

BRAHMAPUR

BRIBERY INDEX 2009

URBAN CORRUPTION SURVEY IN BRAHMAPUR, ORISSA



YOUTH FOR SOCIAL DEVELOPMENT
BRAHMAPUR, ORISSA



ARUNA BRAHMAPUR, ORISSA

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Brahmapur Bribery Index 2009
Urban Corruption Survey in Brahmapur, Orissa

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A b b r e v i a t i o n s

- BDA Brahmapur Development Authority
- BMC Brahmapur Municipal Corporation
- BPL Below Poverty Line

CBO	Community Based Organization
CRC	Citizen Report Card
CSD	Civil Supply Department
CSO	Civil Society Organization
ERs	Elected Representatives
FGD	Focus Group Discussion
HFW	Health and Family Welfare
NGO	Non-Government Organization
PDS	Public Distribution System
PHED	Public Health and Engineering Department
PTF	Partnership for Transparency Fund
RTI	Right to Information
RWA	Resident Welfare Association
TI	Transparency International
UCS	Urban Corruption Survey
YSD	Youth for Social Development

G l o s s a r y

Access to information

Access to information refers to the right of interested parties (the public, NGOs, the media, etc.) to receive information held by government. This right, protected by international and national laws, provides that official documents should be generally available, and that any exceptions should be limited and specific. Access to information increases government accountability to its citizens and reduces opportunities for corruption.

Accountability

Accountability denotes a relationship between a bearer of a right or a legitimate claim and the agents or agencies responsible for fulfilling or respecting that right. One basic type of accountability relationship is that between a person or agency entrusted with a particular task or certain powers or resources, on the one hand, and the 'principal' on whose behalf the task is undertaken, on the other.

Bribery

Bribery is the act of offering someone money, services or other valuables, in order to persuade him or her to do something in return. Bribery is corruption by definition. Bribes are also called kickbacks, baksheesh, payola, hush money, sweetener, protection money, boodle, gratuity etc. Bribery is widely criminalized through international and national laws. In particular, the bribing of foreign officials is outlawed by the OECD Convention on Combating Bribery of Foreign Public Officials.

Favouritism

Favouritism refers to the normal human inclination to prefer acquaintances, friends and family over strangers. It is not always, then, a form of corruption. However, when public (and private sector) officials demonstrate favouritism to unfairly distribute positions and resources, they are guilty of cronyism or nepotism, depending on their relationship with the person who benefits.

Petty Corruption

“Petty” corruption (also called administrative or bureaucratic corruption) is the everyday corruption that takes place where bureaucrats meet the public directly. Petty corruption is also described as “survival” corruption (“corruption of need”): a form of corruption which is pursued by junior or mid-level agents who may be grossly underpaid and who depend on relatively small but illegal rents to feed and house their families and pay for their children’s education. Although petty corruption usually involves much smaller sums than those that change hands in acts of “grand” or political corruption, the amounts are not “petty” for the individuals adversely affected. Petty corruption disproportionately hurts the poorest members of society, who may experience requests for bribes regularly in their encounters with public administration and services like hospitals, schools, local licensing authorities, police, taxing authorities and so on.

Transparency

Transparency is the quality of being clear, honest and open. As a principle, transparency implies that civil servants, managers and trustees have a duty to act visibly, predictably and understandably. Sufficient information must be available so that other agencies and the general public can assess whether the relevant procedures are followed, consonant with the given mandate. Transparency is therefore considered an essential element of accountable governance, leading to improved resource allocation, enhanced efficiency, and better prospects for economic growth in general.

A c k n o w l e d g e m e n t

The Urban Corruption Survey is based on the citizen's perspective on bribery/petty corruption prevailing in various public service agencies and calculates the magnitude of corruption in Brahmapur City.

This is the first ever study in an Indian city i.e. Brahmapur, Orissa was carried out by the Youth for Social Development (YSD), an independent research based NGO at Brahmapur, in partnership with ARUNA following the Transparency International methodology on calculation of Bribery Index.

This study is the second in the series of Governance Research of YSD carried out with the financial and technical assistance from the Partnership for Transparency Fund, Washington DC, USA an international NGO working to fight against corruption worldwide. The outcome of the study is the high degree of team endeavor. The team includes the Researchers, Field Investigators of Youth for Social Development, the advisors of YSD and PTF. The entire group contributed their time, energy, expertise and aptitude in implementation of the Urban Corruption Survey.

The constant academic inputs and pioneering efforts of Prof. Bhagabata Patro, Chief Advisor of YSD, Dr. Vinay Bhargav, Advisor, PTF and Dr. Sudhir Chitale of The World Bank made it possible in architecting the whole idea. We would like to place on record our sincere thanks to all the advisors who persistently advising us in our efforts.

We would like to express our deep sense of gratitude to Mr. Lokanath Mishra, President of YSD and Dr. Gopakumar K. Thampi, Director, Public Affairs Centre, Bangalore for their continuous inputs, advice and encouragement. We would like to thank Miss. Anna Stanley of VSO for her support in editing the report. We also thank Mr. Ramesh Chandra Das of ARUNA for his help in financial management of the project.

We are also thankful to the academicians, civil society actors and the public officials and the media for their cooperation in disseminating the findings and the supporting in advocacy to transparent local governance in and to fight against petty corruption in Brahmapur city.

Finally we are indebted to the habitants of Brahmapur city and the entire YSD team for their contribution in completing the study. We the authors are solely responsible for the opinions expressed and any errors there in.

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YOUTH FOR SOCIAL DEVELOPMENT

P r e f a c e

Corruption and bribery are the crosscutting phenomenon in most of the government and public sector institutions in India. It is deep-rooted and has a nationwide existence since long. Now there are growing concerns over its increasing adverse impact on day-to-day life and on overall development of the nation. Petty corruption and bribery at public servants level and getting into the practices at public level is a psychosis. Intellectuals' worried and common people disgusted with corruption. Sporadically, nationwide we debate on corruption but at practice level knowingly or unknowingly we cosset to it. Petty corruption and bribery are documentarily invisible despite it is widespread, overwhelming and deep-rooted into public life. The involvement of so-called powerful, educated people in corruption always suppressed any unified voice against corruption. Thanks to the Right to Information Act 2005, opened the scope to people and civil society organisations to know, understand and come openly and united against dishonesty and unethical practices.

The Urban Corruption Survey is the second exclusive organized attempt by YSD to divulge the unethical practices in government and public sector institutions in Brahmapur city of Orissa. The first report "Citizens Report Card" highlighted the involvement of corruption in the delivery of public services. This scientific analysis is nothing but of common peoples' perception on corruption who never speak united or in an organised manner. After going through the outline of the study many of my friends in public life, politics, media and government agreed to the findings. Being a citizen of Brahmapur I also subscribe to the findings. The findings are exceptional and a manifestation of crosscutting practices in Brahmapur and other Indian cities. It is socking to look at the unethical practices in public institutions like; BDA, Land Record & Administration, BMC, PDS, PHED, Health Care etc. and people participation in corruption to avoid harassment and denial.

I am extremely happy that my team again shown the courage to divulge the inherent unethical and illegal practices in public service institutions in Brahmapur city which is eye-opening. We look ahead for more debate and intellectual support to mobilise public opinion against bribery and petty corruption. Hope we ably engage all the stakeholders in fight against bribery/petty corruption.

Lokanath Misra

President, Youth for Social Development

Director, ARUNA

Executive Summary

The Urban Corruption Survey (UCS) is a modest and scientific attempt to facilitate the identification of unethical practice and the detection of causes of such behavior. It highlights ordinary people's perception of corruption who rarely speaks out in a local urban setting. The Urban Corruption is a tool that helps stakeholders understand the existing realities related to corruption, transparency and the quality of governance with in their community/locality. This assessment which computes the bribery index indentifies the causes of corruption and its perpetrators plays an important role in the development of appropriate measures to counter bribery, reduce corruption, enhance transparency and improve service delivery. The Urban Corruption/ Bribery Index was formulated as a result of a Household Survey during August 2008, which provided the information for the development of appropriate measures to counter bribery and enhance transparency at the local level.

The Urban Corruption study is the first study of its kinds in Orissa and was prepared during 2008. Corruptions in basic public services hinder the way of effective service delivery and demolish the basic objective of the organization. Citizens think that corruption is real and can recollect firsthand experience of paying a bribe or "using a contact" to get a job done in a public office. Citizens are vocal about the absence of transparency and accountability in the delivery of services and are both anguished and angered by this state of affairs. Corruption in public services which affects the day to-day needs of citizens and is far more serious than is commonly realized. Most of the corrupt practices shown in the monopolistic nature of services, essential services and those services has large public interface which directly affect the common man.

The objective of the Urban Corruption Survey is to find out the extent of corruption at the local government level and to raise citizen's awareness,

encouraging them to speak out against corruption to in order to foster effective public service delivery by the local government. Specifically

- ❑ To find out the organizations, institutions where corruption is prevalent
- ❑ To quantify the costs of corruption to the average citizen
- ❑ To increase public interest in the issues surrounding corruption, and
- ❑ To provide a basis for actions to be taken in the light of the findings of the survey and communicate such information widely to policymakers and the general public

The study covered a substantial sample of 2003 households from both the slum and non-slum region in 27 wards of Brahmapur Municipality. Responses have been collected on various issues namely institutions where corruption is prevalent, it severity, estimated costs and causes and citizen suggestions have been sought to check corruption. The basic services covered under this study are drinking water, municipality services, health care services, public distribution system, Brahmapur Development Authority services and the services related to Land Record and Administration.

