

FOREWORD

There is a well-known story about a sadhu and three masons. A temple was under construction and the sadhu who was passing by asked one of the masons what he was doing. The mason replied that he was carrying the bricks. He asked a second mason the same question. The second mason replied that he worked for eight hours a day at the construction site of the temple and he was earning Rs.25 per day. This was his means of livelihood. He asked a third mason the same question. The third mason replied that he was participating in the building of the temple.

Building a corruption - free prosperous free India is an exercise like building a temple. The Central Vigilance Commission plays an important role in trying to check corruption so far as the Government of India organisations are concerned. The Commission can take a limited view like the first mason and look upon its function only as disposal of the files and complaints received by it. Or it could take the attitude of the second mason and consider that the Central Vigilance Commissioner and Vigilance Commissioner who happen to be retired people have got a well paying job for a fixed term. The third option is that the Commission can become a catalyst and a focal point for organising a fight against corruption in the country, one major factor which is preventing India from becoming a prosperous and powerful country. The CVC has plumped for the third option.

According to the para 3 (v) of the Government of India's Resolution No.371/20/99-AVD.III dated 4th April 1999, the functions of the Commission include exercising superintendence over the vigilance administration of various Ministries of the Central Government or Corporations established by or under any Central Act, Government Companies, Societies and local authorities, owned or controlled by that Government.

The Commission, therefore, has been looking at the issue of not only individual cases but also how systems can be modified and rules and procedures amended to check corruption. But with increasing experience, the commission also realises that fighting corruption is like fighting a war. It is said that war is too dangerous a matter to be left to the generals. Fighting corruption is also an important matter not to be left only to agencies like CVC or CBI. It is necessary to sensitise the entire population of the country and bring together every citizen who wants to fight corruption.

The Council For Clean India as a forum was launched on 2.7.2001 with this objective in view. The CFCI is a virtual organisation. **This Guide, which contains the distilled essence of the strategies evolved so far to fight corruption and the principles that can be adopted, is therefore presented as a humble offering to every patriotic citizen of India who wants to fight corruption.**

This is the first attempt at bringing out a citizens' guide to fight corruption. Many people may have innovative ideas on how to tackle corruption. We shall be glad to receive these suggestions, addressed to the Central Vigilance Commissioner, either by email or snail mail.


15.2.01
(N. Vittal)

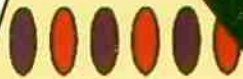
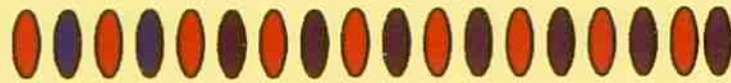
Central Vigilance Commissioner

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New Delhi - 110023



**ON THIS EARTH
THERE IS ENOUGH
FOR EVERYONE'S NEED
BUT NOT FOR THEIR
GREED**

M.K. GANDHI



THE CITIZENS' GUIDE TO FIGHTING CORRUPTION

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CORRUPTION

THE ENEMY
WITHIN US
AND
AROUND

CHAPTER 1

THE CORRUPTION SCENE IN INDIA

1. Corruption is the use of public office for private gain. It is widely prevalent in the developing countries. India is the largest democracy in the world. Though 50 years of Independence are behind it, it still is teething with growing pains, including wide spread corruption and speed money. India is rated as one of the most corrupt countries in the world by Transparency International, which is a non-government organisation in Berlin, which publishes annually the Corruption Perception Index of countries. In the list for the year 2001, **India is ranked at 72 out of 91 countries listed in the order from the least corrupt to the most corrupt.**

CPI 2001 Ranking by Transparency International

1 Finland	24 Belgium	47 Bulgaria	70 Venezuela
2 Denmark	25 Portugal	48 Croatia	71 Honduras
3 New Zealand	26 Botswana	49 Czech Republic	72 India
4 Iceland	27 Taiwan	50 Colombia	73 Kazakhstan
5 Singapore	28 Estonia	51 Mexico	74 Uzbekistan
6 Sweden	29 Italy	52 Panama	75 Vietnam
7 Canada	30 Namibia	53 Slovak Republic	76 Zambia
8 Netherlands	31 Hungary	54 Egypt	77 Côte-d'Ivoire
9 Luxembourg	32 Trinidad & Tobago	55 El Salvador	78 Nicaragua
10 Norway	33 Tunisia	56 Turkey	79 Ecuador
11 Australia	34 Slovenia	57 Argentina	80 Pakistan
12 Switzerland	35 Uruguay	58 China	81 Russia
13 United Kingdom	36 Malaysia	59 Ghana	82 Tanzania
14 Hong Kong	37 Jordan	60 Latvia	83 Ukraine
15 Austria	38 Lithuania	61 Malawi	84 Azerbaijan
16 Israel	39 South Africa	62 Thailand	85 Bolivia
17 USA	40 Costa Rica	63 Dominican Rep.	86 Cameroon
18 Chile	41 Mauritius	64 Moldova	87 Kenya
19 Ireland	42 Greece	65 Guatemala	88 Indonesia
20 Germany	43 South Korea	66 Philippines	89 Uganda
21 Japan	44 Peru	67 Senegal	90 Nigeria
22 Spain	45 Poland	68 Zimbabwe	91 Bangladesh
23 France	46 Brazil	69 Romania	

**Allah Curses The
Giver Of Bribes
And The Receiver
Of Bribes And The
Person Who Paves
The Way For Both
Parties**

Prophet Mohammed

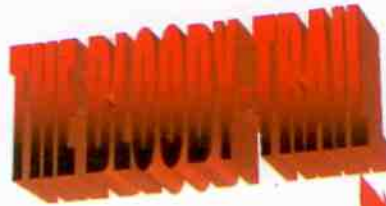
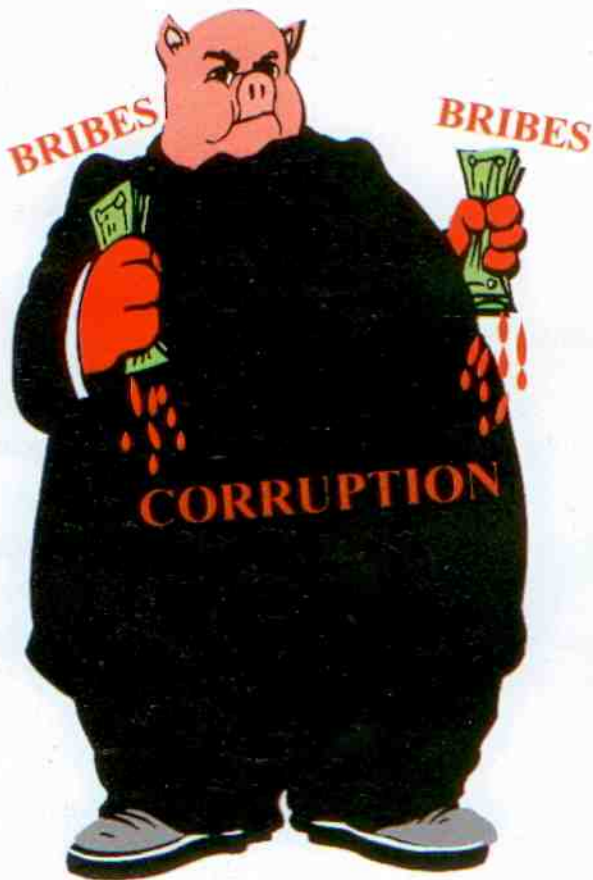
• DEFINITION OF BRIBERY

2. While the **World Bank defines corruption as the use of public office for private gain**, so far as India is concerned, the offence of corruption will have to come under the definition of Prevention of Corruption Act 1988. Many a time, citizens may wonder about persons who have openly confessed that they have taken money but have been let off by courts because the ingredients that constitute an offence of bribery, as required under the law, were not proved in the court of law. While what constitutes a bribe is readily understood from a common sense point of view, it should be realized that for proving an offence of bribery or corruption in a court of law, the provisions of the **Prevention of Corruption Act 1988** will have to be followed. The **definition of bribery as given in the Act** is as follows:

- *Public servant taking gratification other than legal remuneration in respect of an official act*
- *Public servant obtaining valuable thing, without consideration from person concerned in proceeding or business transacted by such public servant*
- *Criminal misconduct*

