TII-CMS India Corruption Study 2007

With Focus on BPL Households

NATIONAL REPORT
June 2008

CONTENTS

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.

R. H. TAHILIANI
CHAIRMAN
Transparency International India

PREFACE

I n 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.

Dr. N Bhaskara Rao
CHAIRMAN
Centre For Media Studies (CMS)

SOME HIGHLIGHTS OF THE STUDY

● This round of 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 bribes in the last one year to avail one or more of the 11 public services covered in the study, which shows 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 as 48 percent in the case of Police Service.

● About four percent of BPL households used "a contact" in the previous year to avail such services 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 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.

NATIONAL REPORT

I. Introduction

This **TII-CMS India Corruption Study 2007** is unique. Unlike earlier annual surveys of CMS, this one for 2007 is focused on BPL households, mostly in rural India. The coverage of this study includes all parts of the country except some outlying islands. The study, like the earlier ones, is based on CMS PEE model where the scope is not 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 the frequency of interaction, the eleven services are divided broadly into "basic services" (PDS, Hospital, School Education (up to class XII), Electricity and Water Supply Services) and "need based services" (Land Records / Registration, Housing, Forest, NREGS, Banking and Police Service (traffic and crime)). The study does not include operational irregularities in the system and any corruption that does not involve citizens, directly.

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 experienced investigators and a dozen senior researchers of CMS who were engaged for quality control of the field data carried out the fieldwork for the study. The preliminary findings were further put through a series of extended consultations with about 35 outside experts whose advice was brought to bear on the analysis presented here.

The perceptions about corruption in the specific context of the 11 services include whether corruption increased or declined in the last one year and whether presence of any redressal mechanism was noticed. Similarly, experience of corruption includes actual bribe paid or use of a "contact" in availing a public 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 either pay bribe or they had no "contact". Together, these three types indicate the total size of BPL households caught in

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

the trap of corruption while trying to avail the service. Over all, more than 40 percent of the BPL households, who approached Police, Land and Housing Services in the previous one year, either (actually) paid bribe or had to use a contact. On the other hand, a higher percentage of people paid bribe in the case of "need based services" than in (the case of) "basic services". Another interesting finding is that there is not much difference in the extent of corruption that BPL households experience in urban and rural areas.

II. An Overview

The Gap: This **TII-CMS India Corruption Study 2007** brings out that one out of every three BPL households had paid bribe in availing one or more of the 11 public services
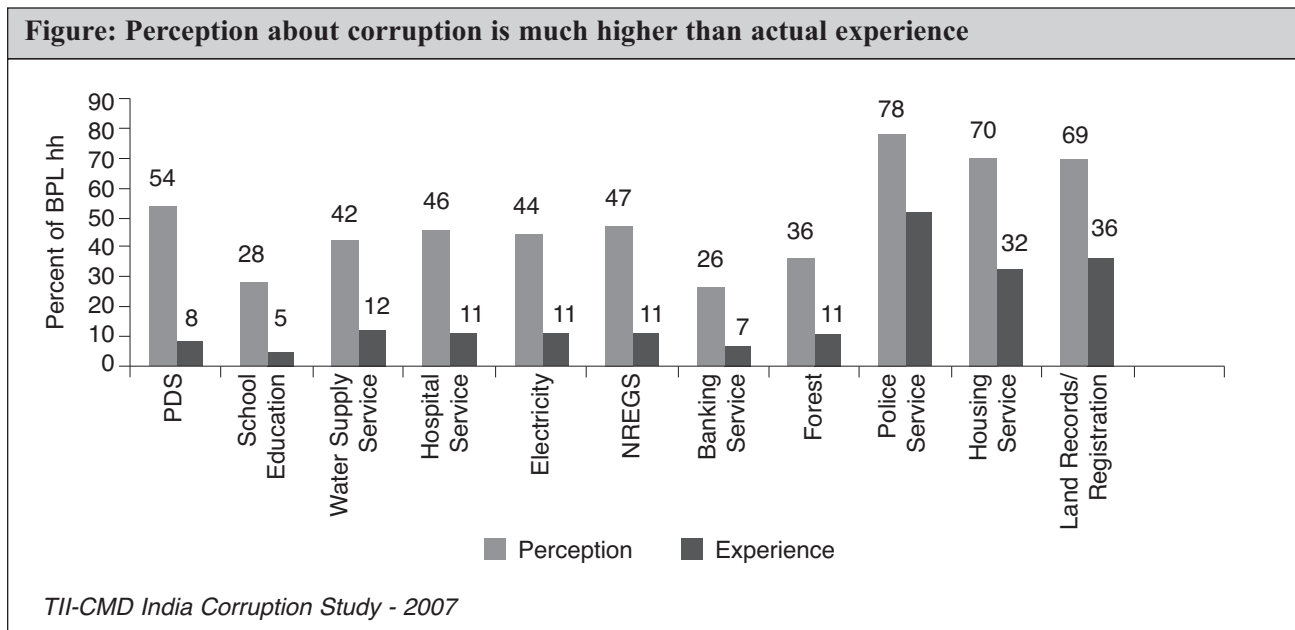
Figure: Perception about corruption is much higher than actual experience

TII-CMD India Corruption Study - 2007

Table 2: Percent of BPL Households Interacted	
Basic Services:	
PDS	88
Hospital	80
School Education (up to class XII)	39
Electricity	52
Water Supply	14
Need Based:	
NREGS	24
Land Records /Registration	18
Forest	15
Housing	14
Banking	38
Police	10
TII-CMS India Corruption Study-2007	

covered in the previous year. The study brings out the wide gap between (levels of) perception and experience of BPL households about corruption. This gap, however, is relatively narrow in the case of some "need based services" like Land (Registration), Housing / plots, Forest and Police in comparison to "basic services" (like PDS, Hospital, School Education).