Major Findings

The household survey suggests that Brahmapur Development Authority perceived as the most corrupt institution engaging in bribery practices when providing services related to construction approval in the city. This is followed by the institutions providing the Land Record and Administration services such as issuing land patta, mutation etc.

The Public Distribution System service is rated the next corrupt institution following allegations of requesting bribe when issuing ration cards, renewal of ration cards and providing higher quota then regular quota. The Drinking water service is perceived

as the next most corrupted service following corruption in providing water connection, repair of the faulty water connection/stand post's.

Among the least corrupted agencies Brahmapur Municipal Corporation was rated fifth in the category having bribe practices in collection of garbage, clearance of drains, issuing birth and death certificates and negotiation of holding taxes. Public Health Care institution is rated the least corrupted institution having bribe practices for better quality treatment, pathological reports, allotment of bed and supply of free medicines.

In almost all the services householders paid bribes to avoid the fear of harassment and denial of services concern that is increased due to monopolistic nature of service delivery. In addition householders have less opportunity to access information related to the process of service delivery in different service agencies.

For the majority of services citizen's suggestions are quite similar and recommend an improvement in transparency of different service agencies. Requests include that the process of service delivery must be transparent, easy and simplified process's to access basic services developed, corruption reporting mechanism should be strengthened and simplified, severe punishment of the corrupted officials, internal vigilance (governance) must be strengthened, and

public awareness should be created to reduce corruption.

Conclusion

The aggregate bribery index in Brahmapur city shows that the level of corruption in the city is 36.52 out of the maximum corruption level of 100. This is a serious threat to the service delivery arena of Brahmapur city. The costs of bribes are also a serious burden on household incomes. The proportion of bribe to the household income is nearly 25%. This extra expenditure on bribes burdens the common man.

Availability of information relating to various service agencies is found to be very low with the exception of the public health care service. Quite surprisingly no service agency has disclosed the process of service delivery and other related information for the general public. As a result of the difficulty in obtaining information citizens are bound to pay bribes to get the information and service delivery to the middleman or the public officials.

For the majority of the services citizen satisfaction is perceived as being very poor. In most of the services less than one third of the citizens are satisfied. Even those services ranked well they are having with less than half (45.9%) of the household satisfaction. This clearly denotes the satisfaction level is very poor in the basic public services.



Section I

Introduction

1.1. Background

"Petty" or "Retail" corruption is mostly associated with the public services such as drinking water, health care and a wide range of civic services that impacts on a large number of people can have highly adverse allocation and distributive consequences. A vast majority of population is affected by the harassment and costs of retail corruption. Due to involvement of corruption in the provision of such services, it is the ordinary people are worst effected since they cannot pay bribes in order to obtain the benefits to which they are legitimately entitled.

The earlier Citizens Report Card survey in Brahmapur city prepared during 2007 highlighted the involvement of corruption in the delivery of basic public services. Citizens paid bribes to access different basic services from various service agencies. The services include drinking water, municipal services (drainage, garbage, streetlight and roads etc.), public distribution system, and public health care services.

Against this backdrop Youth for Social Development (YSD), a non-profit research based development organization independent of government control working on governance and improving of service delivery in Orissa, made an attempt to find out the level of corruption and its root causes and how to reduce corruption in basic service delivery. The outcome of the survey report will be the development of a strategy to implement reform measures by involving the service providers, civil society, resident's welfare associations, academicians and the media through constructive engagement between the community and the local government officials.

The Urban Corruption Survey (UCS) is a modest attempt to facilitate the identification of unethical practice and the causes of such behavior. It highlights

ordinary people's perception of corruption who rarely speaks out in a local urban setting. The survey quantifies the level of corruption drawing the bribery index, identifies the causes of corruption and its perpetrators, and plays an important role in the development of appropriate measures to counter bribery, reduce corruption, enhance transparency and improve service delivery.

1.2. Profile of Brahmapur City

Brahmapur Municipality with an area of 79.80 square kilometer and a population of 2, 89,742 as per 2001 census is the oldest municipality in Orissa which was constituted in 1855¹. The recent demographic data shows that the population touches nearly half million². This is the most important town and business centre of southern Orissa. The town experiences larger pressure on account of its floating population as well as it is a very important trade & commerce and educational & cultural centre. It has a slum population of 97,018 in 100 pockets. This accounts for a larger population (38.48 %).

The medium town in Ganjam district of Orissa has numerous problems and challenges which starts from poor service delivery to the weak governance and institutional framework which results in less development. The town has no organized drainage system for discharging of filth and excess wastewater. Though Brahmapur Municipality is the oldest municipality in Orissa, the local government has failed to provide basic facilities to the citizens of Brahmapur city. Provision of drinking water is a decade old problem in the city. Inadequacy of water supply created a major issue to the citizens. The garbage clearance and solid waste management systems are prone to serious problems. The roads of the town are rough and muddy. There are persistent traffic problem

1 Municipality Statistics Year Book,(2001-02), DES, Government of Orissa

2 Brahmapur Municipality, Brahmapur, 2006

in the city due to narrow roads and less parking facilities³. The basic service facility in the slum areas seems poor quality. Facilities like drinking water, drainage system, garbage bin facility and the health care and the primary education services are poor due to ineffective service delivery by the Brahmapur Municipality and other state agencies delivering public services. Inefficient bureaucracy, low level of civic engagement, corruption at the government level and lack of political will power has slowed down the development process in Brahmapur city.

1.3. Objective of the Study

The objective of the Urban Corruption Survey is to find out the extent of corruption at the local government level and to raise citizen's awareness, encouraging them to speak out against corruption in order to foster effective public service delivery by the local government. The following are the specific objectives;

- ❑ To find out the organizations, institutions or sections within institutions, where corruption is prevalent
- ❑ To quantify the costs of corruption to the average citizen
- ❑ To increase public interest in the issues surrounding corruption, and
- ❑ To provide a basis for actions to be taken in the light of the findings of the survey and communicate such information widely to policymakers and the general public

1.4. Methodology

Youth for Social Development has been undertaking different studies on assessment of service delivery and attempt is being made to refine the study to ensure that the tools used calculate the corruption level. An attempt has been made to draw the attention and

views of the community and service providers with regard to various dimensions of corruption. The survey design focuses group discussions at various levels involving different stakeholders.

Quantitative Research

Household Survey: to find out citizens perspective on issues of corruption their perception and experiences a household survey was conducted using a structured interview schedule (bilingual questionnaire). YSD field investigators conducted the personal interviews by visiting residences.

Qualitative Research

Service Providers perspective: discussions with the service providers on a set of semi structured interview questions with the service providers to illicit their perception of corruption, its causes and weaknesses in the system and also reform measures taken for effective service delivery.

Scope of the Study

The Urban Corruption Survey is confined to petty corruption rather than grand or mega corruption. The study intends to identify corruption in public service delivery involving the exchange of very small amounts of money or minor favors. Six services were selected for the study those are four basic services drinking water (PHED), municipal services (BMC), public health care (Health Dept.), public distribution system (Civil Supply Dept.) and two need based services such as Brahmapur Development Authority (BDA) and land record and administration (Revenue Dept.).

Dimensions of the study

The study is based on seven major dimensions following the Transparency International methodology. These are as follows;

- ❑ Incidence: How often people are asked for bribes in the organizations that they deal with

3 First Report of the Second State Finance Commission, 2003, Government of Orissa

- ❑ Prevalence: The percentage of the population that is affected by bribery in an organization
- ❑ Severity: Consequences of reduction of bribe, resulting in unsatisfactory service to denial of service altogether (i.e. no bribe, no service)
- ❑ Favoritism: Favoritism refers to the normal human inclination to prefer acquaintances, friends and family over strangers. (favoring friend, relatives and others to get the work done in the public office)
- ❑ Frequency: The actual level of bribery reported in an organization, that is, how many officials of the organization receive bribe
- ❑ Cost: The estimated cost of bribery in an organization to the public, measured as a "bribery tax" in rupees per person
- ❑ Bribe size: The average size of bribes paid to officials of the organization

Computation of Bribery Index

The corruption/bribery index captures different dimensions and impact of bribery. These could include, incidence, prevalence, severity, favoritism, frequency, cost and bribe size. The overall index is an aggregate of all indicators. The first four indicators, incidence, prevalence, severity and favoritism are percentages in the sample. The other three, frequency, cost and size of bribes, which are actual values, are scaled by the highest value to obtain an index where the highest value equals 100. The aggregate index is the simple (i.e. unweighted) average of the seven indices. The index ranks all the institutions for which the survey provided sufficient information for statistically valid comparison. Each service index is also calculated and then aggregate index will be calculated.

- ❑ Index value will be kept 0 to 100

- ❑ Frequency indicators of incidence, prevalence, severity and favoritism are entered in to the aggregate index or raw percentage
- ❑ Each service index is to be calculated separately
- ❑ Higher the value worse the performance (higher the corruption)

1.5. Sampling

Households are distinguished on the basis of their living in the slum and non-slum areas. Brahmapur city comprises nearly half million population living in 43,801 household as per the Revenue data of Brahmapur Municipality. A total number of 2003 households have been selected for the study (4.5% of the total households) from both the slum and non-slum area covering all the 27 wards of Brahmapur Municipality. Samples from all the 27 wards were selected due to the small geographical region. 1252 samples from non-slum households and 751 samples from slum households were selected for the survey. Proportional Probability Size (PPS) method was used to select samples from each of the ward and same method was used to draw samples from both the slum and non-slum regions. The households from both the slum and non-slum areas were selected through using systematic random sampling.

1.6. Questionnaire

The survey was conducted by using household interview method through a structured bilingual (both English and Oriya) questionnaire. The contents of the questionnaire was put under six major sections. 228 closed and open ended questions were designed to cover the important dimensions of the corruption study.