• WHAT CONSTITUTES BRIBERY

3. This means that for constituting an offence of bribery, the following are required:
- (i) One of the persons concerned in the corrupt act must be a public servant and should be discharging his official duties; all others involved in bribing a public servant, either directly or as agents, are also culpable.
 - (ii) The public servant should have demanded or accepted an amount illegally to either perform or not to perform a job.
 - (iii) Obtaining of something valuable by a public servant from a citizen, while discharging official duties, without any consideration is also bribery.
 - (iv) Public servants acquires assets disproportionate to their known sources of income
 - (v) Misuse by a public servant of his official position by showing undue favour to obtain pecuniary advantage.
4. Every patriotic Indian realises that if there is one factor that is keeping India a perpetually poor country and which makes the life of the common citizen miserable, it is corruption. **A citizen faces corruption practically at every level and every sector of life.** It could be the local rationing department, police, municipal authorities, or educational institutions like schools and colleges. In the industry **inspector-raj has become a code word for regular bribes collected by the public servants at the cutting edge of administration of the various departments of Central and State governments.**



TERRORIST ACTIVITY

MILITANCY

SPURIOUS DRUGS

ILLICIT LIQUOR

FOOD ADULTERATION

**SUB-STANDARD
CONSTRUCTIONS**

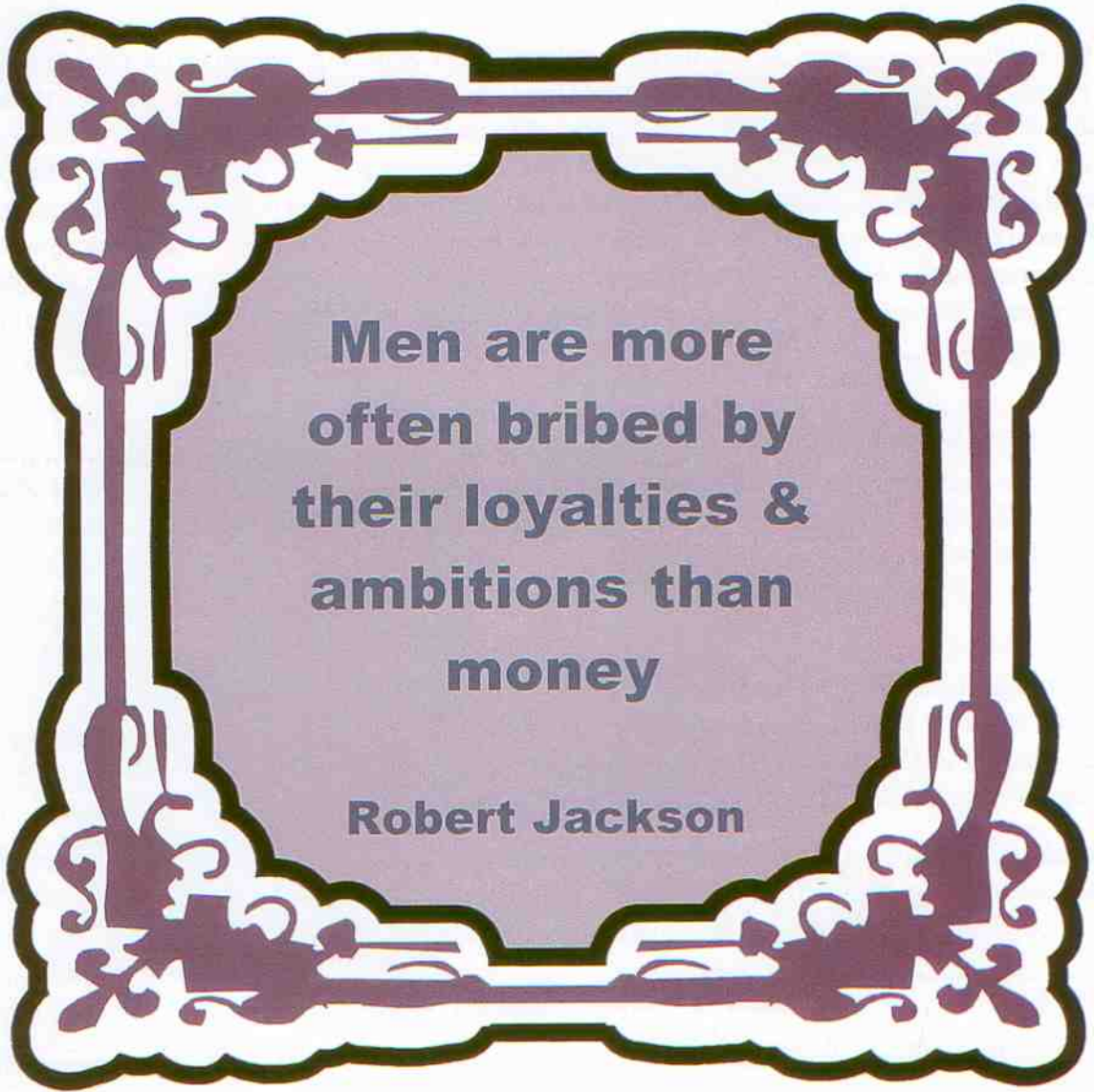
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• WHY IS CORRUPTION HARMFUL

5. **Corruption is harmful in three different ways. Corruption is anti-national.** The Hawala scam showed how the anti-national Kashmiri militants were getting money from abroad through hawala, the same route through which other sections of the society like politics, business and bureaucracy were also receiving money. The Tehelka.com expose on 13.3.2001 also dramatically highlighted the extent of corruption in politics and defence deals. From these experiences, it will be obvious that **corruption threatens national security** and is anti-national.
6. **Corruption is anti - poor.** 31% of the food grains and 36% of the sugar meant for the Public Distribution System (PDS), which is designed to provide food security to the people below the poverty line, gets diverted to the black market. The government of India (GOI) spends Rs.15,000 crores every year by way of subsidy to the PDS. This means that Rs.5000 crores are not used for giving relief to the poor but land in the pockets of the corrupt shop-keepers and their godfathers in politics and bureaucracy. Rajiv Gandhi once observed **that out of every rupee meant for the anti- poverty programmes only 15 paise reached the beneficiary.** Out of the 85 paise may be 40 paise can be accounted for as administrative overheads. The leakage of the remaining 45 paise is definitely due to corruption. Corruption is, therefore, anti-poor.
7. **Corruption is also anti-economic development.** The collapse of the South East Asian economies in mid-1997 showed how even the so-called miraculously growing tiger economies of South-East Asia were not immune from the disastrous consequences of corruption and crony capitalism. The 1999 Human Development Report for South Asia, published by the Mahbub Ul Huq Centre in Islamabad, says that **if India's corruption level comes down to that of Scandinavian countries India's GDP will grow by 1.5% and the FDI will grow by 12%.**
8. **Corruption, many a time, can be a matter of life and death.** For example, corruption in the pharmaceutical industry, resulting in spurious drugs flooding the market, may mean the death of many innocent people. The Mumbai blast of 1993, which resulted in the death of 300 people, was the result of RDX being smuggled in with the help of corrupt people in the government. Illicit liquor tragedies are another example of how corruption leads to death.
9. **In short, corruption is anti-national, anti-economic development and anti-poor.** Nevertheless we have perhaps come to take corruption as a fact and a way of life. This may be partly due to sociological reasons and partly due to a sense of helplessness and defeatism.

• FACTORS RESPONSIBLE FOR CORRUPTION

10. India is like a snake whose head is in the 21st century and whose tail is in the 17th century. We are a billion-strong country and we have wide differences in terms of social and economic development of different parts of the country. From a sociological point of view, the family is the basis of our society. The joint family and caste are only the extended versions of the family. The joint family might have been eroded in recent times especially in the urban areas but kinship, in the form of caste, still prevails. Casteism gets a continuous boost because this seems to have become the basis of our entire politics. Jawaharlal Nehru used to talk about building India into a casteless classless society. The classless society never evolved and, instead of building a casteless society, we have today a highly atomised society where caste defines the basis of politics. From casting our votes in the first election