Access to Service: At the national level, about two-thirds of BPL households possess a "BPL Card". In Delhi, West Bengal and in most of the North-Eastern States, more than half of households, with income of BPL, did not have a card for one or the other reason including because they could not pay bribe or they did not have a "contact" to influence. Their frequent migration could also be a reason for not having a card. More than half of eligible households in the North-Eastern States did not have a BPL card. As could be seen from the table, 10 per cent of BPL households contacted / visited / used Police Service in the year

against about 88 and 80 per cent in the case of PDS and Hospital Service, respectively. The extent of the interaction percentage depends on how many BPL households were in need of these services during the year.

Most BPL households (more so in rural areas), do not require to interact more often with the services like Housing, Land, Electricity, Water and School Education. Those who applied or registered in the earlier years for these services, need not interact with the department every year. If someone already had electricity or water connection, they need not interact with the department for that service. That is how percentage of BPL households who interacted with the service in the previous one year varies distinctly from State-to-State and service-to-service. For example, in services like, Police or Land Registration the percentage who interacted would be much lower than in the case of services like Hospital or PDS services.

Perception about Corruption: Perception about corruption was a mixed one. Corruption, as perceived by users of the service, is relatively high (two-thirds or more) in Police, Land and Housing services. In these services, the percentage of those who think corruption has increased in the previous one year is also high. These services are monopolistic in the nature, with more scope for discretionary decision making and also because the money involved in these transactions is higher. More households acknowledged that corruption had declined in the last one year in the case of School Education and Banking services. But over 40 percent of BPL households had "no idea" of any decline in corruption in the specific context of most of the services covered in this study.

More than half of users of Banking Services, School Education, Water and Forest perceived that corruption had remained at "same level" or increased than the percentage of those who thought it had decreased during the year. In the case of Police service, a higher percentage (54 percent) of users thought that corruption had increased. Percentage who thought that corruption had declined in the last one year, is less than half, in all the services.

Both perception and experience of corruption among BPL households are relatively more in the case of "need based services" like Police, Land Registration/ transfer and

Table 3: Levels of Overall Corruption in States (involving BPL households) *(in Percent)*				
Services	**Corruption Exists**	**Level of Corruption**		
		Come down	**Same**	**Increased**
PDS	54	22	46	32
Hospital	46	24	51	25
School Education (up to 12th class)	28	37	46	18
Electricity	44	22	49	29
Water Supply	42	25	50	25
NREGS	47	22	46	31
Land Records/ Registration	69	12	43	45
Forest	36	24	57	18
Housing	70	14	41	45
Banking	27	40	43	17
Police	78	7	39	54
TII - CMS India Corruption Study - 2007				

Table 4: Perceptions on Grievance Redressal			
			(Percent)
Services	**Improved**	**Same**	**Deteriorated**
PDS	21	52	27
Hospital	23	55	21
School Education (up to class XII)	33	53	14
Electricity	21	58	21
Water Supply	22	60	18
NREGS	19	54	27
Land Records/ Registration	12	54	34
Forest	20	64	15
Housing	13	51	36
Banking	37	50	13
Police	7	54	39
TII-CMS India Corruption Study - 2007			

Housing as compared to "basic services" like PDS, School Education and Hospital services. Also, relatively more among BPL households' respondents think that corruption has either declined or remained same in the case of "basic services" than in the case of "need based services".

Any Improvement in Redressal: Despite various kind of measures taken to improve the delivery of services, like computerization, e-governance, use of Citizen Charter, RTI Act, Social Audit, etc., such measures have not made much difference on users' grievances perhaps because the benefit is yet to be realized by BPL households. In the case of services like School Education, Electricity, Water Supply and Banking, however, relatively more (20 percent or more households) had acknowledged existence of one or other "grievance redressal" mechanism (this phenomena of "redressal" was explained to respondents during the interview in local language). In fact, more than half of BPL households using the services in the year found redressal practice same as earlier. Although, some households see that redressal had improved, a much higher percentage of the BPL households thought that redressal situation had not changed over the previous year.

Table 5: Experience of Corruption *(in percent)*			
Services	**Experience**		
	Paid Bribe	**Used a Contact**	**Did not take the Service because asked for bribe**
PDS	5.9	4.1	1.8
Hospital	9.3	5.8	1.8
School Education (up to class XII)	3.4	4.4	2.3
Electricity	9.7	4.6	1.8
Water Supply	8.7	5.9	3.8
NREGS	7.5	7.5	4.4
Land Records/ Registration	32.1	9.7	4.0
Forest	10.8	4.0	2.0
Housing	19.5	11.6	12.5
Banking	4.5	3.7	2.5
Police	48.3	16.1	4.5
TII-CMS India Corruption Study - 2007			

Use of "a contact": If they cannot pay bribe to avail a public service like PDS, NREGS or Housing, even though it is a targeted programmes aimed at BPL households, a "contact" would enable them to access the same. This "contact" could be a "middle man" or a functionary including an elected representative. This survey brings out that the percentage of BPL households who avail service using a "contact" vary from State to State - between 25 - 44 percent in the case of housing and between 13 - 41 percent in the case of Police Service. Even in the case of NREGS, the percent of BPL households who used a contact in the previous year range from 12 - 20 percent depending on the State. Such a reliance on a "contact" was observed in the case of basic as well as need based services. In fact, in some States (like Bihar and Assam) a "contact" was used by a higher percent of BPL households to avail most of these public services.

To avail Land and Housing related services, a higher percent used a "contact" than in the case of other services. Even in the case of NREGS, 7 percent across various States relied on a contact – may be a local representative. In fact, more than 10 percent in some States like Bihar, Chhattisgarh, Madhya Pradesh,

Jharkhand, Rajasthan, Meghalaya and Arunachal Pradesh used one or the other "contact' to avail NREGS. The percentage of those who availed the service using a "contact" was significantly lower than the percentage who used the service by paying bribe. In other services, a much higher percent of BPL households paid bribe to avail the service in the previous one year.

Could Not Avail Services: The **TII-CMS India Corruption Study 2007** brings out that the percentage of BPL households who could not avail basic services that a citizen is entitled to because they could not pay bribe or they had no contact to influence. In fact, in the case of services like housing / plots, land registration and NREGS, as high as a quarter of BPL households in some States could not avail the service for that reason despite their eligibility and effort.