1.7. Outcome of the Study

The main objective of the study is to find out the level of corruption, the organizations involved, causes of corruption and suggestions to reduce corruption in the service delivery by different service agencies in Berhampur city. The findings will be disseminated to

a wide range of audiences including the service providers, elected representatives, local NGO's, academicians, media, resident's welfare associations and the citizens of Berhampur city. The purpose is to create awareness among them by disseminating the findings. Basing on the result YSD will advocate for a reduction in corruption and determine the ways to check corruption with the constructive engagement of the citizens, civil society and the service providers. This study will also help the service providers to start checking themselves and implement some reform measures to reduce corruption and have a transparent organization in Berhampur city.

1.8. Structure of the Report

The report consists of six sections including this introduction section. Section-II contains the profile of the respondents and their access and usage to different public services in Berhampur city. The profile

includes the socio-economic background and basic civic conscious among the citizens and also their knowledge regarding the corruption in service delivery. Section-III delineates the problem faced by the citizens in different service agencies, their interaction with the service providers and regarding the information of the process of service delivery and also the sources where they access the information. Section-IV reveals the findings of the level of corruption involved in different service agencies based on different dimensions of the study. This chapter also calculates the bribery index and shows the most and least corrupted agencies in Brahmapur city. Section-V contains the findings of the causes of corruption in different service agencies. Section-VI reveals the perspective of service providers on corruption and service delivery. The last Section-VII contains the summing up, conclusion and few policy implications for the service providers.

Section II

Profile of Citizens and Public Services

2.1 Profile of the Respondents

The Urban Corruption study interviewed a total number of 2003 households in both the slum and non-slum areas of Brahmapur city of Orissa. 751 (37.5%) slum inhabitants and 1252 (62.5%) non-slum inhabitants gave their perspectives. Among the respondents number 70.4% were male respondents and the rest 29.6% were female respondents. Most of the respondents were in the age group of 40-50(30.9%), and 30-40 (28.0%), 17.3% are young people. The rest 16.5% are from the age group of 50 and above.

Near about one-third (25.0%) of the respondents were businessman 24.7% were housewives, 9.6% were government servants, 8.5% were shop owners and 8.2% were self employed professionals. Nearly half (46.2%) of the respondents have private job's and only 11.5% have government jobs.

Nearly half (45.0%) of the respondents have monthly a income of Rs. 5000 and below, 35.9% of respondents have monthly income of Rs.5,000 to Rs.10,000 and 16.5% of the respondents have more than Rs.10,000 of monthly income. The average size of the family of the respondents was 5 (five).

Table: 2.1 Profile of the Respondents (Non-slum and Slum)

Profile	Grouping	Non-slum N=1252	Slum N=751	Total N=2003
Gender	Male	73.3	65.5	70.4
	Female	26.7	34.5	29.6
Age (in years)	20-30	15.9	7.4	17.3
	31-40	28.2	10.6	28
	41-50	33.9	9.8	30.9
	51-60	16.1	6.4	16.5
	61+	5.4	2	5.7
Education attained	Primary schooling (Up to class 5)	12.6	20.6	15.6
	Completed middle school (6 th -9 th class)	18.0	20.5	18.9
	Completed secondary level (10 th class)	31.7	24.1	28.9
	Completed higher secondary (+2)	12.4	7.2	10.4
	Graduation	9.7	4.7	7.8
	Post Graduation	2.2	.7	1.6
	Technical	2.2	.5	1.5
Employment status	Unskilled worker	1.7	4.4	2.7
	Skilled worker	5.5	10.9	7.5
	Petty trader	1.4	4.9	2.7
	Shop owner	9.3	7.3	8.5
	Business man	27.8	20.4	25.0
	Self employed professional	9.8	5.6	8.2
	Government servant	12.1	5.5	9.6
	Retired employee	4.3	3.5	4.0
	Unemployed	.8	1.6	1.1
Income (Rs./month)	Below Rs 1000	1.4	2.9	2.0
	1001-5000	33.0	65.1	45.0
	5001-10,000	42.2	25.6	35.9
	10,000-20,000	21.0	5.5	15.2
	20,000-50,000	1.6	.8	1.3
More than 50,000	.1	-	.0	

Source: Data collected from the field

Nearly one-third (28.9%) of the respondents completed secondary level education, 18.9% completed middle school, 15.6% completed primary schooling and 10.4% completed higher secondary level education.

More than half of the respondents (69.1%) have their own houses and rest (30.9%) are living in rented houses. The average size of the house of the respondents was 946 square feet.

2.2 Civic Awareness and Responsibilities

Most of the respondents have knowledge regarding their ward number (90.4%), name of the councilor (92.9%) and voted in the last municipal election (90.4%). Less than one third (26.7%) of the respondents reported the existence of Residents Welfare Associations in their locality. More than half (58.7%) of the respondents have reported the activeness of the Residents Welfare Association in their locality. Only 14.8% of the respondents have membership in the RWA.

Only one-third (36.0%) of the respondents felt that the councilor of their locality has done something substantial. And only one-third (31.0%) of the respondents have knowledge regarding corruption among public officials/ elected representatives.

Table: 2.2

Civic awareness and responsibilities among citizens

Responsibility	Non-slum	Slum	Total
Knowledge of the ward number	91.0	89.3	90.4
Knowledge of the councilor's name	93.2	92.4	92.9
Agreed on substantial work done by the councilor	38.1	32.5	36.0
Voted in the last municipal election	90.0	91.1	90.4
Knowledge regarding existence of RWA in the locality	21.6	35.0	26.7
Having membership in the RWA	13.4	17.0	14.8
Activeness of RWA in the locality	60.1	56.2	58.7
Knowledge regarding corruption in public agencies	31.0	30.9	31.0

Source: Data collected from the field

2.3 Access and Usage of different Public Services

Most of the respondents have access to PHED drinking water (95.4%) in Brahmapur city. Among them, less than half of the household have tap at home (49.6%), 42.4% have public taps and only 7.9% have hand pumps.

Most of the household have access to street lighting (99.0%), street roads (98.3%), drainage facilities (95.8%) and garbage clearance (87.8%), however only 68.6% have access to public toilet facilities.

Table 2.3

Access and Usage to different Services

Services	Non-slum	Slum	Total
Access to PHED Drinking Water	95.6	94.9	95.4
Access to Civic (BMC) Services			
Drains (back and front side of house)	83.0	78.2	81.2
Garbage bin (collected from streets)	47.2	46.1	46.8
Street lighting	93.4	92.3	93.0
Roads	93.8	92.3	93.2
Public toilet	6.5	21.7	12.1
Usage of Public Health Cares Services	36.2	41.9	38.4
Usage to Public Distribution System	50.4	64.0	55.5
Usage to BDA Services	44.2	13.2	32.6
Usage to Tahasil / Sub-Registrar Services	61.5	52.2	58.0

Source : Data collected from Field

More than one third (38.4%) of the respondents visit the public hospitals 22.1% visit the medical college, 16.1% visit the city hospital and rest (61.6%) visit the private hospitals for the treatment of their ailment.

Only 21.3% of the household have BPL cards and more than half of the respondents (78.7%) have ration cards. Among them, more than half (55.5%) of the respondents purchased items from the fair price shop.

More than one third (32.6%) of the households used the BDA office for getting certain services like construction approval and purchase house/shop buildings.

More than half (58.0%) of the respondents visited the Tahasildar and Sub-registrar office to use various services related to land record and administration. 50.5% visited to Tahasildar office and 44.5% visited Sub-registrar office.

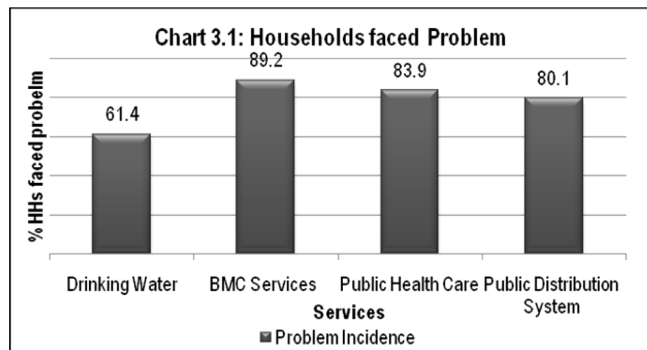


Section III

Citizens' Interaction and Information

3.1 Problem Incidence

This part of the report reveals the problems faced by the citizens while getting different services from the services selected for the study.



It has been noted from the chart 3.1 that most of the households faced problems in obtaining different basic services. More than 80% of the households faced different problems in services like municipal (89.2%), public health care (83.9%) and in public distribution system (80.1%) and more than 60% households faced problems in drinking water service.

Box-3.1 Problem Incidence in different Services	
Drinking Water	
● To get a water connection	29.2%
● To repair the water disconnection	54.2%
● To pay the water bill	16.6%
BMC Services	
● Non-clearance of Drainage	44.1%
● Non-clearance of Garbage	30.2%
● Non-maintenance of Roads	8.4%
Public Health Care	
● Doctor was not good	17.1%
● Treatment was not good	56.9%
● Free medicines not given	19.3%
Public Distribution System	
● To apply for a ration card	18.2%
● To get a fresh ration card	41.3%
● To get higher quota	23.5%

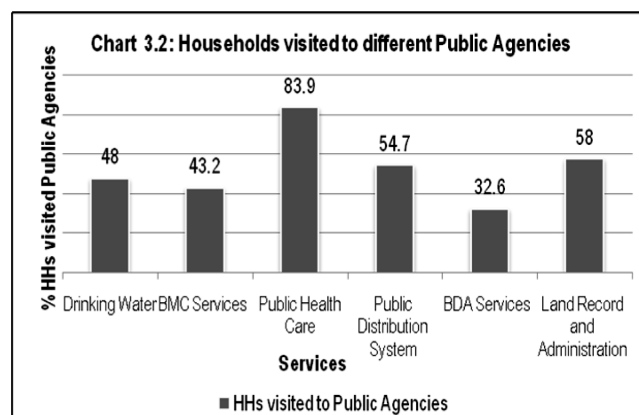
While in case of need based services like the BDA service, Land record and administration service it has been found that households contacted them when they need services like approval for building construction or renovation, obtaining land patta, getting a residential or caste certificate, getting mutation certificate and selling/buying property.