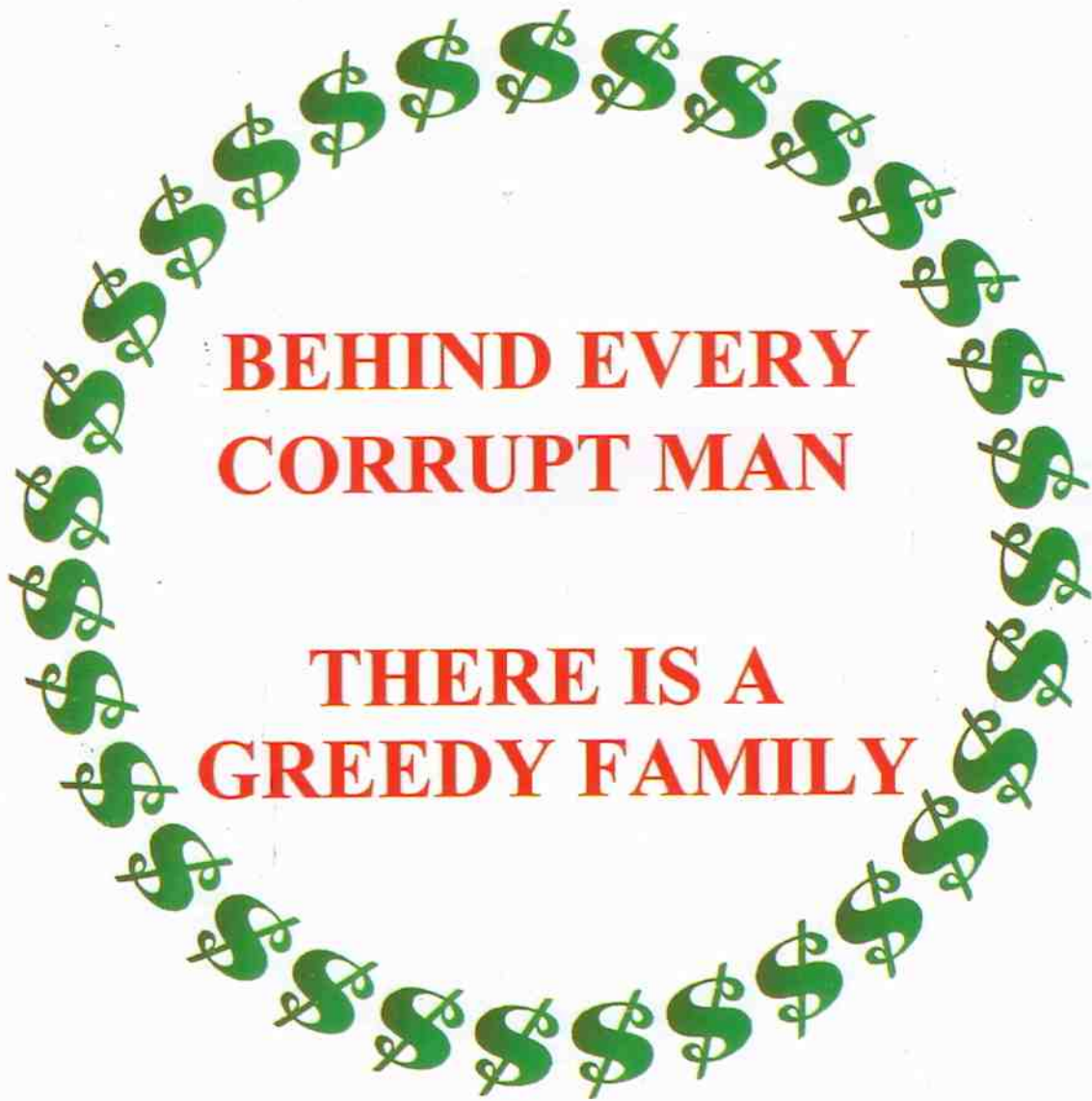


**Men are more
often bribed by
their loyalties &
ambitions than
money**

Robert Jackson

in 1952 we have come to the stage of voting our caste in recent elections.

11. This organisation of our society based on caste and kinship and the differences in the stages of development between the states provides a very strong rationale for corruption. **Caste and nepotism become the basis for distribution of patronage.** One of the Chief Ministers is reported to have replied when asked why he was favouring his relatives "If I do not favour my relatives, whose relatives am I supposed to favour?"
12. This concept of standing by one's caste or family is also reflected in the sense of tribalism of the corrupt. In addition to the social bond provided by caste and family ties, **the common financial interest is another cementing factor.** We are largely an illiterate society with at least 40% of our people being illiterate. Hence, emotions dictate politics. Politics is the route to power in a democracy. So **when the politics is based on caste and the voter takes decisions at the emotional level, corruption is probably considered more tolerable.**
13. **One of the social roots of corruption in India can be traced to our Indian culture of tolerance.** Any number of examples are given in the *Puranas* where the sinner having led a life of sin can get redemption by taking the name of Lord Narayana in his last moments as in the case of Ajamila. In social terms this has come to be accepted. People who lived a life of sin like the prodigal son return to the straight and narrow path at some stage, usually late in life.
14. If we examine the root of corruption, we will find that it arises perhaps from the **extreme attachment of people to their families.** Nepotism is natural in this situation. Corruption, as defined by the World Bank, is the use of public office for private profit. **A person in office feels that he should earn enough not only for himself and his lifetime but also for his children, grand children and perhaps seven generations.** That is probably the basic motive behind the enormous accumulation of wealth by the corrupt in our country today.
15. Equally important is another psychological factor. **Power is never demonstrated in a society unless it is misused.** In certain communities being as corrupt as possible and amassing as much wealth as possible is seen as a macho demonstration of "competence". If this is the attitude, those sectors of society that did not have an opportunity to share the power cake in the past may also rationalise that they must emulate those who had earlier enjoyed misuse of their power and amassed wealth by rampant corruption. Thus a **vicious cycle of corruption is launched where a society tolerates amassing of wealth** and does not question how that wealth is accumulated.
16. This brings us to another important social root for corruption that is probably getting more accentuated in recent times. This is **the spreading cult of consumerism.** The electronic media has had a tremendous impact in creating a desire in the mind of everyone to have the best of the consumer goods even at the beginning of life. Newspapers regularly report how domestic servants have been the agents of crime in many cases. Perhaps it is this *upstairs-downstairs* syndrome or the ostentatious consumption of the well to do and the sense of jealousy created as a result among the deprived which leads to crimes. **Consumerism and desire for an ostentatious life style tempts many to make money by hook or crook. Corruption is the result.**
17. There was a time when socially a corrupt person was considered not a desirable person. Such persons were not held in high esteem. But today we have reached such a cynical stage that **corruption is not**



**BEHIND EVERY
CORRUPT MAN**

**THERE IS A
GREEDY FAMILY**

only taken for granted but the capacity for making as much money as possible from one's position is welcomed. It is said that in France those who are corrupt in the police are socially ostracized. **Small measures like social boycott or ostracism of corrupt persons, if inculcated, can also go a long way in creating an appropriate psychological atmosphere for promoting a culture of integrity.**

18. **Evil social practices also promote corruption.** One major social cause that promotes corruption is the dowry system. Every public servant wants to see that his daughter is married off well and there is continuous pressure for having a substantial level of dowry. This may be one of the reasons why one comes across cases where even public servants who have otherwise led a clean life become vulnerable to corruption towards the end of their career. **Dowry system is definitely one of the social roots of corruption in our country.**
19. Equally important is the social pressure in a competitive society for ensuring that children get the best possible education. Right from kindergarten in every educational institution, there is pressure of competition and education has become commercialised. This has been further accentuated by government policies about affirmative action resulting in a great incentive for self-financing colleges who charge a lot of donation fee and most of it is collected in black. **Education pressure and corruption in the education sector is another social factor contributing to corruption in our system.**

I Am Only An Ordinary Citizen ! Can I Do
Anything To Fight Corruption?



CHAPTER 2

HOW CAN A CITIZEN FIGHT CORRUPTION

1. The question that arises is that if corruption is anti-national, anti-economic development and anti-poor and at the same time it is deep rooted in our society, is it possible to make India less corrupt? What can a citizen do to fight corruption? This guide will help such citizens and groups of such citizens, who form themselves into non-government organisations, to fight corruption. It is not as if every country has to be corrupt **If we look at history, we find that countries that were once considered as very corrupt have become honest over a period of time.**
2. There are two approaches to the whole issue of corruption. One approach, which may be considered as pragmatic, realistic and worldly wise, is to accept that corruption is a universal phenomenon and it is only the degree of corruption that can perhaps be controlled. **The other approach is that corruption can be controlled as countries that were once notorious for corruption have been able to bring in greater probity in public life, thanks to committed and visionary leadership and changes in rules, systems and procedures.**
3. Britain itself was not known as a corruption-free country in the 19th century. But the **Prime Minister of Britain, W. E. Gladstone was able to bring about probity in public life.**

Time for action to arrest and reverse this trend is here and now. What is needed is a new, well thought out programme for national regeneration on the basis of shared ethical values and for the reconnection of all the people to the ideal of transparent integrity in governmental administration as well as in all aspects of political and public life. To fulfill its rightful destiny in the new millennium, the country will have to find ways to move towards an honest and ethics-based polity, an efficient, compassionate and corruption free administration and bureaucracy and a responsible and value based society.