The percentage of BPL households who could not avail the services as they could not either pay bribe or had no "contact" to influence, is more in the case of housing, police, land and NREGS than in the other seven services. In the case of Housing, this percentage is as high as 12 percent.

But in States like Uttar Pradesh, Gujarat, Arunachal Pradesh, Sikkim and Karnataka, the percentage of those who could not avail housing or house plots is 20 percent or more. In States like Madhya Pradesh and Rajasthan, it is 15 percent who could not avail housing services as they could not pay bribe.

Paid Bribe: Overall, among those who interacted with the service providers, the percentage of those who paid bribe was as high as 48 percent in the case of Police, 32 percent in the case of Land Registration and 22 percent in the case of Housing (all need based services). Whereas, in the case of basic services like PDS (7.0), School Education (3.4), Hospital Services (10.2) and Electricity (9.7), the percent of BPL households who paid bribe in the previous year was anywhere between 3 and 10 percent. In fact, in some States like Andhra Pradesh, Karnataka and Tamil Nadu, about half of the BPL households paid bribe for land, housing services and to get drinking water. In Delhi 9 percent of BPL households had to pay bribe to avail PDS. In Assam, 48 percent paid bribe to avail Hospital services.

Who were the recipient of the bribe? : In two-thirds of the instances, bribe was paid to an official/ staff in the concerned service. In fact, in the case of police most often the bribe was paid directly to the concerned functionary. In 20 percent of the instances, it was a "middlemen" to whom bribe was paid. Bribe is paid even to a "local public representative". In fact, in the

Table 6 : Recipient of Bribes *(in percent)*			
Services	**Experience**		
	Official/ staff	**Middle-men**	**Local representative (elected or otherwise)**
Basic Services:			
PDS	74	19	7
Hospital	90	11	1
School Education (up to class XII)	86	12	1
Electricity	81	18	1
Water Supply	81	18	1
Need Based Services:			
NREGS	55	20	25
Land Records/ Registration	82	17	2
Forest	91	10	0
Housing	64	23	11
Banking	73	22	4
Police	92	8	1
TII-CMS India Corruption Study - 2007			

Table 7 : Major Purposes for Paying Bribe	
Basic Services	**Purposes of paying (in that order)**
PDS	New card, for monthly quota, change address, change shop, addition, license to sell
Hospital	For bed, out patient, diagnostic service, medicine, ANC/PNC, operation, certificate, blood
School Education (up to class XII)	New admission, certificates, attendance/ promotion, scholarship, hostel seat
Electricity	New connection, meter repair, bill related, meter installation, bill adjustment, agriculture connection, ensure better supply
Water Supply	Installation / maintenance of hand pump, regularization of unauthorized connection, meter installation, repair of pipe, irrigation water, supply of water tanker
Need Based Services:	
NREGS	Registration / to get selected, issuance of job card, wage payment
Land Records/ Registration	Income certificate, obtaining land record, sale/purchase deed, mutation, land survey, caste certificate, property tax
Forest	To pick fuel wood, for cutting trees, for saplings, to collect forest produce, forest land for farming, for grazing
Police	For filing complaint and FIR, as an accused, remove name as witness, passport verification, verification for job, character certificate, violation of traffic laws
Housing	Allotment of plot/house, release of house loan, toilet construction, ownership transfer
Banking	To take loan, open new A/c, pension, withdrawal, deferment of loan installment
TII-CMS India Corruption Study - 2007	

case of NREGS, 25 percent of BPL households who availed the service in the last one year paid bribe to a local "public representative".

Not surprising, when asked who is "more responsible" for corruption in general, 44 percent of BPL households mentioned "official / functionary", against 29 percent who mentioned "politician" as being responsible.

Purpose for paying bribe: One-third or more of BPL households paid bribe in the case of basic services only "to get into the very service" like getting a new ration card, new connection, new installation or an admission in school. In fact, in the case of need based services, half or more of BPL households either paid bribe for obtaining a certificate, a record, to get registered as eligible, to get an allotment, to get bank loan, or to file a complaint in the police station.

Only 25 percent of BPL households in the study were from urban areas. No significant difference is found between urban and rural households in the pattern of their responses, even in the case of services like PDS, school education and water.

Repeat Visits: Corruption is more likely where and when the number of visits a citizen has to make to get a particular service is more. In fact, the number of visits one has to

make is an indirect indicator for "seeking bribe" in that service. Such a phenomena also adds to perceptions about the service as a corrupt one. For a BPL household, for example, repeat visits to get registered or to get a card meant loss of wage or opportunity, apart from "harassment". There is, additionally, the "travel cost" of visiting to the point, especially if it is distant from the place of residence. The number of repeat visits that a citizen has to make to avail a public service, needs to be minimized, if it cannot be altogether be avoided. This survey identifies specific purposes for which BPL households visited the service providers three times or more.

For getting a new ration card, 62 percent of BPL households, who had applied for it had to visit the Rationing office three or more times. Even to open a new account in local bank or post

Table 8: Specific Services Requiring Repeat Visits	
Services - some examples for which 3 or more visits were reported	**Rounded percent of Users of the Service**
As in-patient for getting bed	29
Electricity bill related	37
To obtain land records	23
For filing a complaint with police	46
Bill payment of water	45
Plot/House allotment	69
For getting selected/job card in NREG	56
To open new A/c in Bank/Post Office	51
For new ration card	62
TII-CMS India Corruption Study - 2007	

office, half of them visited three or more times in the last one year[*]. Also, for getting selected to get the job card in NREGS, 56 percent of BPL households had to visit three or more times.