3.2 Citizen Visit and Interaction with Public Officials

This part of the report shows an overall picture of households visit for different purposes for example to lodge a complaint, to pay the bills or taxes, to apply to obtain different services, to get information related to specific services etc.

The below mentioned chart 3.2 depicts that the highest number of households (83.9%) visited to the public health care service to get treatment of their ailment and to get health related problems solved. More than half of the households (58.0%) visited to Tehsli/ Sub-Registrar office to get services like land record and administration. In case of the public distribution services it was 54.7%.

However in the case of the drinking water service, the percentage of households visited to the PHED office was less than half (48.0%) similarly, it was 43.2% for Municipal services and it was only 32.6% for BDA services.



The box shown below presents the purpose of households visit to different service agencies.

Box-3.2 Purpose of visit to different Services agencies

Drinking Water

- To repair the water disconnection 54.2%
- To apply for a new water connection 29.2%
- To pay the water bill 16.6%

BMC services

- To lodge complaint non-clearance of drain 44.9%
- To lodge complaint non-clearance of garbage 31.0%
- To construct / repair the road 4.3%

Public Health Care

- Treatment was not good 56.9%
- Free medicines not given 19.3%
- Doctor was not present 17.1%

Public Distribution System

- To get a fresh ration card 41.3%
- To get higher quota 23.5%
- To apply for a ration card 18.2%

BDA Services

- To get construction approval 65.7%
- To get renovation approval 19.9%
- To purchase a BDA flat/house 6.2%

Tehsil Services

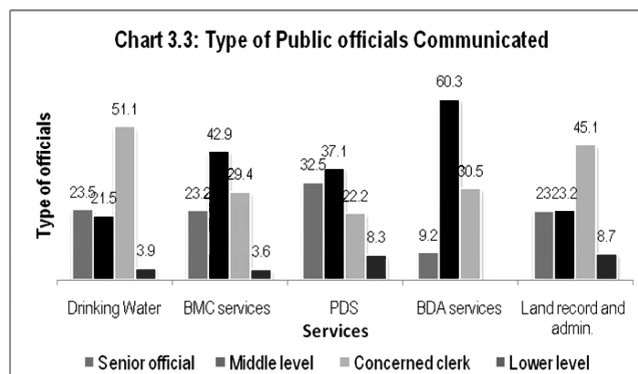
- To obtain land PATTA 66.7%
- To obtain residence certificate 17.3%
- To pay land tax 16.0%

Sub-Registrar Services

- To buy land/property 33.1%
- Partition of land/property 55.2%
- To buy stamp paper 11.7%

Communication with the Public Officials

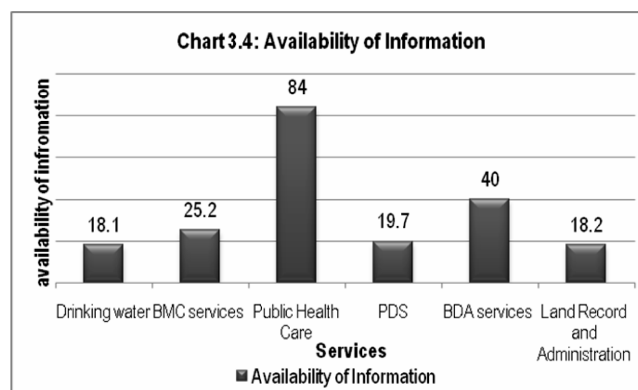
The study suggests that most of the households communicated directly with the public officials to get their service related problems solved. The study reveals differing levels of public access to services as follows, municipal services (90.5%), drinking water (81.0%), land record and administration services (79.3%). For public health care service (69.1%) and distribution system (62.0%) more than half of the public accessed them. However access was very low in case of BDA services i.e. one fourth (25.0%).



In the case of communication with different public officials, most of the households communicated to the middle level officials and concerned public officials in different public service agencies. The chart stated above shows that in the case of municipal services (42.9%), public distribution system (37.1%) and BDA services (60.3%) most of the households communicated to the middle level officials. On the other hand in the case of drinking water and land record and administration service nearly half of the households communicated with the concerned clerk of the department.

3.3 Availability of Information

Information with regard to the process of getting different public services for example where to get the services, whom to contact, what to do, how much to pay is very important.

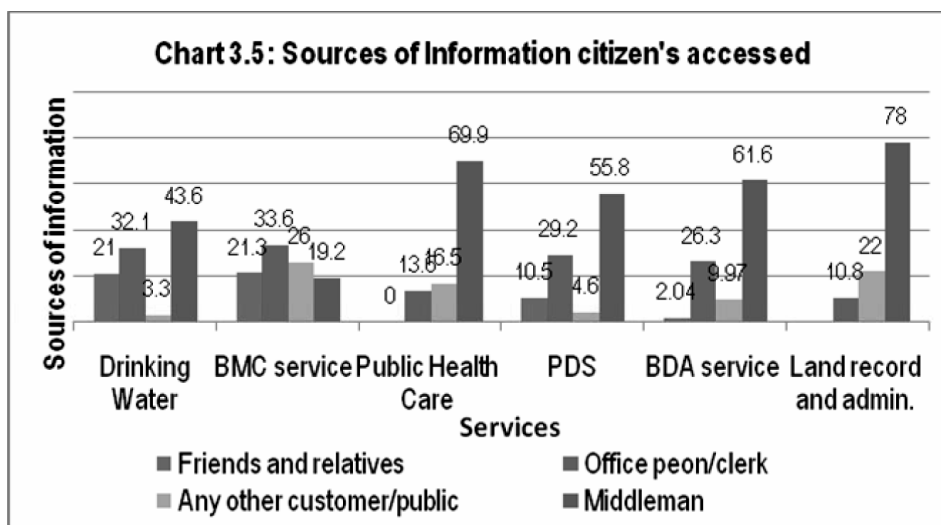


The aforesaid graph clearly marks that most of the services agencies are very poor in delivering information with regard to the process of service delivery. Among the poor availability of information households reported drinking water (18.1%), land

record and administration (18.2%), public distribution system (19.7%), municipal services (25.2%). Only two agencies were reported as being good in delivering information they are, BDA services (40.0%) and public health care (84.0%). This shows that most of the service agencies proved poor in delivering service related information to the public.

of municipal services, and BDA services 19.2% and 12.0% of households respectively, used middleman to get information.

Overall picture of the service delivery in various public agencies shows that more than 60% of the households faced problems while using services.



The above chart 3.5 depicts that most of the households obtained the information related to the process of getting different services from middleman and then from the office assistences/clerk. It is noted that in the case of land record and administration (78.0%) most of the households got information related to the process of services from middleman similarly in case of public health care it was 69.9%, BDA services it was 61.6% and public distribution system (55.8%) and drinking water it was 43.6%. The evidence suggests that most of the information is dominated by the middleman and also by the office peon/clerk.

3.4 How do citizens get Information?

In most of the services more than half of the households used middleman to get information regarding the process of services. In case of land record and administration 78.0% of households, public health care (69.9%), public distribution system (55.8%) and 43.6% of households in case of drinking water services used middleman. Moreover, in case

Among them, Berhampur Municipality is the highest problematic agency in Berhampur and has failed to provide basic services as per the perspective of the respondents. In case of slum region, the problems are more acute. Similarly, more than 80% of the households faced problems in case of public health care and public distribution system.

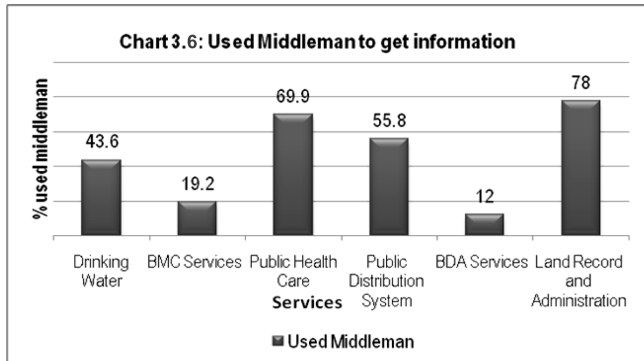
Citizens' visits to different service agencies for purposes like to get the services, to lodge a complaint, to pay the bill and others are found very low. It has been seen that in case of public health care service it is the highest due to the high essentiality of the service related to life saving.

Communication with the type of officials shows that the highest number of respondents communicated to the concerned clerk and the middle level officials to get their work done and it is bit lower in case of senior level officials.

Availability of information in various service agencies is found very low except the public health care service. It is quite surprising that no service agency

has disclosed the process of service delivery and other related information for the general public. This resulted difficulty in getting information and citizens were bound to pay bribe to the middleman of the public officials to get the information and service

Surprisingly, in most of the cases it has been found that citizen have been able to get the information from the middleman and for that they have to pay bribe. The use of middleman to get services related information is the highest in case of land record and administration services as compared to all the services.