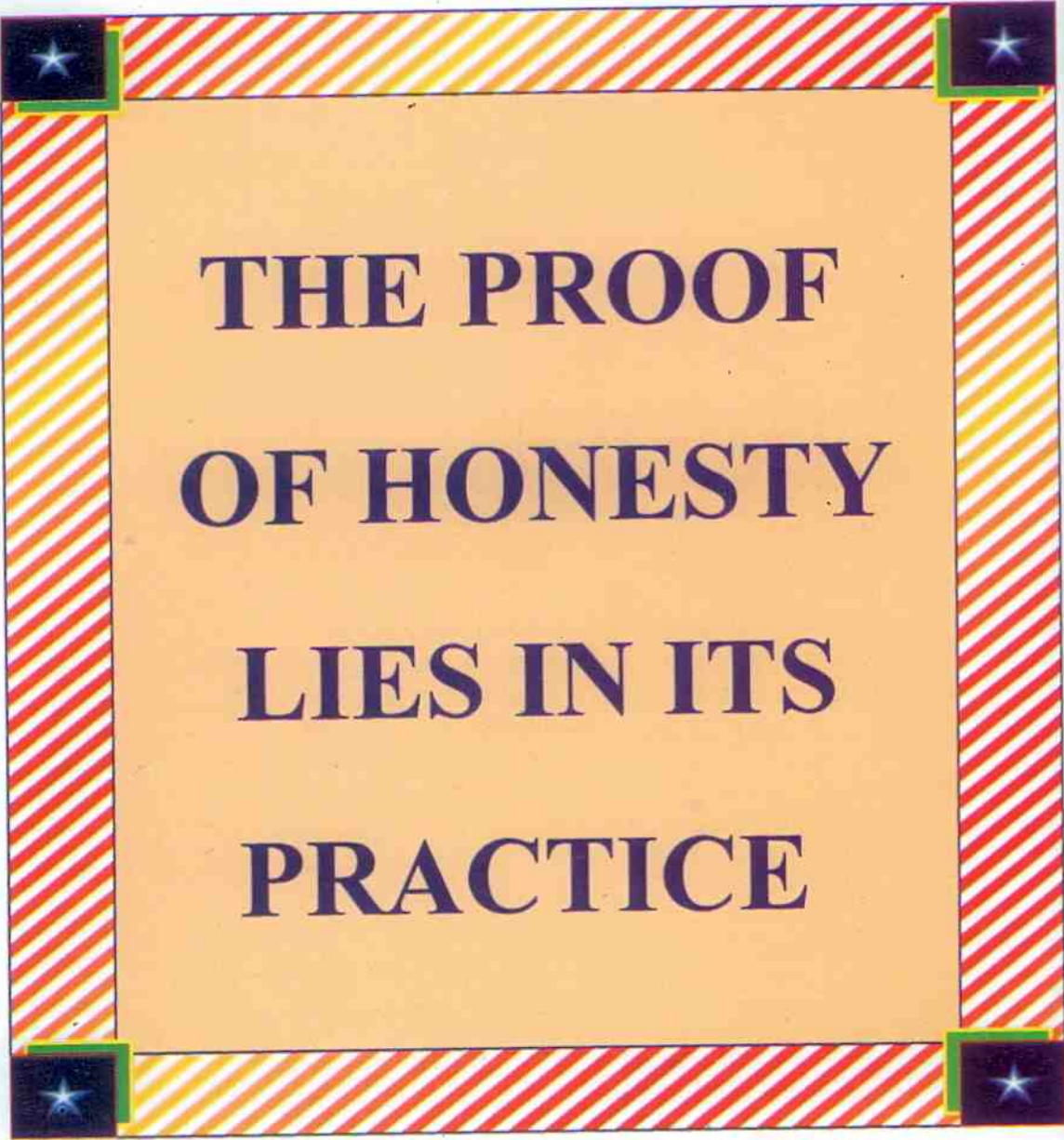
Other democratic countries have come out of a virtually intractable state of corruption by adopting and implementing, with courage and determination, a carefully conceived programme involving fundamental changes in the electoral system as well as in governmental administration, especially in the public services. For example the United Kingdom whose public servants were notoriously corrupt in the 18th century made a transition across barely 50 years to a regime of extraordinary public probity. This was achieved primarily because of the visionary leadership of the liberal party under W E Gladstone who first in his capacity of Chancellor of the Exchequer in 1850s and later as Prime Minister, four times during the period 1868 to 1894 initiated a string of reform measures. The purpose of these measures was to abolish practices with payment of commissions in the army, to define and outlaw corrupt practices by state officials, to introduce competitive examination for admission to a non partisan civil service, to replace fees by salaries in public offices, and to set up systems of financial scrutiny by Parliament.

A decorative graphic featuring a green laurel wreath that arches over a white oval. The text is centered within the oval. Below the oval, there are green leafy flourishes on either side, and a green rectangular border at the bottom. The entire graphic is set against a light orange background.

**NO
LEGACY
IS AS
RICH AS
HONESTY**

WILLIAM SHAKESPEARE

4. In the twentieth century we have seen how **the Independent Commission Against Corruption (ICAC) set up in Hong Kong in 1974 was able to bring greater cleanliness in public life** at least till 1997 before the handover to China. **Botswana is quoted by the World Bank as a country that has improved its probity in public life. We have seen the enormous drive and leadership of Lee Kuan Yew who was Prime Minister for a long time, literally making Singapore a very clean country over three decades.**
5. While it is true that India is a very corrupt country, **it is nevertheless possible that the level of corruption in India can be brought down.** India can also become like post-Gladstone Britain or post-Lee Kuan Yew Singapore. Success, it is said, is a self-fulfilling prophecy. So also is failure.
6. At the same time, let us also not forget that **there are a number of people benefiting from the corrupt system.** These are people who occupy positions in government, politics, business, bureaucracy and even educational institutions. **But the number of such persons who are benefiting from corruption in all may not be more than 5 crores in our country of 100 crores.** It is therefore obvious that if the 95 crores of non-corrupt citizens can come together, the whole situation will change. Anybody familiar with how a nuclear bomb operates knows that there is a critical mass that has to be reached and once this mass is reached, the nuclear chain reaction starts. **Today in India there are a number of organisations, which are fighting corruption. A list of such organisations may be seen in Annexure 1.** A meeting of all these organisations was held under the auspices of the Central Vigilance Commission on July 2, 2001 in New Delhi. One of the main issues that came up was that while individual organisations were trying to fight corruption, such efforts were very few and far between. **There is a need to ramp up and scale up the anti- corruption activities so that corruption is fought effectively at all levels and India becomes a corruption - free country and as a result realises its full potential.** This would mean that India can become an economic and military super power. **This guide is designed to provide a common basis for citizens or groups of citizens to come together and mobilise the fight against corruption in a focused and systematic manner so that like other countries, which have fought corruption successfully, India can also reduce the scale of corruption.**
7. Today it is possible that we see corruption as inevitable. But it is possible to bring about a change for the better, especially when we consider the following observations made by five eminent men:
8. **Bertrand Russell**, the eminent British philosopher, observed that *“every opinion becomes respectable if you hold it for a sufficiently long time.”* **Today it may not be conceivable that India can become corruption - free. But similar was the situation, at the height of British imperialism,** when it was unthinkable that the sun would ever set on the British Empire. Nevertheless, the leaders of our freedom struggle led by Mahatma Gandhi made the idea that India can become free of colonialism , a reality. Their vision about a free India, which at one time might have been considered as a dream or impossibility, became a reality.
9. This goes to prove the truth of the statement made by a French writer **Victor Hugo** who said *“There is nothing more powerful than an idea whose time has come.”* Perhaps looking to the extensive corruption in every walk of life that we see in India today, the idea that **India must improve and become a less corrupt country is an idea whose time has come.**