Causes of Corruption: In the delivery of basic services, it is procedures that were pointed out as the cause of corruption and for their need to be simplified. In the case of need-based services, it is more counseling and sensitizing of the staff and transparency in the processes

Table 9 : Factors Faced in Availing Public Services (in Percentage)					
Services	**Procedural**	**No forms**	**Absence of staff**	**Corrupt staff**	**Middleman**
PDS	37	3	18	38	4
Hospital	38	4	26	31	2
School Education (up to class XII)	35	7	21	33	3
Electricity	40	3	18	35	4
Water Supply	36	5	23	31	5
NREGS	33	7	10	37	13
Land Records/ Registration	27	4	11	51	6
Forest	28	2	11	53	5
Housing	24	3	9	50	14
Banking	48	6	13	28	4
Police	17	2	4	73	4
TII-CMS India Corruption Study - 2007					

---

* Under NREGS, some fifty million workers are supposed to get their account opened locally to get wages

Table 10: Estimate of Bribe

Services	Total Bribe paid in the year (Rs. in million)
Basic Services	
PDS	450
Hospital	870
School Education (up to 12th class)	120
Electricity	1,050
Water Supply	240
Need Based:	
NREGS	70
Land Records/Registration	1,240
Forest	240
Housing	1,570
Banking	830
Police	2,150
Total for 11 services covered in the survey	8,830

TII-CMS India Corruption Study - 2007

Table 11: Services Ranked

Services	Rank
Police	1
Land Records/Registration	2
Housing	3
Water Supply	4
NREGS	5
Forest	6
Electricity	7
Health	8
PDS	9
Banking	10
School Education (up to 12th class)	11

TII-CMS India Corruption Study - 2007

that needs to be addressed seriously. Establishment of accountability with an internal system of concurrent monitoring is a *sine qua non* for improving efficiency and curtailing corruption. Such measures could eliminate the compulsions for paying bribe by citizens. Only then middlemen menace could be minimized or eliminated. Because middlemen often work in league with internal functionaries. Citizens' felt that "absence and non-availability of staff" reinforces the environment for "bribe seeking". Similarly, the discretionary powers of the functionaries at the service delivery point, the more the scope for corruption – as in Police, Forest and Housing services. On the other hand, in a service which is otherwise perceived as relatively efficient as in the case of Banking Service (also at post offices) 48 percent of BPL households feel that procedures are cumbersome and are the cause of corruption.

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. This exercise had taken into account the estimate of BPL households by the Planning Commission (Year 2004-05). More than a couple of States have had questioned the Planning Commission's estimate of BPL households. For example, in the case of Orissa, while the State Government puts the figure of BPL households at 4.2 million, the Planning Commission figure was 3.5 million. Since allocation of houses to poor under Indira Awas Yojana, as well as most other targeted programmes is based on the estimates of Planning Commission, the estimate made in this study for the bribe paid by BPL households in the previous year was done using Planning Commission's figures.

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. This could only be a conservative estimate and more an indicative one. The money involved in these estimates appear petty as in the case of NREGS, School Education and PDS, but most of it was paid directly to the functionaries. But the overall perception and "damage effect" of this petty corruption is much greater and calls for serious consideration of the Government to come up with schemes which would bring down corruption to "zero level".

Services Ranking: School Education (up to class XII and Government schools) among 11 services studied stands last in the ranking that is the lowest in

the level of corruption. 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. But that Land Records / Registration and House/Plot, which are specially tailored for BPL households, stand at two and three in the ranking, should be a matter of concern. While the level and extent of corruption in Police service was high in all States, as if it is universal – but the ranks of other services shows 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.

Levels of Corruption in States: This TII-CMS India Corruption Study – 2007, as in the case of the one for 2005, 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 service specific reports, covering the eleven services, present the relative position of States in the context of that service. Within each category, the States are arranged alphabetically. Considering significant difference between bigger and smaller States of North-East and others like Pondicherry, Chandigarh and Goa, the grouping is arranged separately for "Big" or "Small" ones.

The above grouping reflects relative position of States in the context of all the eleven services. "Moderate" level of corruption does not mean that corruption is tolerable. Nevertheless, for better understanding, the States are grouped based on the level of corruption in the context of the particular service. "Very high" and "high" level indicates

Table 12: Levels of Overall Corruption in States (involving BPL households)				
				(arranged in alphabetical order)
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

that corruption level concerning BPL household is extensive both with respect to perception and experience in that year. Moderate level also indicates that the services are either not within the reach or access of the BPL households or that the extent of corruption level is relatively low. But, the States under "alarming" group calls for serious introspection, restructuring and even repositioning of certain services meant for BPL households.

It is not that high corruption exists in all the services of a State or the position of services in all the States was alarming. In fact, in no State corruption involving BPL households in all the 11 services was "very high" or "alarming". In some services, corruption was moderate but it was very high in the same State in other services. State would be better served if it focuses and seriously review services where corruption level was "high", "very high" and "alarming". By doing this, both extent of perception and experience of corruption could be brought down and the gap between the two could be narrowed.

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. For example, in Delhi and West Bengal, corruption level was moderate in most services surveyed.

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

RTI Act

This TII-CMS India Corruption Study 2007 looked into the extent RTI Act has come into play or has become a potential tool in the hands of economically vulnerable sections of people of the country. In fact, that would be a good measure of success of the RTI Act. This study brings out that, in about half a dozen States more than 10 percent of BPL households knew about RTI Act at the end of the second year since the Act was implemented. Considering the overall levels across the population, this finding is not a disappointing one.

Overall, awareness about RTI Act among BPL households is much more (6 percent) despite the Act being only two years old as compared to Citizens' Charter (2.5 percent), which has been in vogue for more than five years. Going by this, awareness level among other sections of society should be much higher. Both in terms of awareness about the RTI Act and the extent BPL households availed the Act by actually applying for information under it is not bad considering that Government or any of the 11 services studied hardly made any special effort locally to promote the Act as a potent weapon in the hands of poor or as a tool for improving the delivery of the services.

In fact, this survey brings out that it is the news media and campaigns by civil society organizations that are mostly responsible for such a level of awareness. Since the study is based on a sample of 2 to 5 districts in each State whereas the civil society campaigns were more often confined to one or other locations within a State, the finding here may not be reflective of the State as a whole.