Section IV

Corruption in Service Delivery: A Comparative Analysis

This chapter analyses the different thematic dimensions of corruption and their position in different service agencies. Finally it compares their place in different services and computes the bribery index. As per the service specific index, the ranks of different agencies, where corruption is prevalent, is presented and the aggregate bribery index is calculated to watch the level of corruption in Berhampur city.

paid organization as 57.9% of the respondents paid bribe to get services from PHE Department. There is no difference found in case of non-slum and slum households in payment of bribe.

Bribe paid to middleman ranks highest in case of BDA services (96.7%) followed by Land record and administration (93.1%) and the drinking water service ranks third scoring 81.1%. In case of all other services

Table 4.1: Percentage of Households Paid Bribe to get different services

Services	Bribe Paid to Middleman (in %)			Bribe Paid to Public Officials (in%)		
	Non-slum	Slum	Total	Non-slum	Slum	Total
Drinking Water	79.1	84.7	81.1	56.3	60.0	57.9
BMC Services	76.5	78.6	77.3	64.1	62.0	63.0
Public Health Care	81.8	66.7	73.6	73.6	62.5	69.1
Public Distribution System	76.9	74.2	75.7	80.0	80.6	75.0
BDA Services	96.4	-	96.7	86.0	94.0	90.0
Land Record and Administration	96.0	87.0	93.1	84.8	85.0	85.1

Source: Data collected from the field

4.1a Prevalence (How many households have paid Bribe?)

This thematic dimension of corruption is defined in this survey as the percentage of the population (households) that is affected by bribery in an organization while accessing services. The table stated below shows a clear picture of the households who paid bribe in case of different services. In most of the cases it has been found that the households paid bribe to the middleman and also to the public officials to get their work done.

Bribing to get an approval for construction purposes and to obtain services from the Tehsil/ Sub-Registrar with regard to land record and administration is the most rampant practice in Berhampur city. Most of the households paid bribe (90.0%) to get BDA services and 85.1% paid to get services from the Tehsil/ Sub-Registrar office. 75.0% of the respondents paid bribe in public distribution system and it is ranked the third followed by 69.1% in case of Public Health Care and 63.0% in case of Berhampur Municipal services. Drinking water services seemed to be the least bribe

the score was more than 70.0% i.e. the households paid bribe to get their work done e.g. BMC services, public health care and public distribution system.

4.1b Incidence (How often people are asked for bribes in the organizations?)

Incidence, in this study, denotes how often people are asked for bribes in the organizations that they deal with. BDA registers the worst bribery incidence (62.2%) institution followed by drinking water services (48.5%) and Brahmapur Municipal services (45.4%). Land Record and Administration ranks fourth scoring 43.0% incidence and Public Distribution System (41.9%) ranks fifth in the league of incidence, and the Public Health Care service ranks sixth scoring 38.3% as the least incidence agency.

Table 4.2: Bribery Incidence

Services	Incidence (in %)
Drinking water	48.5
BMC services	45.4
Public Health Care	38.3
Public Distribution System	41.9
BDA services	62.2
Land record and Administration	43.0

4.1c Severity (How many households get their work done after payment of bribe?)

Severity phenomenon is a very serious concept in case of corruption which starts from consequences of reduction of bribe, resulting in unsatisfactory service to denial of service altogether (i.e. no bribe, no service). The Drinking water service favorably tops the severity league scoring 68.9% followed by Public Health Care services (65.0%) and BMC services (64.1%). Land Record and Administration service ranks fourth scoring 53.3% and Public Distribution System scoring badly in the rank 32.3% and the BDA services ranks sixth scoring 14.9%. Here declining to score means no service.

Table 4.3:

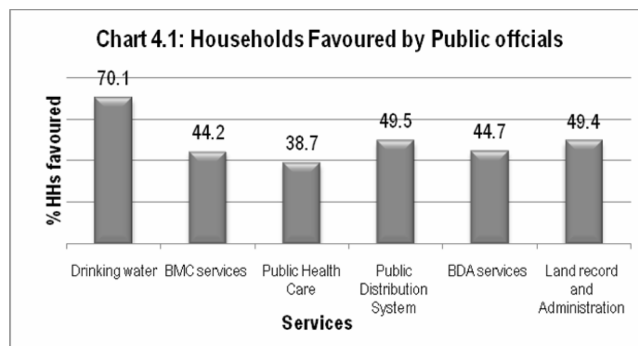
Completion of Work after Payment of Bribe (in %)

Services	Non-slum	Slum	Total
Drinking Water	82.1	51.3	68.9
BMC Services	64.4	63.6	64.1
Public Health Care	64.5	65.9	65.0
Public Distribution System	29.7	35.2	32.2
BDA Services	18.4	9.1	14.9
Land Record and Administration	52.5	54.8	53.3

Source: Data Collected from the field

4.1d Favoritism (How many households favored by the service agency staff?)

In this study, we have taken favoritism as the normal human inclination to prefer acquaintances, friends and family over strangers. (Favoring friend, relatives and others to get the work done in the public office). It is worth noting from the chart shown below that in case of drinking water service the highest (70.1%) number of households favored by the service agency staff and it was less in case of public health care service being less than one third i.e. 38.7%. And, in case of all other services it was less than half percentage of households favored by the service agency staffs.



4.1e Frequency (How many officials received bribe?)

Frequency is the actual level of bribery reported in an organization, that is, how many officials of the organization receive bribe. It has been seen in case of this survey that in all the services the frequencies, on an average, are two. That is, in case of all the service agencies the households paid bribe to two officials on an average.

4.1f Bribe Size (What is the size of the bribe paid by the households?)

Bribe size here means the average size of bribes paid to officials of the organization. The table given below represents the case of average bribe size paid in different service agencies. It is quite remarkable that in case of BDA services, the size of the bribe paid was the highest i.e. Rupees 2843. It was Rupees 1655 in case of land record and administration service. Lowest size of the bribe paid here was in case of public distribution system service i.e. Rupees 455.

Table 4.4:

Average size of the Bribe paid to Public officials

Services	Bribe Size (in Rs.)
Drinking water	1003
BMC Services	529
Public Health Care	546
Public Distribution System	455
BDA Services	2843
Land Record and Administration	1655

4.1g Bribery Cost (*Bribe amount per household*)

Bribery of public officials is estimated to impose a direct financial cost, an additional tax burden to the respondents. The cost of bribery in an organization to the public is measured as a "bribery tax" in rupees per person. The BDA officials exact the largest "bribery tax" equivalent to Rupees 622 on every household followed by the Land Record Administrative service official staff of Rupees 608 imposing higher burden on the households. Services like Public Health Care (Rs.175), Drinking water (Rs.132) and BMC (Rs.115) have been more burden sum on the households as the services are very essential. But the Public Distribution System has less burden sum imposing as low as Rs.88 on the households.

proportion of their total income.

4.2 Overall Bribery Index

The Berhampur Development Authority service tops the urban bribery index league with an index score of 51.44 out of a maximum score of 100. The Land Record and Administration follows with a markedly score of 40.65 implying in effect that the bribery in these two institutions are much higher than other institutions. The Public Distribution System service ranks third with a score of 35.37 and the drinking water service ranks fourth with a score of 33.70 in Berhampur city. The other two services like Berhampur Municipality service ranks fifth with a score of 29.22 and the Public Health care service ranks sixth in the

Table 4.5: Cost of the Bribe

Services	Non-slum	Slum	Cost (in Rs.)
Drinking water	119	152	132
BMC services	104	132	115
Public Health Care	172	181	175
Public Distribution System	77	108	88
BDA services	830	276	622
Land record and Administration	640	555	608

Table: 4.6 Bribery cost on Households (*100% Incidence on Households*)

	Non-slum	Slum	Total
Average Income of the Household	Rs.8427	Rs.5188	Rs.7210
Bribery Tax per Household	Rs. 1942	Rs.1404	Rs.1740
Bribery Tax as a proportion of Income	23.04%	27.06%	24.13%

As per the calculation of bribery cost on the entire households as 'bribery tax' it shows burden on the every household to their income. The Table: 4.6 reveals the situation. It is clear that the bribery tax per households is Rs. 1740/- and it presents 24.13% as a

league with a score of 28.75 being the least bribery prone institution in Berhampur city.

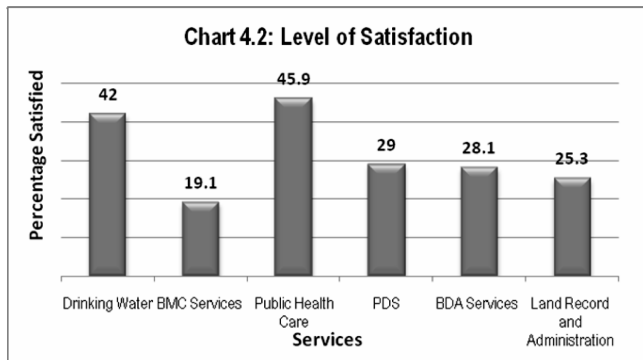
Aggregating the level of corruption in Berhampur city, aggregate bribery Index is 36.52 out of maximum score of 100.

Table: 4.7 Aggregate Bribery Index

Service wise Rank	Services	Service Agencies	Bribery Index
1	BDA Services	Bam. Dev. Authority	51.44
2	Land Record and Administration	Tehsil/Sub-Registrar	40.65
3	Public Distribution System	Civil Supply Dept.	35.37
4	Drinking Water	P.H.E. Department	33.70
5	BMC Services	B.M. Corporation	29.22
6	Public Health Care	Health & F.W. Dept.	28.75

4.3 Satisfaction with the Services

A comparison of the assessment of the overall satisfaction with the services shows that the Public Health Care service ranks top with 45.5% household satisfaction closely followed by Drinking Water services with 42.0% household satisfaction. Among the least satisfied institution the BMC service scores only less than one fifth (19.1%) household satisfaction. Public Distribution system (29.0%), BDA service (28.1%) and Land Record and Administration service (25.3%) scored just more than one fourth of household satisfaction.