**THE PROOF
OF HONESTY
LIES IN ITS
PRACTICE**

10. The third observation was made by another French thinker **Alexis de Toqueville**. He said that "*The inevitable becomes intolerable the moment it is perceived to be no more inevitable.*" Today the citizens of India may view corruption as inevitable. **The purpose of this Guide is to make every Indian citizen realise that corruption is not inevitable. The moment the citizens of the country realise that corruption is not inevitable, corruption will become intolerable and we can see a dramatic change coming up in the country for the better.**
11. The fourth observation is attributed to the British writer **George Bernard Shaw**. He said that "*An ordinary person accepts the limitations of life in the society in which he lives and leads a peaceful life. The unreasonable man wants the society to change to his way of thinking and in the process achieves success.*" Today, reasonable citizens in India may come to terms with the prevailing corruption and try to lead a peaceful life
12. The morally aware and activist citizens of the country would be following the footsteps of **Mahatma Gandhi** and in trying to bring about a change in the system. It may be recalled that when Gandhiji was in South Africa, he was thrown out in the middle of the night from the first class compartment of the train in which he was travelling, even though he had a valid first class ticket, because he was black. Many other Indians in his position would have accepted the injustice of the system and led a peaceful life. But Gandhiji who was a great moral leader thought this to be an unfair system and rebelled against it. Satyagraha was born in the mind of Gandhiji on that railway platform that night in South Africa. **The citizens who take an activist approach to fighting corruption in our country by reading this guide will be following the footsteps of Mahatma Gandhi.**
13. Unless there is a plan of action, mere sentiment or unguided action will not bring results. There is a story about a rat, a cat and an owl. The rat was being harassed by the cat. It went to the owl for advice. The owl said that the rat could face the cat if it also became a cat. When on the next day the rat went and inquired from the owl how it, a rat, could become a cat, the owl said that he was there to give policy directions but implementation was the rat's problem! The very purpose of this Guide is to empower every Indian citizen who wants to fight corruption, so that from being weak like the rat he can become strong like the cat. For this, the strategy to be followed is the advice given by **Michelangelo Buonarroti**, the immensely talented Italian sculptor of the fifteenth century. Michelangelo was asked how he made beautiful statues out of marble that had no shape. He replied that the statue was in his mind and he went on removing from the marble whatever was not part of the statue and the statue emerged. **Today every patriotic citizen desires that India must become a corruption - free country. How to go about it and ensure that the prevailing corruption is tackled is the main theme of this guide. Specific actions have been indicated so that the vision of a corruption - free India can be realised.**

Take A Vow That You Will Never Accept
Bribes From Anyone And That You Will
Avoid Paying Bribes, Henceforth !



CHAPTER 3

STEP 1: INDIVIDUAL INTEGRITY

1. **The basic requirement for any citizen who wants to fight corruption is that he should himself be honest.** It is therefore necessary that a citizen who wants to fight corruption must first decide that he will uphold his own moral character and he will not give a bribe or take a bribe. **Rajaji**, one of the eminent leaders of India, has highlighted that **ultimately it is national character that decides the nation's progress.**

"National character is the keystone on which rests the fate and future of our public affairs, not this or that 'ism'."

"National character, again, depends on and in fact is individual rectitude. Movements for the encouragement of personal rectitude, for purifying individual character, are therefore not irrelevant in the context of politics but are vitally connected with our hopes in respect of national affairs".

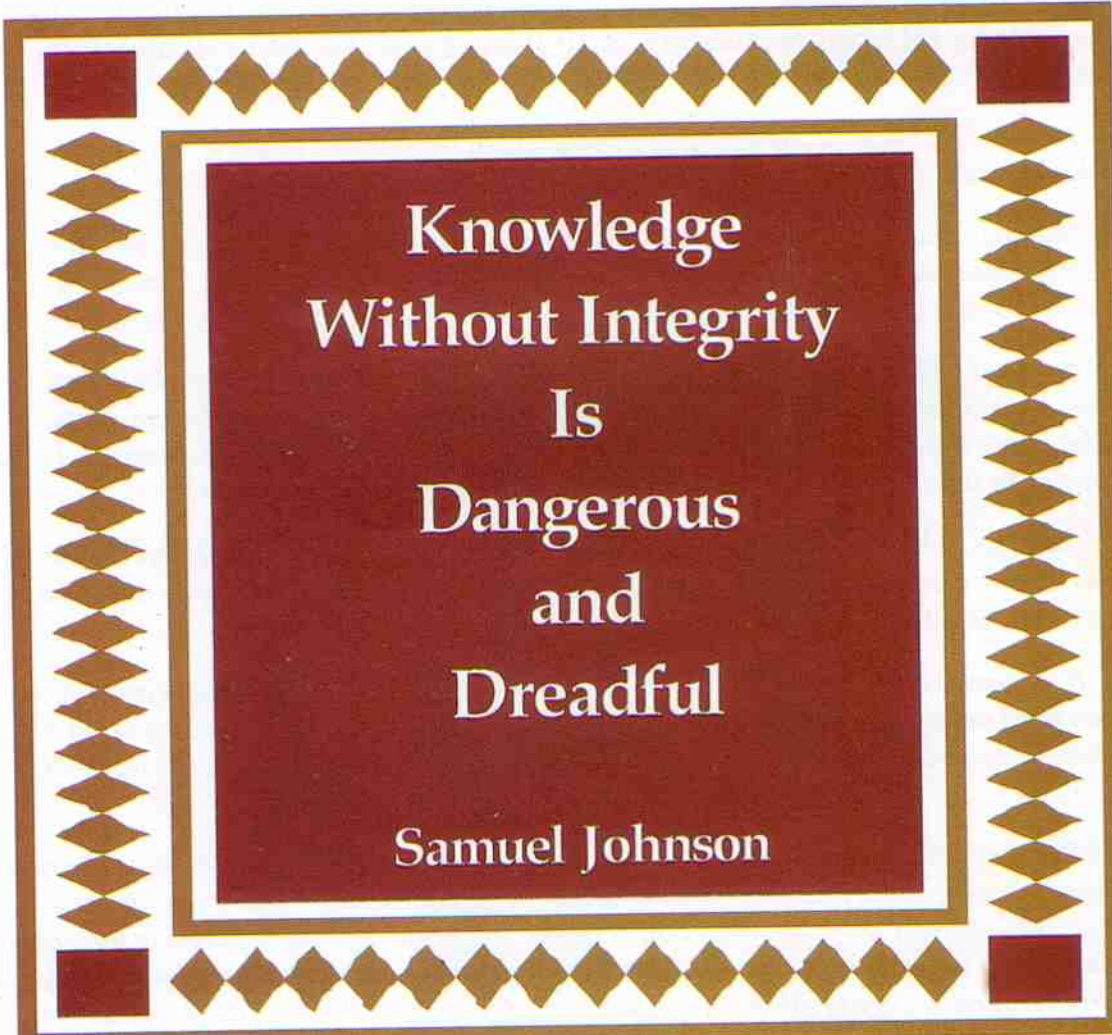
*"National character is the keystone of national affairs. It locks the bricks together like the keystone in the arch. If the keystone is not there, the arch goes to pieces and tumbles down. **It is the improvement of individual character that goes to make the uplift of national character which in turn becomes the keystone in the arch of national prosperity"**.*

"Gandhiji, it has been often stated, wished to spiritualise politics. He firmly held the view that we cannot keep politics and morality apart. Indeed he wanted politics to be re-built based on a true and reliable foundation, viz., individual honesty".

"If the parched field of Indian policies and administration has to get fresh green life and grow, we need the monsoon of purity in national character. And the monsoon consists of little drops falling and uniting to make the rain. Individual purity of character alone can revive the parched field".

*"When will the people of India wake up, wake up to the need to work hard, to the need to be honest in all matters and in all walks of life including manufacture and trade? Character, which includes efficient work and truthfulness and purity of mind, is the keystone of the arch both in individual life and in national life. **Politics, economics, administration, education, health and hygiene and a score of other things, all call for good character in the individual. Individuals make or mar the nation"**.*

2. Basically most of us are selfish. When we face a problem, we are interested in finding immediate solutions. It may sometimes involve breaking the queue or breaking the rules or sometimes it may involve a financial advantage. How many of us insist on a regular receipt with the sales tax duly added when we buy things? In order to save on sales tax, cash transactions have become the rule rather than the exception. Perhaps, the scope for corruption in such departments is also correspondingly higher.
3. **Corruption can be fought by the citizen as an individual or in groups in the form of an NGO.**



Knowledge
Without Integrity
Is
Dangerous
and
Dreadful

Samuel Johnson

Just as an individual first has to maintain his own integrity before he takes on the challenge of fighting corruption, **NGOs which are formed to fight corruption should first ensure that they themselves are clean and do not indulge in corrupt practices.** It has been noticed that there are many NGOs who are indulging in corrupt practices. If such NGOs also take up the issue of fighting corruption, they are not likely to be successful.

- **FALSE ALLEGATION AGAINST PUBLIC SERVANT ACTIONABLE**

4. It may also be recalled that **making a false allegation against a public servant is a crime under Section 182 of the Indian Penal Code and prosecution can be launched.** The punishment is as follows:

182. False information, with intent to cause public servant to use his lawful power to the injury of another person - *Whoever gives to any public servant any information which he knows or believes to be false, intending thereby to cause, or knowing it to be likely that he will thereby cause, such public servant :-*

- (a) *to do or omit to do anything which such public servant ought not to do or omit if the true state of facts respecting which such information is given were known by him, or*
- (b) *to use the lawful power of such public servant to the injury or annoyance of any person shall be punished with such imprisonment of either description for a term which may extend to six months, or with fine which may extend to one thousand rupees, or with both.*

5. **When a citizen makes a complaint, he must be bold enough to declare his identity. Otherwise a culture of blackmail will prevail.** It must also be remembered that making a false complaint against a public servant is punishable under Section 182 of the Indian Penal Code.