Table 13: Awareness about RTI Act among BPL households			
State	**BPL household (%)**	**State**	**BPL household (%)**
Andhra Pradesh	13.0	Maharashtra	6.9
Arunachal Pradesh	4.5	Manipur	13.0
Assam	10.3	Meghalaya	0.6
Bihar	1.4	Mizoram	12.0
Chhattisgarh	4.1	Nagaland	14.1
Delhi	5.0	Orissa	3.8
Goa	1.2	Pondicherry	8.0
Gujarat	4.4	Punjab	2.7
Haryana	2.7	Rajasthan	5.7
Himachal Pradesh	2.9	Sikkim	2.7
Jammu & Kashmir	4.5	Tamil Nadu	6.7
Jharkhand	5.0	Tripura	0.5
Karnataka	12.8	Uttar Pradesh	1.4
Kerala	10.7	Uttarakhand	8.4
Madhya Pradesh	4.9	West Bengal	1.4

Table 14 : Percentage Applied Under RTI Act			
			(Percent of those BPL households who were aware of RTI Act)
State	**BPL household**	**State**	**BPL household**
Andhra Pradesh	1.0	Mizoram	0.2
Arunachal Pradesh	0.2	Madhya Pradesh	0.3
Assam	0.2	Nagaland	0.4
Bihar	0.1	Orissa	0.2
Chhattisgarh	0.8	Pondicherry	0.2
Delhi	0.1	Punjab	0.3
Gujarat	1.5	Rajasthan	0.6
Haryana	0.3	Sikkim	0.2
Karnataka	0.4	Tamil Nadu	0.2
Kerala	0.6	Uttarakhand	0.1
Maharashtra	0.1	West Bengal	0.8

More than 10 percent of BPL households know about RTI Act in Andhra Pradesh, Assam, Karnataka and Kerala. In States like Gujarat, Andhra Pradesh, Chhattisgarh, West Bengal, Kerala and Rajasthan, BPL household used RTI Act mostly for information on PDS, Hospital Service, School Education, NREGS and Banking Service.

This study reminds the potential of Citizens' Charters if they are formulated in consultation with all the stakeholders and displayed at delivery outlets of concerned public services. This is notwithstanding the measures taken towards e-governance schemes in the pipeline. This will further strengthen the scope of RTI Act.

SERVICE PROVIDERS PERSPECTIVE
AND THE TYPES

- Service providers' perspective across States and services could be summed up into different types, as follows:

- "Yes, we are ready to help, but we hardly get any complaints". These providers knew the problem of reach and reliability of the service, but keep waiting for an occasion.

- "Yes, we promptly attend" to the problems brought to our notice but there are too many problems / deficiencies.
- "We are short of staff" to do anything more, our work load has increased so much.

- "We are ready to serve, but public do not cooperate".

- "Not in our hand, procedures are from above…."

- "No differentiation between performer and non-performer", no motivation to do more / better and to take initiatives, locally.

- "We are operating with outdated facilities, support and rules"

- "Pressures of work load, often driven by political pressures"

- "Staff hardly gets any training to cope with increasing demands and expectations"
- "We hardly get any guidance from above/ outside for correctives"

- "Our priorities is not only BPL households …"

- "Catering BPL households is more complex, difficult and requires special efforts".

Broadly, service providers responses across basic and need based services fall into three typologies: (1) **defenders,** of what they are doing; (2) **passive** executives who think things will take their own course, and (3) **reactive** executives who responds positively, but only individually appealed. The training or orientation should be to see that some "pro-active" outlook functionaries are provided the opportunity, particularly while interacting with BPL households.

SOME SUGGESTIONS

Based on the findings of TII-CMS India Corruption Study – 2007 and CMS's earlier studies in this series, the following general suggestion could be made. Together, these facilitate initiatives towards "zero-corruption" both in the case of basic and need based services.

A Four Pronged Drive Needed

The findings of this study calls for the following four-pronged efforts:

1. Simplification
Urgently required are simplification of procedures and even eliminating certain formalities for BPL households; more visible and interactive redressal practices; curbing discretionary options with individuals at service delivery points; and accountability by giving identities of functionaries.

2. Streamline Information Flows
Improved information flow for a more transparent and trust-based transactions and customized service orientation with the help of IT tools, e-governance initiatives and better organized front ends of service delivery points are required. Also, priorities and concerns of e-governance projects should keep in view the special needs of vulnerable sections of households.

3. Front End Staff Need Special Concern
Reorienting staff to serve BPL and vulnerable households with special attention and on a priority basis is required. Their sensitivity to special needs of BPL households need to be improved with periodic workshops and training programmes and special arrangements in the operations.

4. Civil Society Activism is Better Bet
Finally, civil society activism has to come more in to play. It should be possible with RTI Act, Citizens' Charters, Social Audit and on-line services. This study has shown that social activism can make difference in favour of the poor. There is ample scope for a collaborative course.

Very Scope of "BPL" Household Needs a Relook

Proof of claims of "inclusive growth", "good governance", "social justice", etc., depend how well BPL households are being reached and served. The very concept of "BPL households" needs to be reviewed in the light of recent report on 'Social Security for Unorganized Workers' and the State Governments' race to change threshold level for BPL eligibility for "subsidized services". The more the widening in the criteria of BPL, the more likelihood of the "poorest of the poor" or "hardcore BPL households" being deprived. A task force can come up with State specific and service specific changes and suggestions in this regard to make sure that poorest of the poor are not further deprived.

Need to be Understand & Seriously Address "Perception"

The gap between "perception" about corruption in basic public services and "experience" of paying bribe or using a contact for availing those services, need to be taken more seriously. Actual corruption in the context of the basic services is lower than the extent of perception. Nevertheless, repositioning public confidence and demonstrating improvement in the system by making it more responsive to needs, should be a priority concern. However, without addressing perception related phenomena, actual level of corruption cannot be brought down. "The gap" cannot be addressed without cooperation of mass media. Despite some decline in the experience of corruption involving citizens in availing some public services recently, perception levels have not come down, but somewhat increased as if it is in proportion to portrayal of corruption in general and in the electronic media, more specifically. It is important to understand that while media itself has become a new source of redressal for citizens, it is also keeping corruption in public eye but to the extent that people becoming immune or treating corruption as a non-issue. This phenomenon is more to do with repetitive coverage and hyping. But this trend needs to be studied seriously, transparently and with voluntary cooperation from the broadcasters.