Overall the corruption level in the service delivery arena of Berhampur city shows a clear picture that the BDA service is the most corrupted institution followed by the Land Record and Administration service. Services like Public Health Care and the Municipal services ranks the least corrupted institution in Berhampur city. Drinking Water service and Public Distribution System services are moderately corrupted institutions.

Satisfaction with the services looks very poor in case almost all the services. Even those services ranked well with less than half of the household satisfaction. This clearly denotes the satisfaction level is very poor in the basic public services.



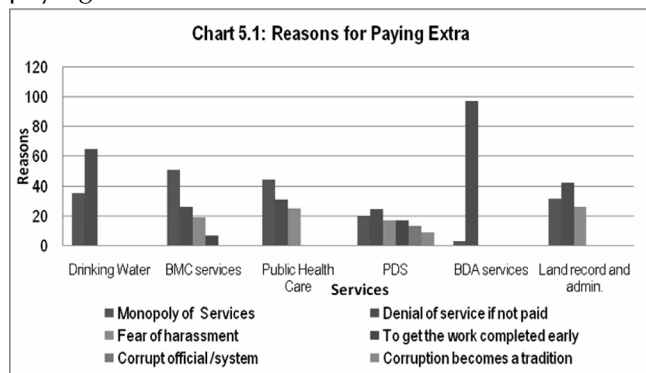
Section V

Causes of Corruption : Digging Deeper

5.1 Causes of Corruption

This part of the report examines the causes of bribe/corruption in case of different service agencies. It also examines specific purpose of paying speed money/bribe in different service agencies. The following chart depicts the causes of paying extra money to the public officials. It is worth noting here that in most of the service cases denial of service, if bribe is not paid, was found as the single largest reason of corruption. This reason is reported to be the highest in the services like the BDA services (97.1%), drinking water (64.8%) and land record & administration (42.4%) by the households.

Monopoly of services is rated as the second largest reason of paying bribe/corruption for the services like drinking water (64.8%), municipal services (50.7%), public health care (44.2%) and land record and administration (31.5%) which the households have reported. Fear of harassment is another reason for paying extra bribe.



Service Specific Reasons of Corruption

The service specific reasons for paying bribe in different agencies are presented below. In almost all services bribe is paid to get their work done early and to avoid harassment/critical process by the public officials.

Service Specific Reasons for which Bribe is Paid by the Households (Multiple Responses)

Drinking Water

- ◆ Getting a new water connection 62%
- ◆ Regularity of water supply 23%
- ◆ Restoration of Water supply 54%
- ◆ Supply of water through Water tanks 31%
- ◆ Correction of water bill 18%
- ◆ Use of electric motor to get more water 26%
- ◆ Regularization of unauthorized water connection 14%

Municipal Services

- ◆ Clearance of the garbage and drain choke 59%
- ◆ Getting birth and death certificate 42%
- ◆ Assessment of holding tax at a reduced price 32%
- ◆ Reducing penalty in delayed holding tax 29%
- ◆ To lodge complaint against Services 18%

Public Health Care

- ◆ Getting free medicine 38%
- ◆ Getting better consultation on treatment 59%
- ◆ Getting admission 32%
- ◆ Getting diagnostic services/test reports 52%
- ◆ For operation 33%
- ◆ For blood 28%
- ◆ Allotment of bed 17%

Public Distribution System

- ◆ Getting a ration card 61%
- ◆ For renewal of ration card 58%
- ◆ Change in address on ration card 46%
- ◆ Change in ration shop 39%
- ◆ Addition of family members in the ration card 29%
- ◆ To get higher quota than the regular 32%

BDA Services

- ◆ Getting Building plan approval 76%
- ◆ Modification of Building plan 62%
- ◆ Ignoring unauthorized construction 47%
- ◆ Purchase of BDA flat/house/shop 23%

Land Record and Administration

◆ For obtaining land Patta	67%
◆ Mutation	56%
◆ Getting caste/residence/solvency certificate	63%
◆ Under value the land/property	68%
◆ Clearing land tax dues	26%
◆ Land survey	19%
◆ Purchasing stamp paper	23%
◆ Obtaining land/property document	32%

5.2 Corruption in other Services

Among the other services, citizens reported Electricity Department as the most corrupted agency (41.4% reported) followed by Police Department (37.9%) and Cooking Gas service agency (21.0%). Few citizens also pointed out Judiciary and Telephone department as the corrupted agencies in the city.

5.3 Evaluation of Corruption in Brahmapur City

Evaluating corruption in Brahmapur city, most (74.5%) of the citizens reported corruption as a Very Serious Problem, 16.7% reported as a Serious Problem and 8.4% reported somewhat Serious Problem. Very few respondents have reported that corruption is not a serious problem. It is worth noting here that corruption has become very serious issue in service delivery in Berhampur city.

5.4 Effect of the Extra Payment (Bribe)

Most (78.5%) of the respondents disclosed that corruption has full effect on their life. 15.7% reported corruption moderately effect on their life, only 5.1% reported some what effect and few have reported corruption has no effect at all. Moreover, it becomes evident that the income of the common man is absolutely influenced by the corruption.

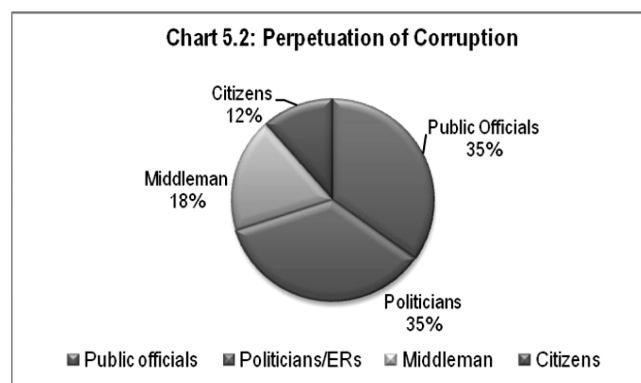
5.5 Acceptance of Corruption as a Natural occurrence

The survey implies that more than one third (36.5%) of the households completely agreed that corruption

is a natural occurrence, and only less than one fourth of (21.9%) the households are disagreed with the statement.

5.6 Perpetuation of Corruption

It is quite interesting to see that more than one third (35.2%) of the households exposed that corruption is mostly perpetuated by the politicians/elected representatives and similarly, 34.5% of the households reported that it is mostly by the public officials and only less than one fifth (18.4%) finger out corruption perpetuated by the middleman and 11.5% households agree that it is due to the citizens itself. The following chart reveals the situation.



5.7 Reporting to a Corrupt Practice by the Citizens

It is worth noting here that reporting on bribery/corruption or complaint against any corrupt practice by the citizens is just 31.0% and most of (69.0%) the households have not complained against any fraudulent practice/corruption.

While examining the response of the agencies to a complaint, most of the households (68.9%) found no action against the corrupt practices by the service agencies and this percentage is more in case of slum areas (78.6%).

The percentage of households who have reported that action taken is delayed is just 21.9%. Only very few households found that action taken against corruption immediately. And only 6.3% households get their work done immediately after lodging a complaint against corruption.

5.8 Anti-corruption Mechanism in the Brahmapur city

While evaluating the anti-corruption mechanism in Berhampur city by the citizen perspective, it is found that more than half of the households (50.6%) reported very poor and more than one third (39.3) of the households reported anti-corruption mechanism is poor. Only 9.7% reported it is fairly good and very few (0.3%) households reported it is good.

Analyzing the causes of corruption it has seen that denial of services, harassment by the service agency staff due to monopoly of the services rated highest in case of all the services. This shows a very serious problem in service delivery arena of Berhampur city. It is quite interesting that after finding corruption in these basic services, corruption in services like electricity and police, telephone and gas connection have been marked separately.

Corruption has become a very serious problem in public service delivery and is a threat to the local governance system and again it effects seriously the life and especially the income of the common man as reported by most of the citizens. Corruption is mostly perpetuated by the politicians/elected representatives and public officials are extremely a serious reason to think and action on this.

A far as reporting on bribery/corruption is concerned, very less numbers of citizens have lodged complaint. Moreover, most of the citizens have observed that though they have reported regarding bribery/corruption, as and when it takes place, to the authority concerned no action has been initiated against their complaint. Hence it becomes evident that anti-corruption mechanism has become very poor which needs to be strengthened.

Section VI

Service Providers Response

The survey of the public officials is conducted through a semi structured interview. The survey selected 18 public officials of senior, middle and lower level of the six selected services has been chosen for the study. The study has given emphasis to the roles & responsibilities, transparency & accountability in delivery of services and their perception regarding petty corruption and service delivery. The details of the findings of the semi structured interview are presented below.

6.1 Profile of the Service Providers

Among the public officials 61.1% are working in the field of direct service delivery, 27.8% officials are engaged in administration whereas 5.6% of the officials are holding their position in policy decision. More than 90% of officials are directly involved in the issues of service delivery and have direct contact with the general public. Most of officials (77.8%) reported that they are never engaged in other activities to supplement their earnings.

Public officials in these organizations are responsible for different works like service delivery, policy implementation, maintaining records and files, files verification and so on. 29.6% of the senior officials stated that they are responsible to handle all the works in the departments as per the government instructions. Other officials are responsible for record maintaining, files verification and to provide public services. 22.2% of middle level officials are responsible for salary checking, files maintaining, disposing files, records maintaining of the department.