- **CVC's STAND ON ANONYMOUS / PSEUDONYMOUS PETITIONS**

6. This is the reason why the Central Vigilance Commission has adopted the healthy practice that **no anonymous/pseudonymous petitions will be entertained.** The rationale for this is given in the **order of the CVC dated 29.6.99** which is reproduced below:

One of the facts of life in today's administration is the widespread use of anonymous and pseudonymous petitions by disgruntled elements to blackmail honest officials. Under the existing orders, issued by Department of Personnel & Training letter No.321/4/91-AVD.III dt.29.9.92, no action should be taken on anonymous and pseudonymous complaints and should be ignored and only filed. However, there is a provision available in this order that in case such complaints contain verifiable details, they may be enquired into in accordance with existing instructions. It is, however, seen that the exception provided in this order has become a convenient loophole for blackmailing. The public servants who receive the anonymous/pseudonymous complaints, generally, follow the path of least resistance and order inquiries on these complaints. A peculiar feature of these complaints is that these are resorted to especially when a public servant's promotion is due or when an executive is likely to be called by the Public Enterprises Selection Board for interview for a post of Director/CMD etc. If nothing else, the anonymous / pseudonymous petition achieves the objective of delaying the promotion if not denying the promotion. These complaints demoralise many honest public servants.

**Do Not Ignore The Corrupt Practices Around You. Try
To Do Whatever Little You Can To Check Them Or
Report Them To The Appropriate Authorities.**



A person will resort to anonymous or pseudonymous complaints because of the following reasons:

- i. He is an honest person who is a whistle - blower but he is afraid to reveal his identity because of fear of consequences of the powerful elements in the organisation.*
- ii. He is a blackmailer who wants to psychologically pressurise the public servant complained against*

There could be a view that if the anonymous/pseudonymous complaints contain an element of truth and if no action is to be taken on them then an important source of information will be lost. To that extent, corrupt practices may get a boost. At the same time the Central Vigilance Commission has initiated a number of steps to provide a channel of communication against the corrupt public servants. These measures include the following:

- i. Under CVC's order No.8 (1)(h)(1) dated 18.11.98, even junior officers can complain to the CVC in cases of corruption against the seniors;*
- ii. The CVC has issued instructions that the name of the complainant will not be revealed when the complaint is sent to the appropriate authorities for getting their comments or launching inquiries;*
- iii. Under CVC Order No. 8(1)(g)/99(4) dated 12th March 1999, in every office there should be public notice displayed directing that no bribe should be paid. If any bribe is demanded, the complaint should be made to the appropriate authority like CVO, CVC etc.; and*
- iv. The CVC is now available on web. If anybody wants to complain they can easily lodge complaints on the website of CVC and also through e-mail.*

In view of the above measures taken, there is very little possibility that genuine cases of corruption will not be brought to the notice of the appropriate authorities by those who were earlier resorting to anonymous/pseudonymous complaint route.

- 7. Citizens can utilize the services of organizations like CVC or use the concept of Vigilance Councils as in Maharashtra (Chapter 6). The CVC adopts the policy of not revealing the names of the complainants and thereby his / her security is ensured.** In fact on the suggestion of the CVC, the Law Commission of India is drafting an Act called the Public Interests Disclosures Act which will encourage whistle - blowers who will be given legal protection. The issue is still under consideration and action is still to be taken.
- 8.** Another type of corruption, which a citizen may come across, is where there are rackets and scams perpetrated by the unscrupulous in collusion with public servants. This may include cases like bogus educational institutions, employment programmes, collection of funds under the guise of non- banking financial corporations, chit funds etc. Cases of such conspiring public servants, if identified, can be taken up with the agencies for fighting corruption like CVC and others mentioned in Chapter 5.
- 9.** There can be a feeling that many a time people who want to fight corruption may be afraid of the danger they will be exposed to because those who are corrupt have power and influence and may even resort to violence. One way of overcoming this fear is to spread vigilance awareness about how such influential elements can be marginalized.

**When
Vigilance
Awareness Comes**

**Can The End Of
Corruption
Be Far Behind !**

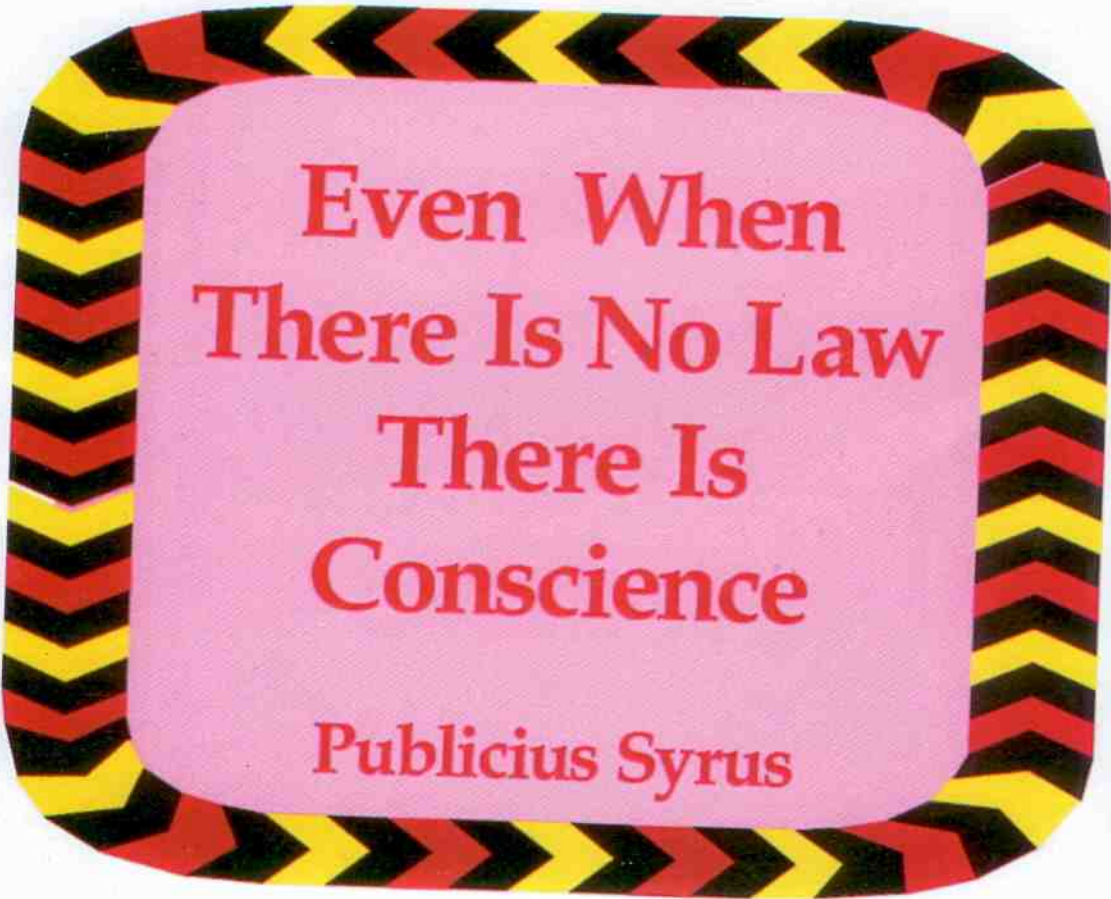
CHAPTER 4

STEP 2: SPREADING AWARENESS

1. The second step is **spreading awareness about the harmful effects of corruption**. There is extensive corruption in our system because **there is a vicious cycle starting with political corruption leading to bureaucratic corruption, business corruption and criminalisation of politics**. Even though citizens may be suffering from corruption, the results of elections where corrupt candidates are elected again and again raises the question whether the removal of corruption or improving probity in public life is considered relevant by the people at large.
2. Probity can be looked at from two levels. One is the corruption or lack of probity which the common man meets at every stage in his day - to - day life. This is petty corruption and is more widespread. The impact in financial terms of this type of petty corruption may not be as high compared to the corruption at higher levels where massive deals and kickbacks take place or even policies are modified to suit certain vested interests. Nevertheless, the common man is not bothered about grand corruption at the higher levels of society.
3. **One feature of developed countries is that at least the type of petty corruption, which the common man experiences in India, is absent in those countries**. Corruption may exist at higher levels but the standards are apparently strict. For example, **Vir Sanghvi**, in an article in Hindustan Times dated 13th May 2001, dramatically brought out the difference in perception when the lack of propriety takes place in Britain and in India taking the case of the passport of the Hinduja's. This is what Vir Sanghvi said:

As the British example demonstrates, the only way to stamp out corruption is to begin with impropriety. Don't wait for the CBI to try and prove that a bribe has been paid-they will never get the proof and the case will take 20 years to come to trial. Start with impropriety - that is much easier to establish. The moment you see a minister hanging out with dodgy businessmen, assume that he is a crook. This may be unfair-perhaps he is only a native fool-but it is the only way to stop corruption at the root. Follow a policy of zero tolerance, insist on the highest standards of propriety in public life and only then do we have any chance of preventing impropriety from becoming corruption. One instance should prove my point. If we had followed the British example with regard to the Hinduja's, would we be in this mess today with the Bofors charge-sheet? The answer is self-evident.