Proactive Use of Local Media

In the context of BPL households, FM radio in urban and local TV channels in the rural areas could play a special role. Those responsible for the contents of news media in particular should be sensitized about the very character and structure of corruption and its implications to different sections of people and best ways and strategies in which the media could pay a role in the war against corruption, particularly in areas involving citizens and in their use of public utilities.

Corrective Potential of Social Audit

Social Audit of not only targeted programmes but of other services like Banking services, Hospital and School Education services should become an ongoing exercise at least once a year. Social Audit with civil society groups but in a collaborative spirit would help in ensuring that BPL households are not disadvantaged. "Community audit" in the case of basic services and social audit in the case of need based services once 2 or 3 years is likely to help narrow the gap between perception and experience.

RTI Campaigns among BPL Communities

This TII-CMS India Corruption Study 2007 brings out that once the potential of RTI Act is understood, BPL households will not lag behind; in fact they are likely to make use of the service even more. That is the time when one could say that RTI Act has done what is expected of it, including reducing corruption. There is urgency for civil society groups, the news media and local academics to come together and organize campaigns among BPL communities on RTI Act.

Include Unique Needs of BPL Users

The visible effect of IT and E-governance will not be evident unless special efforts are made aiming at BPL communities. The so-called "digital divide" even in urban areas could be because BPL and such other communities are two or three years behind in getting

the benefits. This study indicates that computerization of land records as a priority programme of E-governance, had not helped BPL households much perhaps their unique requirements were not as much a focus. Computerization of information or service alone may not be effective unless it is given in the public domain.

e-Governance Schemes Specially Address BPL Needs

Although it is obvious that the first advantage of IT and e-governance would always be taken by those who are better educated, better exposed, and economically better off, there is need to make some special effort to reduce lead time and hasten the process so that the disadvantaged people realize the benefits, parallely. With broadband reaching rural and far off locals and at reduced cost it should be possible to make available the benefits of e-governance parallely to the poor.

Redesign Front End Offices of Public Services

It is better that "front end" of most Government services / departments involved in serving citizens in large numbers and cutting across socio-economic backgrounds, are redesigned professionally in such a way that there is provision for display of pertinent information, helpdesk and equipped with modern communication facilities.

Universalize "BPL Card"

The size of BPL households is not fixed in the case of both basic and need based public services. It fluctuates often. Migratory character of the poorest calls for a "universal BPL card" – a card which provides access and entitlement anywhere, at least in the concerned State (similar to bank ATM cards)

Special Schemes to Ensure Service to BPL

BPL households require special service delivery facility to the "senior citizens". Repeat visits need to be avoided as it obviously imply that BPL households are not getting the priority that is promised. The fact that functionaries themselves are the direct recipients of bribe from the poor in most cases, need to be viewed far more seriously.

Encourage Users' Feedback

BPL households / communities should be encouraged with special benefit schemes so that they could be more organized, more active and articulate in giving their feedback. The fact that hardly a few take time to write their feedback is something that need to be taken up to encourage them to do so as often. Panchayats have to be entrusted with responsibilities so that the reach, access and reliability of targeted programmes to BPL households become better and redressal is not ignored or delayed.

Redressal System Should Not be Limited to "Written Complaints"

Mechanism and practice of redressal of grievance requires much higher level of attention, sensitivity and follow up particularly in the context of BPL households. Criteria of having to have "written complaints" and their number should not be viewed as good enough in the context of BPL households.

Scope for discretionary decision making need to be minimized at the delivery end both in the case of basic and need based services and made more responsible or accountable.

Constant Supervision and Active Follow-up

Issues of staff attitudes and mindset cannot be moderated without constant feedback, guidance or supervision and training. Frequently changing procedures and formalities specific to various sections of people, as in the case of BPL households, need to be familiarized. In this regard, local management schools and such other independent academic bodies could play a role by organizing workshops, sensitivity and training programmes for the staff of basic public services at the grassroots.

One-Third Compulsions for Bribe can be Avoided by Rerouting Responsibilities

This study has identified the core functions, which cause most corruption in the case of each of the 11 services. If the processes involved in these specific functions are attended by revamping and by way of computerization and keeping them in public domain, compulsions for paying bribe could be avoided or minimized. In fact, by sorting out the very procedures and formalities for availing the service, the very scope for paying bribe by citizens could be eliminated in one-third to half of the cases – depending on the service and the State in context. Establishing identity / entitlement procedures and formalities need to be minimized and responsibilities could be shifted. In the case of, for example, land records, banks could directly obtain on-line or otherwise the references or particulars instead of making BPL households run around.

Achievement Claims Less Significant if Access Not Assured

This study brings out that "performance achievements" or "target achievement" claims of Governments, even in the case of individual services, does not mean much for BPL households unless special emphasis is given to BPL households at the service delivery points. Some effort to validate such claims is needed periodically.

Special Drives/Camps to Reach Out to BPL Communities

While efforts are being made to expand the reach, there must be ways to see that no BPL household is deprived of the basic services, for whatever reasons. Special efforts should be made to reach BPL households by way of specific drives, camps or campaigns.

Reduce Compulsions for Repeat Visits

More specifically, the need for repeat visits should be curbed which is possible to some extent by re-looking into procedural complexities and improving grievance redressal mechanism and, at the same time, curtailing discretionary powers of individual functionaries.

Competitive Politics Should Spare Targeted Schemes

An important finding of TII-CMS India Corruption Study – 2007 is that "competitive politics" of late are affecting, directly and indirectly, the very noble objectives of most

targeted programmes aimed at the poor. They are adding to the problem of access to the service and the extent of corruption. This is one of the concerns of service providers themselves and also of course of BPL households. There are too many case examples that have come to the notice of CMS field researchers. The case narrated from Assam on housing service is not an isolated example. In fact, in more than a couple of States it was found that party leaders openly threatened BPL, ST, SC households to withdraw benefits of one or other targeted programme, if they did not vote for their respective local party. (This includes NREGS, BPL cards, housing, Rs.2/ kg rice, pension, *patta* for land, housing loans and bank loans). As long as "discretionary powers" of individuals at the service delivery point and certain confusion as to the responsibilities and accountabilities are not addressed, political interference is going to be a major source for corruption affecting the poor more.

