
- The total amount of bribe paid by rural BPL households in the NREGS during the past year is estimated to be Rs 71.5 million.
- Forty per cent of the rural BPL households surveyed, interacted with NREGS. Out of these, 61 per cent interacted to get registered as a beneficiary household.
- Among rural BPL households, those who interacted with the concerned office or staff for NREGS during the last one year, 37 per cent said that officials / staff was corrupt.
- Around 47 per cent of the rural BPL households hold the opinion that corruption exists in the department. Thirty one percent of the BPL households felt that corruption level has in fact increased over the last one year.
- The study showed that 14 per cent of the BPL households, who interacted for NREGS, either paid bribe or used contact to avail its services.
- Half of the BPL households, who paid bribe, did so to get registered as a household willing to work under the NREG scheme.
- More than half the BPL households, who paid bribe, paid it directly to the concerned government staff for availing the scheme.
- Only 13 per cent of BPL households felt that initiatives taken in the last one year to check corruption in NREGS had been effective.
- Eight out of 10 households believed that there had been no change in situation or it has deteriorated, as far as redressal of their grievances related to NREG Scheme is concerned.

Police Services

- Across the country, around 10 percent (5.6 million) BPL households interacted with the Police service during the previous year. Of them, it is estimated that around 2.5 million BPL households paid bribe to Police in one connection or other during the year.
- The total amount of bribe paid by the BPL households to the Police during the previous year is estimated as Rs 2,148.2 million.
- The main reason for interaction with Police service for BPL households was to file a complaint (51 %).
- Among the BPL households interacting with Police during the year, 73 per cent opined that Police personnel are corrupt. The level and extent of corruption in Police service was high in all States and was highest among all the services covered in this study.
- About 78 per cent of these BPL households hold the opinion that corruption exists in the service. Over half of the BPL households, felt that it had increased during the previous year.
- Two out of three BPL households who interacted with the Police Service during previous year either 'paid bribe' or 'used a contact'.
- Around half of the BPL households, who paid bribe, paid for ensuring that their complaint could get registered.
- Nine out of ten households, who paid bribe, paid directly to the police personnel.
- Only 7 per cent of the BPL households think that one or other initiatives was taken towards reducing corruption.
- As regards grievance redressal measures, 9 out of 10 households believed that the situation in Police service had not changed in the last one year or had deteriorated even further.

Housing Services

- Of the BPL households surveyed, about 14 percent interacted with the housing service in the last one year.
- Around 70 percent of those who interacted made repeated visits for allotment of a house/housing site.
- About 78 percent reported facing some difficulty. One out of two felt that the ‘corrupt staff’ in the department and their corrupt practices is the main causes for difficulties.
- Seventy percent of the BPL households who interacted with the department in the last one year perceived that corruption exists in the service and about 45 percent were of the opinion that in the last one year corruption had increased.
- Only 10 percent of the BPL household interacting with the Housing service felt that the department had taken initiatives towards reducing corruption.
- As high as two out of five BPL households interacting with the housing service either paid bribe or used a contact to avail its services.
- Sixty percent of the BPL household paid bribe for allotment of plot or constructed house and rural BPL households paid more than urban.
- About 63 percent of the BPL households, who reported paying bribe to avail the service, paid it to the staff of the housing service. Incidence of paying to the staff for a service was more in the rural areas.
- It is estimated that around 1.5 million BPL households paid bribe.
- The total amount of bribe paid by BPL households during the past year is estimated to be around Rs. 1,566 million.

LAND RECORDS AND REGISTRATION SERVICES

- Of the total BPL households in the country, it is estimated that nearly 18 percent households paid bribe to avail land related services.
- The total amount of bribe paid by BPL households to the department for availing land related services during the past year is estimated to be around Rs. 1,234 million.
- A little less than one-third (31 percent) of the BPL households reportedly paid bribe and one-tenth households claimed exerting influence to avail land related services.
- Among those who paid bribe, nearly one-fourth (22 percent) claimed to have paid it for obtaining land records.
- A sizable proportion of households also paid bribe for availing services not directly related to land; about 16 percent of the households paid bribe to get income certificate and another 14 percent paid it for obtaining caste certificate.
- More than half of the BPL households visited three times or more to avail the land related services. Nearly one-fourth households visited the concerned department three times or more for obtaining land record.
- Of those who paid bribe to avail the land related services, as high as 82 percent of them paid bribe directly to the department official/staff.
- About 69 percent of the BPL households, who visited the department for land services, held the opinion that corruption exists in the concerned department.
- While 45 percent of them believed that corruption has increased over the year about 43 percent felt that the level of corruption has remained same in the department dealing with land related services. Benefits of computerization have not percolated down to BPL households.
- Only one-tenth BPL households were aware about some initiatives taken by states for curbing corruption. Nearly 12 percent households acknowledged that grievance redressal has been improved in the department dealing with land related matters.