4. **Vir Sanghvi has raised this issue about focussing on propriety as against the legality aspect of corruption**. In Britain also there was corruption but thanks to William Gladstone's four innings as the Prime Minister of the country, when he brought the structural changes relating to recruitment in civil services, army etc., that country became a cleaner country. After all, **education is also an important factor**. According to a study made by India Today in 1997, Kerala emerged as the **least corrupt state**. Probably, this can be directly related to the increased literacy in that state and also the corresponding awareness in the people of Kerala about exercising their rights.
5. Is probity in public life a middle-class virtue? It is true that it is the middle-class that is the base of



Even When
There Is No Law
There Is
Conscience

Publicius Syrus

democracy. In Banana Republics there are only two classes, the super-rich and the abject poor. Democracy in a real sense does not exist. In totalitarian systems, of course, there will be no democracy and there could be total exploitation. **If democracy has to survive, the middle-class value of probity in public life will also have to be sustained.** We have to find practical methods of introducing and maintaining probity in public life. It has been said that India is a feudal democracy. It is quite possible, therefore, that **we take a tolerant view of the misbehaviour of leaders because the king can do no wrong.**

6. If probity in public life does not bother the public, what are the issues that disgust and concern them? In some of the opinion polls conducted, **issues like price of foodgrains, drinking water, employment and shelter etc. rank higher than corruption as voters' priority.**
7. From this development one can perhaps draw two conclusions. The first is that so far as Indian politics is concerned, the voter knows that our political system is based on corruption. Every political party needs funds for running its activities and this is collected in cash. This cash is basically black money. **Black money is the oxygen for corruption and corruption is the oxygen for black money.** In this situation, therefore, the voter considers that all parties are equally corrupt. The only difference may be that some are more so than others or some have been found out and exposed while others have not yet been exposed.
8. **There seems to be a total lack of awareness about the damage caused by corruption or lack of probity in public life to the well-being of the people.** The voter who considers drinking water or shelter or schools or employment opportunities as higher priorities is, perhaps, not aware that if there was no corruption these issues could be tackled more effectively and the benefits would be much more than what they have got. Rajiv Gandhi indicated at one stage that only 15 paise out of every rupee reach the beneficiary of anti-poverty programmes. If corruption was checked, perhaps another 40 paise worth of benefits will flow even assuming that 45 paise may be the overhead expenses connected with administration and delivery mechanism.
9. The second conclusion from the election results where corrupt candidates are elected could be that **the voters are not bothered much about the high level corruption but they are more directly and visibly affected by the corruption at the cutting-edge level of administration which they experience every day. Probably, this discontent, frustration and anger gets transmitted to the ruling party and gets translated as the anti-incumbency factor.** Apparently, the corruption at the higher levels involving large funds is either not known to them or, even if known, they discount it.
10. Another reason for tolerance of corruption by our public can be traced to the Hindu concept of *prayashchita*. If a person at a higher level is caught accepting bribes and even if a small punishment is imposed, the public seems to think that he has atoned for his sins and he should be given another chance. This is also reflected in Vir Sanghvi's observation above about **our being too tolerant of impropriety.**
11. We have evolved in our country **red-tape ridden and elaborate systems leading to enormous delays in many public offices. This probably makes the common man consider that paying a bribe as speed money is a part of the system.** So long as he gets his rightful dues, he considers the bribe given as speed money as an additional tax which is inevitable. Particularly, in the business community, there is a perception that one has to take a long-term view of the business. If one starts

Form Groups And Associations With Other Persons In Your Work-Place And Neighbourhood, Who Are Also Keen To Fight Corruption. Raise Voice Against Corrupt Practices Collectively.

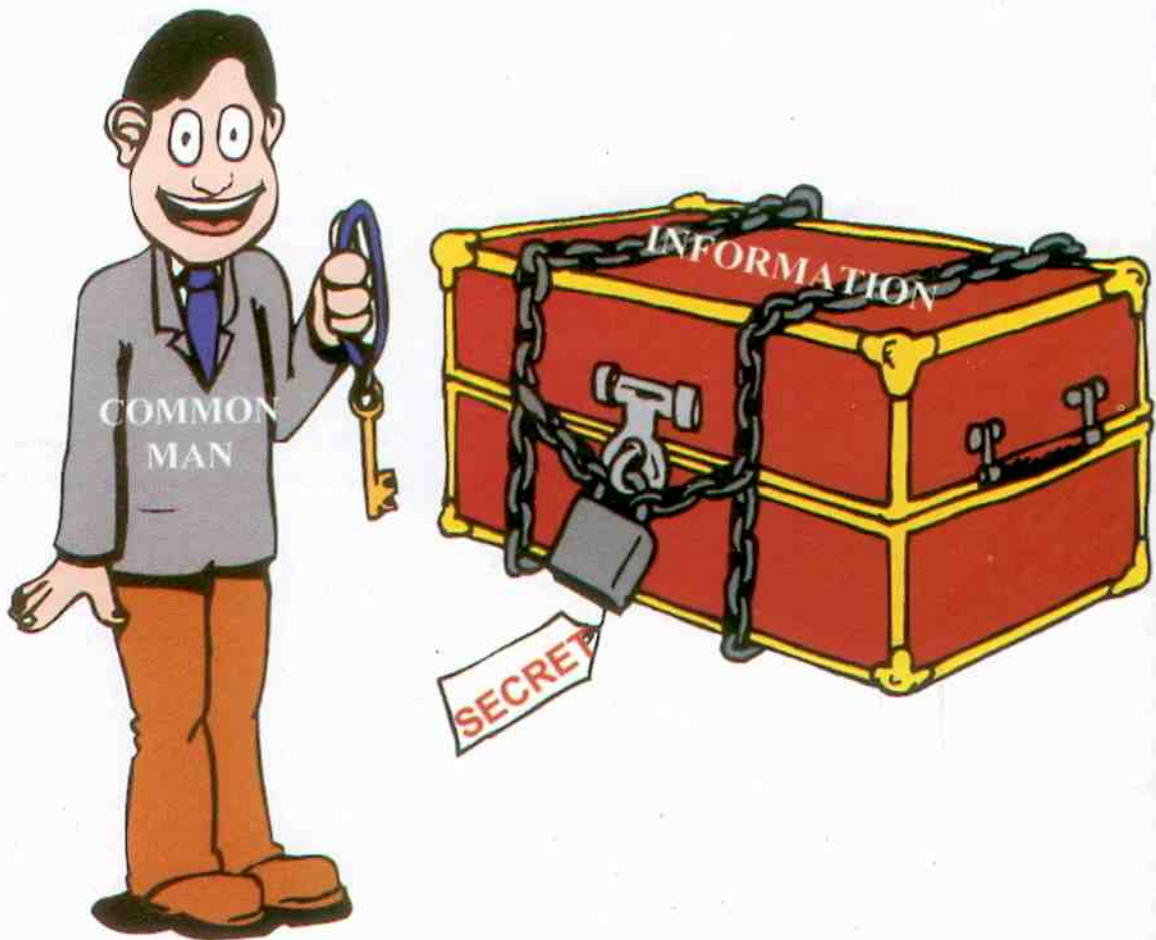


fighting the bureaucracy at the lower levels, the cost of fighting for probity in public offices or fighting against corruption leads to more loss in business. In fact, we find a very peculiar equation in India. With 6% as the conviction rate in our criminal courts, **corruption is a low-risk, high-profit business and hence, people can afford to be corrupt.** At the same time, with the enormous clout of the bureaucracy, people outside the system, be they NGOs or businessmen, find that if they want to take on the system, the risk in terms of loss of profit is much more than the gain, which may be mostly in terms of psychological satisfaction.