Appendix

CMS Research Methodology

CMS has been undertaking periodical corruption studies since 2000. Every subsequent year attempt has been made to refine its methodology. A combination of quantitative and qualitative research methodologies was adopted for this TII-CMS India Corruption Study-2007, focused on BPL households. The focus of the quantitative survey was on estimating value (in Rupees) of total bribe paid by the BPL households. Qualitative research techniques were used to identify the nature of the systemic issues and factors responsible for corruption involving BPL households.

Quantitative Research

Household Survey: Household survey was conducted using a structured interview schedule. CMS field investigators personally interviewed respondents at their residence.

Exit Interview: For each of the selected services / departments, service delivery points were identified. Out of those selected delivery points CMS studied the ones catering to BPL households. The field researchers conducted exit interview when citizens (BPL category only) were leaving the service point so as to explore the purpose of visits, number of visits and outcome of the visits. A semi-structured schedule was used for this purpose. This helped in having views and opinion of those who had first hand experience of the service provided by the concerned department.

Qualitative Research

Discussions with the Local Service Providers: In-depth discussions were conducted with Government Officials to understand the process leading to corruption in the service and know about recent initiatives to improve the services.

Observations at Service Delivery Point: A checklist was given to researchers to observe various aspects related to interface with users like reception desk, information display, availability of forms, display of delivery standards, etc.

Case Examples: An effort was made to know examples for local initiatives and the most corrupt practices pertinent to the services.

Sampling Design

Selection of Districts
It was ensured to have a representative number of districts from each state. Two criteria were considered in selecting other districts like:

- At least one district from each geographic region of the state
- At least one district covered under National Rural Employment Guarantee Scheme (NREGS) (Phase I of the scheme).

However, it was noticed that in some states the number of 'NREGS phase-1 districts' were less than the number of districts to be covered from that state under India Corruption Study 2007. In such case, as in case of Punjab, districts identified in Phase II of NREGS were included in the universe for the survey.

Sample Size & Coverage

To arrive at statistically reliable estimates, states were stratified depending upon the number of BPL households in the country. Three categories were made, namely,

- States with around 10 lakhs or more BPL HHs
- States having less than 9 lakh but more than 1 lakh BPL HHs
- States having less than 1 lakh BPL HHs.

Sample Distribution				
States	Number of States	Number of Districts	Sample Proposed	Size Sample Size Achieved
(unit)	State	District	Households	Households
Big States (10 lakh+)	15	4-5	13,500	13,866
Middle States (1 - 9 lakh)	7	3	4,200	4,515
Small States (< 1 lakh)	9	2	3,600	4,347
Total	**31**	**103**	**21,300**	**22,728**

From random sampling point of view, a minimum sample of 400 was kept for smaller states to allow estimation at 95% confidence level at 5% margin of error. For larger states, pre-decided sample size was large enough to provide more precise estimates.

Population
The central focus of the India Corruption Study 2007 is BPL households. To identify the BPL households, CMS criteria of selection were based on Planning Commission's estimation of poverty line[1]
- For Rural areas Rs 356 per capita, per month
- For Urban areas Rs 539 per capita, per month

Within the household, respondents were selected by the following criteria:
- Male or Female (21 years and above) at household level and at service delivery point.
- Those, who have interacted with the selected public service during the last one year.

A. For Exit Interviews
Service delivery points were identified from each selected rural and urban location. The service seekers coming out of these service delivery points were picked at random and interviewed using the pre-designed research tool.

---
1. The poverty line (implicit) at all-India level is worked out from the expenditure class-wise distribution of persons (based on uniform reference period (URP)- consumption, that is, consumption data collected from 30 day recall period for all items) and the poverty ratio at all-India level. The poverty ratio at all-India is obtained as the weighted average of the state-wise poverty ratio.

B. For Household Survey

From each selected district, sample was distributed among rural and urban areas. The revenue villages or census enumeration blocks (CEB), as demarcated in 2001 Population Census of India, were used for selection of rural and urban locations respectively.

Selection of urban locations

Urban areas of the chosen district were selected at random.

Selection of rural locations

For the selection of rural locations, the administrative areas within a district, namely sub-division/C.D. Block was considered. Rural locations were selected at random from the list of revenue villages within the C.D. Block.

Selection of eligible Households

From each selected urban cluster, around 15 households were interviewed for the present study. In rural areas 25 households per cluster were selected. A circular systematic random selection procedure was followed to select eligible households for interview. Since the focus was BPL households, a screener was used to assess the monthly household income beside enquiry on owning a BPL card.

Methodology For Ranking of Services and States

Based on previous experience and the consultations with experts, the weights for each of the six indicators were assigned to compute a single index on corruption. Based on three "Perception" related and three "Experience" related indicators a Composite Score was arrived at.

Methodology For Ranking of Services and States	
Factors	**Indicator**
Experience	
Experience of Paying Bribe	Proportion of BPL households paying bribe (E1)
Using contact to influence	Proportion of BPL households using influence (E2)
Could Not Avail Service	Proportion of BPL households who could not avail service, because could not pay the bribe or use influence (E3)
Perception	
Perception of Department (regarding corruption)	Proportion of BPL households who perceive the Department to be corrupt over Proportion of BPL households who perceive the Department was not corrupt (P1)
Increase/ decrease in corruption	Proportion of BPL households who perceived that corruption had increased over Proportion of BPL households who perceive that corruption had decreased (P2)
Grievance redressal improved or not	Proportion of BPL households who acknowledged the Grievance redressal mechanism has been improved over Proportion of BPL households who acknowledged the Grievance redressal mechanism has detoriated (P3)

The mathematical model used for computing the Composite Score of Corruption (CSC) is:

CSC $= E_1 \times 30 + E_2 \times 20 + E_3 \times 10 + P_1 \times 22 + P_2 \times 11 + P_3 \times 7$

This study brings out the personal experience (either pay bribe or use a contact or could not avail the service) of BPL households while interacting with specific service/department. This study also brings out their perception regarding corruption while they interacted with the specific department. Based on the people's perception and experience, a mathematical model was used to calculate a composite score of corruption for each state/service. Sixty percent weight was given to three "Experience" related indicators and 40 percent to three "Perception" related indicators. The final weights were arrived at after using factor analysis (principal component).