Follow-up to TII-CMS India Corruption Study 2007

What next, after the study? Some of you might ask. Transparency International India's role as a Civil Society Organization does not end here. We have the public mandate and potential to work towards improving the lives of the poorest by providing them the impetus, force and leadership to wage fight against corruption by increasing transparency and ensuring accountability of Government towards people.

Keeping this in mind, the next step that Transparency International India (TII) will take is to conduct a **consultation workshop** with different stakeholders in order to identify priority actions by TII. This will help those Below Poverty Line (BPL) to have greater access to these services with fewer problems. The workshop will also discuss TII's efforts to improve Governance in rural areas and to make government more accountable. This is possible by making people aware about their rights and working towards increasing transparency in the government services.

To achieve this it is necessary that people at the grass roots are familiarized and made aware of their rights so that in turn government is made more accountable to people.

The second step after the workshop is to organize **training and capacity building** of various stakeholders in various tools of good Governance such as RTI Act, Social Audit, Citizens Charter and e-Governance.

TII project team will visit different States and hold training sessions for NGOs, CBOs, government and local government officials, school teachers, health workers, opinion leaders, with the help of experts, in order to enable them to understand the rationales and methods of good governance. It is expected that they in turn will play a useful role in sensitizing people to seek information, drawing on the Right to Information mandate that can result in an ongoing watch on public

authorities. Transparent standards for service delivery can be introduced through Citizens Charter. Social Audit will be used to hold the government accountable to people. Similarly, State Governments will be encouraged to use Information Communication Technology (ICT) for disseminating information and people will be sensitized and encouraged to use it for faster and smoother delivery of services.

The third dimension of the project is **Advocacy** in order to **familiarize, sensitize and raise awareness** among the people, with a view to empower them. NGOs, CBOs, opinion leaders, Self Help Groups and other stakeholders who have been trained by TII project team on tools of good governance will do this.

The main focus of sensitization and awareness raising would be to identify community participation and collaborative activities that would help government to understand the specific needs of the community. Participatory activities includes holding community meetings to understand needs and acquire feedback at the preliminary level, organizing camps at village, block and district level, capacity building of government and local government officials and targeted beneficiaries, effective use of communication materials in local language and street plays to involve children women and underprivileged groups and use of community radio.

An important outcome of the project would be greater involvement and participation of women and disadvantaged sections in local self-governance. Also there would be increased responsiveness from district and block administration towards *Gram sabha* (primary level meeting of local self-government) making them more accountable to people. Further, local self- government such as Panchayat will be more actively involved in bottom-up planning and monitoring the social sector programme.

The Project will lay special emphasis on tribes, marginalized communities and women. Attention will also be paid to identify needs and capacity building of TII and its state chapters to effectively carry out its initiatives to enhance transparency and accountability in various government departments in India.

About TI India

Transparency International India is a non profit organization that endeavors to work towards reduction in corruption by promoting and supporting transparent and ethical practices in government by raising awareness among people, planning policies to support Government for better delivery of public services, working towards reducing public corruption, combating political corruption and partnering with civil society groups working towards similar goal. We pursue our mission through our India Corruption Study, raising awareness among people about good governance, promoting Integrity Pact in Public Sector Undertakings and corporates, awarding journalists for excellence in exposing corruption, engaging with other civil society organizations with parallel themes and bringing out publications.

About CMS

CMS is registered under Societies Registration Act, 1860 since 1991. CMS is an independent, national level multi-disciplinary development research and facilitative body of eminent professionals nationally known for its advocacy initiatives. The Centre has been set up with an objective to tap and integrate various sources of information, analysis and initiate research towards a more informed decision.

CMS activities include social, environmental and developmental issues. Since last two decades, CMS has several studies to its credit and has been involved in evolving appropriate strategies and social policy options as well as in evaluating their implications in the context of civil society.

Today, CMS has emerged as an inter-disciplinary research group with wide interest and capability in the areas of social research, communication research, public opinion surveys and operation research. The centre emphasizes *on research, monitoring, evaluation and advocacy for policy and planning*. It also organizes dialogue and debate on important public issues, disseminates research findings to contribute to knowledge and understanding of society and thus helps in better-informed decision-making.