6.2 Training, Promotion and Performance Reward

Reporting regarding the training, promotion and performance reward only 38.9% of officials replied that they are trained by the government department to provide effective public services. Among them almost all the officials are confirmed that the training programmes are effective and it would improve their work performance. The training includes their

responsibility, implementation of different policies and programmes of the department. They are also trained on implementation of Right to Information act.

All officials have their views that the promotion and transfer are held in a transparent manner and officials did not pay any bribe or gratification to the higher authority. They also stated that all employees are awarded promotion according to their performance.

Regarding the reasons of their working in a government department 43.5% officials are working in government departments due to stability and job security, whereas 13.0% of the officials are working for maintaining social status. 39.1% of the officials reasoned the benefits like pension, allowances, and promotions in the departments.

Almost all public officials have a clear idea of the objective and strategies of their concerned department. Only one third (33.3%) of the public officials are getting incentives for their performance in service delivery.

6.3 Information and Grievance Readdress

Almost all the officials have knowledge regarding the official budgets. Most of (88.9%) the public officials denied that there are misuses of budget due to fraudulent practices and irregularities. Only 22.2% agreed that information from their department is easily accessible.

77.8% public officials have exposed the presence of grievances cell directly concerned with the public. Only one third (33.3%) of the public officials replied the existence of single window system in service delivery. All the public officials denied the presence of e-governance system in the department.

6.4 Perception on Corruption

Regarding the perception of corruption, less than half of (44.4%) the public officials agreed that corruption causes due to personal interests of public officials, more than half of (55.6%) them reported that

corruption causes due to the satisfaction in the interest of a particular group.

40.0% of the public officials stated that the citizens are responsible for corruption and less than one third exposed that the officials are responsible for corruption and only 11.1% replied that the lower levels and middleman are responsible.

Causes of Corruption

With regard to weaknesses in the system that promotes corruption, more than 27.0% officials replied that people are not aware of the system and procedure of service delivery in different departments, less than one third (24.1%) of the official's stated that there is no effective mechanism and technology (e.g. single window and e-governance system). 17.2% of the officials confessed that corruption causes due to few corrupt officials. 10.3% of the officials reported that corruption causes due to the interference of middleman.

Most of the (72.2%) public officials believe that bribery is wide spread to obtain public services. More than half of the (55.6%) officials agreed that the current anti-corruption strategies are effective to check corruption in the departments. Surprisingly more than half of the (55.6%) officials agreed that there is lack of effective corruption reporting system.

6.5 Problem faced in effective Service Delivery

The assessment of effective service delivery among the public officials reveals that nearly half (48.6%) of them reported that pressure of workload both from administrative and political level hindered effective service delivery. 43.7% reported that insufficient use of technology slows down the service delivery process, 39.7% of the public officials replied that they have to follow the departmental instructions, non-cooperation from the general public is reported by 33.4% of the public officials, and 38.5% exposed lack of training and capacity building and only 28.9% reported shortage of staff and insufficient budget obstacles in the way of effective service delivery.

Service specific concerns on Service delivery

Drinking Water

- ◆ Age old technology and infrastructure resulting in frequent breakdowns causes inconveniences to the citizens
- ◆ Lacking sufficient infrastructure (unskilled staff, out dated equipment etc.)
- ◆ Lack of sufficient dams and reservoirs causes serious water scarcity in summer.
- ◆ Citizens using booster pumps to extract more water than they are supposed to get.
- ◆ Political interference causes perfect operation of water supply
- ◆ Lack of accountability among implementation machinery

Municipal Services

- ◆ Shortage of staff and infrastructure over burdens responsibility
- ◆ Shortage of finance in the Municipality which causes non-fulfillment of expanses and insufficient for development purposes
- ◆ Staff are not trained to understand the process of service delivery effectively
- ◆ Political interference causes ineffective service delivery
- ◆ Lack of accountability among staff

Public health Care

- ◆ Shortage of manpower for effective service delivery, so there is workload on doctors
- ◆ Poor infrastructure resulting low quality of services
- ◆ False charges of negligence by the public
- ◆ Political interference causes ineffective service delivery
- ◆ Lack of accountability among staff

Public Distribution System

- ◆ Low level of margin to the dealers
- ◆ Political interference causes ineffective service delivery
- ◆ Lack of accountability among staff

BDA Services

- ◆ Coordination between departments resulted delay in service delivery
- ◆ Poor infrastructure and low level of use of Information Technology
- ◆ Shortage of trained man power slows down the service delivery
- ◆ Political interference in delivery of services
- ◆ Lack of accountability among staff

Land Record and Administration

- ◆ Citizens pay bribes for low valuation of property/land results lower stamp duty
- ◆ Pressure from influential person leads to favoritism and corruption
- ◆ Lack of staff and workload slows down effective service delivery
- ◆ Citizens have no patience to wait for the process promotes corruption
- ◆ Willingness to pay the bribe to get the work done
- ◆ No willingness among people to report a corruption

6.6 Anti-corruption Mechanism

More than 80.0% of the officials agreed that there exists anti-corruption mechanism in the respective departments to function well. All the departments have Right to information officer for effective implementation of RTI act. Most of the (80.0%) RTI applications were replied by the service agencies. These applications were rejected due to inappropriate demand of information, lack of official documents etc. Most of the officials denoted that Vigilance system is effective and they suggested strengthening the internal vigilance system.

6.7 Suggestions to Check Corruption

Less than half (41.7%) of the officials suggested creating public awareness among the citizens which is mostly required to check corruption. One third (25.0%) of the officials suggested to adopt information technology (e.g. single window system, e-governance etc.) to check corruption and improve service delivery. 11.1% of the officials surprisingly exposed to stop the political and bureaucratic interference to check corruption. Few (5.6%) have responded that citizens should not encourage corruption. Very few officials suggested punishment to corrupted officials. In spite of this few senior level officials suggested to appoint vacant posts to reduce the burden of heavy workload and allocation of more budgets to improve service delivery.



Section VII

Conclusions and Policy Implications

7.1 Conclusions

In nutshell, the Urban Corruption Survey in Brahmapur gathered data with regards to bribery/corruption in case of different service agencies. The data generated the agencies involved in corruption, the extent of corruption, money involved, the causes of corruption and citizen suggestions to reduce corruption.

Incidence of problems in various service agencies tends to be more than 80% in case of almost all the services in Berhampur city. Citizen's visits to different service agencies for purposes like to get the services, to lodge a complaint, to pay the bill and others are found very low in case of most of the services.

Availability of information with regard to service delivery process in almost all service agencies is very less. This causes the citizens to use the middleman to get related information by paying bribe to the middleman or the public officials.

The survey revealed that getting permission for construction of a house building is the costlier affair as the Berhampur Development Authority is rated the highest bribe taker institution. It is followed by the institutions that provide the land record and administrative services which have irregularities and corruption in the areas of land mutations, issuing land Patta, providing resident and caste certificates to the citizens.

Public Distribution System service is rated the next corrupted institution following bribe in issuing ration cards, renewal of ration cards and providing higher quota than regular. Drinking water service is the next corrupted service following corruption in providing water connection, to repair the faulty water connection/stand post.

Among the least corrupted agencies, Berhampur Municipal Corporation is rated fifth in the category having bribe practices in collection of garbage,

clearance of drains, issuing birth and death certificates and negotiation of holding taxes. Public Health Care institutions are rated the sixth in corruption starting from paying bribe for quality treatment, to get pathological reports, allotment of bed and supply of free medicines.

In almost all the services households paid bribe to avoid the fear of harassment and denial of services due to monopolistic nature of services and on the other hand households have less opportunities to access information related to the process of service delivery in different service agencies.

Citizens Suggestion to Check Corruption

The study also revealed few suggestions from the households to check corruption/bribery in different service agencies. The following box 7.1 presents the citizen suggestions to check corruption.

7.2 Policy Implications

Based on the findings of the Urban Corruption Study, Youth for Social Development presents some recommendations to check corruption in public service delivery in Berhampur city. After a yearlong study regarding the petty corruption in service delivery the team outlines some serious recommendations to the service agencies, and the vigilance department and the stakeholders associated with these agencies. These recommendations must seriously be taken in to account to reduce corruption and improve service delivery.

Proactive Information Flow

The urgent need of the hour is to transparent the process of getting different services from all the service agencies. This includes answering the questions like How to get? Where to get? Which documents are required? What is the fee? Whom to contact? Who is responsible for the service delivery? What is time period to get the services? etc. This question must seriously be answered by the service agencies so that

citizens can able to know the process. There is mandatory provision for sou moto disclosure of information under section 4 of RTI act 2005. So the departments should compliance with the provision and disclose the information.

Box: 7.1 Suggestions to Check Corruption

Drinking Water

- Strengthening anti-corruption mechanism 57.2%
- Service delivery process should be transparent 33.2%
- Severe punishment to the corrupted officials 6.7%

BMC Services

- Service delivery process should be transparent 31.3%
- Corruption Reporting mechanism should be improved 24.8%
- Severe Punishment to the corrupted officials 29.8%
- Spread of public awareness against bribery 14.1%

Public Health Care

- Health Service delivery should be transparent 35.8%
- Corruption Reporting mechanism strengthened 37.7%
- Strict Vigilance system adopted 17.1%

Public Distribution System

- Easy availability of information 36.0%
- People should complain regarding the process 36.0%
- Spread of public awareness against bribery 36.0%

BDA Services

- Easy availability of information 36.7%
- Strict vigilance system 14.7%
- Severe punishment to the corrupt officials 27.6%
- Spread of public awareness against bribe 21.0%

Land Record and Administartion

- Easy availability of information 38.7%
- Eradication of Middleman 24.4%
- Severe punishment to the corrupt officials 26.9%
- Spread of public awareness against bribe 10.0%

Simplification of Procedures

In spite of having good qualifications and knowledge citizens are unable to fill the forms and complete the procedures on their own. Simplification of the procedure and eliminating some critical formalities is also important. So every agency should come out sampling the process, documentation and education

to users. This will definitely reduce the dependence on middleman and touts which will result in reduction in corruption.