List of Selected Districts Visited in each State			
State	**District**	**State**	**District**
Andhra Pradesh	Vishakhapattnam, Chittoor, Srikakulam and Hyderabad	Maharashtra	Ahmadnagar, Yawatmal, Nandurbar, Nanded and Mumbai
Arunachal Pradesh	Popun, Upper Subansiri and Lohit East	Manipur	Imphala and Tamenglong
Assam	Dhemaji, Marigoan, Kokrajhar and Dispur	Meghalaya	West Garo Hills and Shillong
Bihar	Patna, Muzzafarpur, Gaya, Araria and Samastipur	Mizoram	Lawngtlai and Aiwzal
Chandigarh	Chandigarh	Nagaland	Mon and Kohima
Chhattisgarh	Rajnandgaon, Dantewada, Raipur and Koriya	Orissa	Bhubaneswar, Gajapati, Korput and Nuapada
Delhi	North West Delhi, North East Delhi and South West Delhi	Pondicherry	Pandicherry
Goa	Sangam, Madgaon, Panji and Phonda	Punjab	Jalandhar, Nawansahar and Hoshiarpur
Gujarat	Palanpur, Gandhi Nagar, Godhra and Dang	Rajasthan	Udaipur, Jaipur, Karauli and Sirohi
Haryana	Ambala, Mahindergarh and Sirsa	Sikkim	Gangtok and Mangan
Himachal Pradesh	Shimla, Chamba and Kangra	Tamil Nadu	Dindigul, Tirruvanamalai, Cuddalore and Chennai
Jammu & Kashmir	Doda, Anantnag and Srinagar	Tripura	South Tripura, West Tripura and Dhalai
Jharkhand	Ranchi, Dumka, East Singbhum and Palamu	Uttar Pradesh	Badaun, Chitrakoot Lucknow, Kausambi and Hardoi
Karnataka	Raichur, Banglore, Chitradurga and Bidar- North		Uttarakhand Dehradun, Haridwar, Tehri Garhwal and Champavat
Kerala	Palakkad, Kasargod, Wayanad and Trivendrum	West Bengal	Kolkatta, Malda, Murshidabad and Purlia
Madhya Pradesh	Shivpuri, Jhabua, Bhopal, Balaghat and Sidhi		

Methodology for Estimation Of Bribe

The total monetary value of corruption paid by BPL households in the country, has been arrived at by adding up bribe involved in each department/service. Corruption for each department is estimated using a linear mathematical equation. BPL households in the country are the universe of the study. Secondly, percentage of the households who availed the services of the department in the last one-year was estimated. In the third step, number of BPL households who had to pay bribe to avail the services were calculated. Fourthly, average amount* of bribe paid by a BPL household in the service in the past one year was computed. The mathematical model for the extrapolating the total bribe paid in a state or in any service/department in a year is as:

T.C	$= T.C.D1 + T.C.D2 + \ldots\ldots\ldots\ldots + T.C.Dn$
T.C	= Total corruption in the country in INR
T.C.D	= Total corruption in the service in INR
T.C.D	$= T.H \times P.H.I \times P.H.C \times A.C$
T.C.D	= Total corruption in the service in INR
T.H	= Total number of BPL household in the state
P.H.I	= Proportion of BPL household interacting with the department
P.H.C	= Proportion of BPL household paying bribe
A.C	= Average amount of bribe paid by a BPL household in a year

Limitations in Estimation and Sample Selection:

● Identification of BPL households has been done as per pre-determined status i.e. possessing BPL card or not (as per the respective state government) or monthly per capita income.

● Due to lack of previous information, required minimum respondents interacting with specific department could not be estimated with precision. In some cases, minimum number of persons who had interacted with specific service/department could not be achieved. Therefore, those departments are not included for estimating bribe in respective state report.

● Comparing states for a particular service should be done with cautions because level of interaction is different in different states.

● In the case of Forest and NREGS, more specifically, the estimates are limited and the phenomena is not relevant for urban sample.

---

* outliers have been excluded while calculating the average amount

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.

What we do

1. Promote Transparency in Government
By raising awareness among people and through communications.By influencing Government policiesBy involving media.

2. We promote accountability in Government and Judiciary
By awareness raising among people, focusing on following pillars of good governance

Setting up camps and hand holding for people in rural areas for implementation of Right to Information, Social audit and citizens charter

Improving procurement transparency in public sector undertaking through the adoption of Integrity Pact and monitoring the implementation.

3. Working on Projects, conducting research and bringing out publications
TII is engaged in the project Pehal – Shasan Sudhar Ki Or, with a view to empowering those living below the poverty line (BPL) in both rural and urban areas of the country. The project aims at improving Governance in rural India by raising awareness among people about tools of good governance that will enable them to avail hassle free public services.

We conduct research on corruption in the country in different states and the problems people face in availing various government services.We have several publications to our credit. These include India Corruption Study, Towards Improving Governance, Bharat Mein Bhrashtachar Aur Ussey Muqabla and Bhrastachar Se Muquabla : Rashtriya Sadachaar Vyavastha ke Tatwa.

4. Educating small children
Catch them young! As a part of spreading awareness among children, we reach out to the various educational institutions and spread awareness among school children about evils of corruption, so they can inhabit a corruption – free environment

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.

Vision
 "Research is not an end in itself, rather it is a means for change, the betterment of society and to promote equity in people."

Mission
Going beyond the conventional concerns of research and analysis, CMS mission includes advocacy, planning, promoting peoples' participation, facilitating interface between different sections of the society, and sensitizing the public on issues of national concern. The motto of CMS is "objective information gathering and analysis" which can contribute to a better society.