Establishing Internal Vigilance system

Internal Vigilance Committee to check corruption should be set up. They should act as watchdog of corrupt practices in the department. They should be empowered to make the organization accountable to them. Civil Society and active citizens can also be a part of the committee. So that the petty corruption can be checked and the service delivery process improves.

Citizen Interface

Citizen Charter

The study revealed that no organization has a citizen charter. Citizen Charter should be drafted in consultation with the service providers and users. The Citizen Charter should have clear message and measurable action standard containing the value, transparency & accountability and effective grievance readdress mechanism. The internal vigilance committee should review the performance/working of Citizen Charter periodically.

Faster Grievance Redressal Mechanism

Effective and efficient Grievance Redressal Mechanism should be set up in each agency. To build up confidence among the citizens, agencies should clearly display information on complaints procedure and readdressal mechanism. And, the authorities responsible for the grievance readdress should inform the citizens.

Strengthen the External Vigilance System

The vigilance department should be independent and effective in its operation. It should be more realistic and practical and should be proactive in checking corruption. The reporting mechanism should be simple and easier for the citizens. Citizen's confidence on the vigilance should be created.

Use of Right to Information

Empowering community citizens and the public officials to use Right to Information with the help of "Orissa Information Commissioner" and other NGO's working in the field is one of the most important recommendations. It is also recommended that the information disclosure should not be demand driven but also the public agencies should proactively disclose the information for the benefit of Citizens.

Adoption of Single Window System in all the service agencies

Single window System should be adopted in each and every department to make the service delivery process easier, effective, and timely and also have less opportunity for corruption. Government should make provision to promote single window system in every department to ensure effective and time bound service delivery.

Citizen monitoring committee should set up by the service agencies to check corruption

Provisions should be made for citizen monitoring of the service delivery process and to check petty corruption and also to make the public officials accountable in each and every department. For this citizens committee should set up to ensure the service delivery effective and transparent.

Severe Punishment to the Corrupted Public Officials

Severe punishment system should be ensured by the department and the vigilance department for the corrupted officials. Regulations at the policy level should be designed to punish and take legal action to the corrupt public officials.

Reduce the role of 'middleman'

The role of middlemen should be reduced by simplifying standard formats and procedures. So that citizens can able to use the citizen friendly templates and avoid the middleman. On the other hand strict action should be taken if the document writer and touts indulge in corrupt practices.

Training of the Staff

Capacity building of the staff should be regular on issues of dealing with the citizens and users, ethics, integrity and honesty. They are also trained on the principles of transparency and accountability within the government machinery. They should also have knowledge regarding the citizen charter.

Regular and Active follow-up

Staff attitude and mindset of few corrupt officials cannot be changed without regular, active follow up and direct supervision by the internal and external vigilance. So the department should make provision for a regular orientation programme on maintaining transparency and accountability among the public officials.

Active role of the civil society and media to fight against corruption

The Civil Society actors and the media should come forward to address the issues of petty corruption. It should pro actively engage in tracking bribe in public service agencies and expose the corruption being occurred inside the government machinery. Investigative journalism should be promoted so that the uncovering corrupt practices will come out.



Annexure

Annexure - I

Selected Household Sample for the Survey (Non-slum)

Ward Number	Name of Locality	Total Household	Selected Sample
1	Aska Road	893	41
2	Gurumurtypeta	476	22
3	Kalupatro Street	0	0
4	Aga Street	0	0
5	Big Bazar	734	33
6	Sankarpur Street	0	0
7	Raja Street	1193	54
8	Joura Street	0	0
9	Old Berhampur Street	1975	90
10	Khaspa Street	159	7
11	Gadivari Street	766	35
12	Marthapeta	454	21
13	Giri Market Road	278	13
14	Aska Road & Urban Bank Road	1876	85
15	Dalua Street	815	37
16	City Hospital Road	1430	66
17	Goilundi Road	2032	93
18	Goilundi Road, Ramakrushna Nagar	680	31
19	State Bank Road	1570	72
20	Bijipur Main Road	693	31
21	Bijipur Bazar Street	913	42
22	Main Road NH	1380	63
23	Nehru Nagar Main Road	788	36
24	Kammapali Main Road	2336	107
25	Raghunath Math	1605	73
26	Red Road, Khodasingi	2710	124
27	Level Crossing Road , Aankooli	1987	91
	Total	27743	1267

Annexure - II

Selected Household Sample for the Survey (Slum)

Ward Number	Name of Locality	Total Household	Selected Sample
1	Dharma Nagar & Shanti Nagar, Haradakhandi Road & Sramika Nagar Basti, Laxmi Nrushing Street, Kadalibada Street & Bada Street, Dhoba & Redika Street	1239	74
2	Ananda Nagar, Canal Street, Jagabandhu Street, Kasi Nagar, Raghupati Nagar, Mahuri Kalua Street & Digapahandi Road	509	36
3	Jaganath Nagar, Panigrahi Pentha, Sri Ram Nagar,	578	25
4	Jagali Street, Shankarpur Street, Jana Street, Sitaram Street, Pandra Street, Sri Ram Nagar	1196	28
5	Govardhanpeta, Sarojinipeta, Adua Basti	157	13
6	Krishna, Bada Radika Street & Sana Redika Street, Jagabandhu Huda & Jagabandhu Street, Ganesha Nagar, Prahallad Nagar, Gajananpeta 1st & 2nd	1019	30
7	Situ Dhimira Street & Pandav Nagar, Radhakantha Street, Canal Street, Old Berhampur Street, Arabinda Nagar & Aainabandha Street	935	71
8	Nilachal Street 1st, 2nd, 3rd, 4th, Martha Street, Thakurani Temple Mochi Street, Rangunibandha & Nrusingha Mandhir Street	626	33
9	Panchudevalya Street & Panchudevalaya Canal Street	145	14
10	Rauta Pentha Street, Raja Street, Balajipentha Street & Balajipentha Bandha Street, Kampa Street-I And II	507	31
11	Khalasi Street, Khaza Street, Bhimaraopeta, Mochi Street & Patropeta	819	53
12	Radhakrushna Street & Tulasi Nagar	185	8
13	Rampa Street & Rampa Street 2nd Line, Dhoba Street, Gate Bazar Canal Street	237	37
14	Giri Road	47	8
15	Golapalli Street & Surja Nagar, Raghunath Mandir Street, Badhei, Bhandari & Damba Street	322	25
16	New Street Near O.R.T. Colony Gate Bazar	17	10
17	Bijipur Bada Bauri Sahi, Bijipur Sana Bauri Sahi, Laxmi St Bandha Sahi	358	16
18	Nilakantha Nagar, Beda Bandha Street, Deepa Street, Tota Street & Chandi Street	353	24
19	Gusaninugaon Dhoba Street & Medri Street, Rajiv Nagar, Raju Dhoba Street	278	44
20	Nehuru Nagar	255	17
22	Ramnagar (Lanjipalli)	334	15
24	Ashoka Nagar, Military / Padia, Chancedapathar Padia Street	33	7
25	Sri Krushna Nagar, Lanjipalli Main Road	263	38
26	Khodasingi Bauri Sahi, Road Line Dhoba Sahi, Ambapua, Bauri Sahi, Dhoba Sahi	440	22
27	Ankuli Bauri Sahi, Neegam Nagar, Karji Sahi, Brundaban Nagar, Industrial Area, Dhoba Sahi	1001	54
	Total	11853	733

Effective local governance, efficient service delivery, acting in a transparent and accountable manner leads all the public institutions to achieve good governance and become successful public institutions in serving the common man. While "Petty" or "Retail" corruption mostly associated with the public services such as drinking water, health care and a wide range of civic services that impacts on a large number of people and can have highly adverse allocation and distributive consequences. A vast majority of population is spread the harassment and costs of retail corruption. Due to involvement of corruption in the provision of such services it is the ordinary people who are worst effected since they cannot pay bribes in order to obtain the benefits to which they are legitimately entitled.

This is an attempt to find out the magnitude of corruption in an urban setting through household interview. Based on the views of the Brahmapurians in which they have an opportunity to share their daily encounters with bribe/corruption- whom they bribe?, how much?, and for what? This study is an anti-corruption effort by the Youth for Social Development through which it can able to advocate for transparent and effective service delivery with constructive citizen engagement.

The Urban Corruption Survey is first ever study in an Indian urban setting (i.e. Brahmapur, Orissa) that facilitates the identification of any unethical practices in a specific urban area, highlighting ordinary people's perceptions of corruption in organizations operating at the local level, its causes and the suggestion to curb petty corruption. The Urban Corruption/ Bribery Index, formulated as a result of the Survey, can play an important role in the development of appropriate measures to counter bribery and enhance transparency with the constructive engagement between the civil society, public officials and the citizens.

Our earnest believe that the service providers, policy makers, public officials, civil society actors and the researchers will get the findings valuable and will make their efforts constructively in curbing corruption for the betterment of the common man.

About Youth for Social Development

Youth for Social Development (YSD) is a not-for-profit independent social research and development organization established by a group of professionals during 2005, devoted to improving the lives of the tribal, rural and urban poor in Orissa. YSD undertakes research, public education, capacity building, documentation & dissemination, people centered advocacy and participatory development action. Sustainable livelihood promotion, influencing public policy & finance, improving democratic governance for the betterment of the people and the state are the thrust areas of the organization.



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