- **NEED FOR TRANSPARENCY**

12. **One method by which one can tackle the problem of corruption is by sensitising the people at large about the evil effects of corruption and how corruption comes in the way of fulfilling the genuine demands of the public like drinking water, better roads, better power-supply etc.** It is said that if the corruption from power sector is removed, the price of the power will go down by 40%. This means that **the Indian citizen today is paying 40% extra for the power he is using because of corruption.** One method by which sensitivity to corruption could be spread is to **undertake specific studies linking people's problems and how corruption comes in the way of the problems being resolved.**
13. Sensitivity to the evil effects of corruption will grow if the true facts are presented to the public. This calls for **making all relevant information available to the public as freely as possible.** An **NGO in Rajasthan** has dramatically brought out a few years back how the funds meant for the IRDP programmes were being misused. **Its leaders built a grassroots movement that has triggered a broad debate and a nationwide demand for the public's right to scrutinize official records — a crucial check against arbitrary governance.** Basing themselves in the village of **Dev Dungri** they have achieved extraordinary results by generating a mass movement that has virtually forced governments to accept transparency as a policy. They established their credibility by taking on a classical villain, the landlord, who had grabbed land and was trying to intimidate villagers into abandoning the area. Their activism forced him to hand back the land. When they examined local records on behalf of an old woman who was denied even the minimum wage set for local projects, they concluded that **rural workers are easily exploited because of a lack of transparency in India's colonial-style administration. This culture of secrecy fosters corruption** which has led to village officials paying contractors for non-existent work. After their research, they decided to present their data to the villagers rather than butt heads against an indifferent government. They conducted a series of public hearings and despite official stonewalling, the activists produced compelling evidence. Payments had been issued for clinics, schools and public toilets that were never built, for workers who were long dead, and worse, for disaster-relief services that never arrived. Villagers around the region began calling for their own social audits to expose corrupt officials. They asked to examine bills, vouchers, progress reports and employment rolls. Where officials refused to open their books, the organisation staged dharnas or sit-ins to demand more information. These climaxed in a 52-day protest to pressurise the Rajasthan government to make public its development-fund records. The campaign succeeded because it helped people expose the links between public officials and unscrupulous contractors. Since then, the national government has pledged to introduce a

Let There Be Free Access To Information



comprehensive national information law and **both Rajasthan and Madhya Pradesh States recently adopted right-to-information policies.**

14. Some state governments have enacted statutes giving access to information available with them. The highlights of these acts are the following:

- **GOA RIGHT TO INFORMATION ACT**

Right to Information — *Subject to the provisions of this Act, every citizen shall have right to obtain information from a competent authority*

Procedure for supply of information — (1) *A person desiring information shall make an application to the Competent Authority giving the particulars of the matter relating to which he seeks information;*

Provided that where a person cannot, for valid reasons, make a request in writing, the Competent Authority may either accept an oral request which may subsequently be reduced in writing or render reasonable assistance to such person in making a written request.

(2) *Upon receipt of an application requesting for an information, the Competent authority shall consider it and furnish the information required by the applicant or pass orders thereon refusing the request as soon as practicable and in any case, within thirty working days from the date of receipt of application;*

Provided that where such information relates to the life or liberty of an individual, the Competent Authority shall either furnish information or pass order refusing the request within 48 hours on receipt of the application.

(3) *The information shall be supplied in writing either in English or in the Official Language.*

Obligation on Competent Authority— *Every Competent Authority shall be under a duty to maintain all its records, as per its operational requirements, duly catalogued and indexed and grant access to information, subject to the provisions of this Act to any citizen requesting for such access.*

Penalties — (1) *Any person responsible for providing any information under this Act shall be personally liable for furnishing the information within the period specified.*

(2) *Where a person responsible to supply information fails to furnish the information asked for under this Act within the time specified, or furnishes any information which is false in any material particulars and which he knows or has reasonable cause to believe to be false or does not believe it to be true, he shall be liable, after such inquiry as may be necessary under the service rules applicable to him, for imposition of such penalties as may be determined by the disciplinary authority under such rules. In addition the disciplinary authority may order him to pay a fine of Rs 100/- for every day of delay after the day by which the information is required to be supplied.*

**THE HONEST
NEED NO PROPS**

**THE CORRUPT
NEED ACCOMPLICES**

- **TAMILNADU RIGHT TO INFORMATION ACT**

3(1) Every bonafide person requiring information may have access to such information in accordance with the procedure specified under this Act.

(3) (a) Any person who wants to have access to the information may make an application in the manner prescribed to the competent authority in such form with such particulars, as may be prescribed.

(b) Where an application is made under clause (a) and the information is not available with the competent authority but is available with another department or authority, the competent authority may transfer the application to the competent authority with whom such information is available and inform the applicant accordingly. The competent authority to whom such application is transferred shall furnish the information within thirty working days from the date of receipt of the application from the competent authority from whom it has been referred or received.

(c) Where an application is so transferred to a department or authority, the head of that department or authority shall be deemed to be a competent authority.

(d) (i) Upon the receipt of an application requesting for an information, the competent authority shall consider it and pass orders thereon either granting or refusing the request, as soon as practicable and in any case, within thirty working days from the date of receipt of application.

(ii) In other cases, the competent authority shall take all reasonable steps to inform the applicant of its decision on the request as soon as practicable.

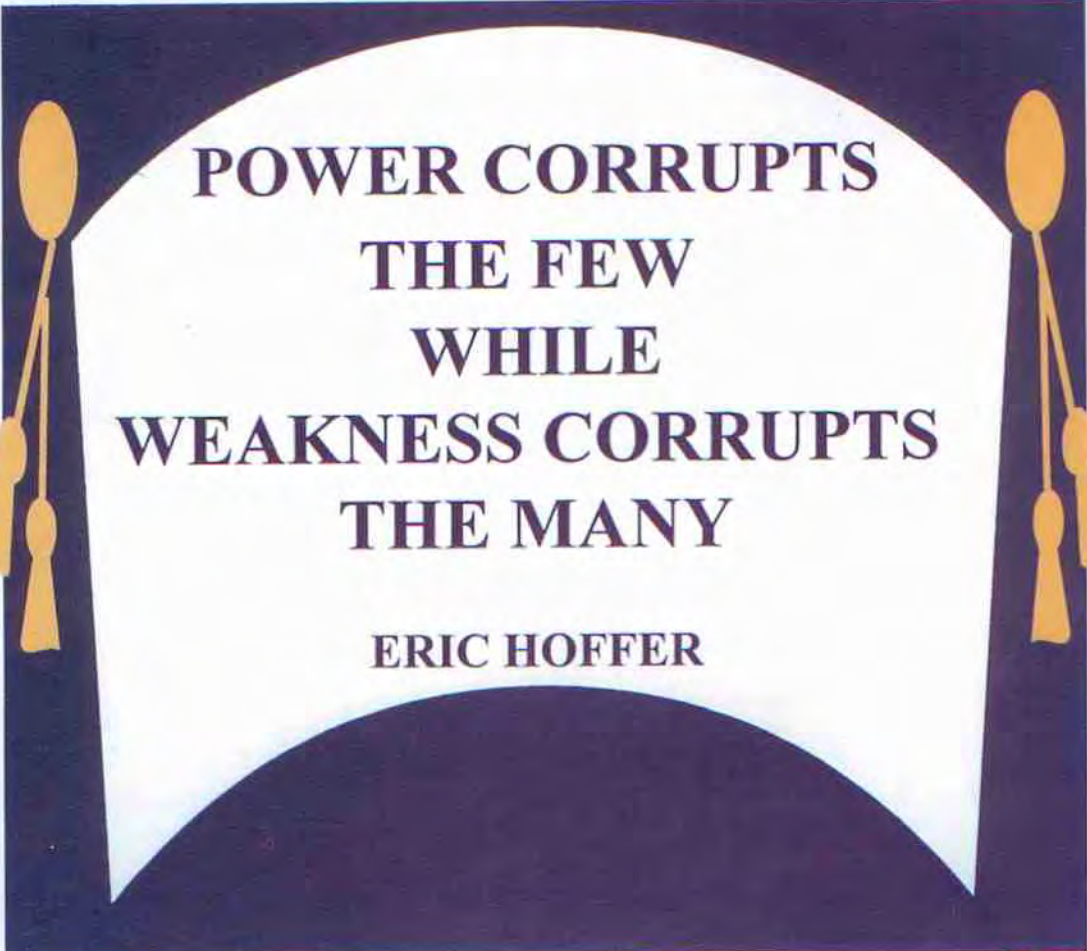
- **KARNATAKA RIGHT TO INFORMATION ACT**

Obligation of Public Authorities:- Every public authority shall :

a. Maintain all records in such manner and form as is consistent with its operational requirements duly catalogued and indexed;

b. Publish at such intervals as may be prescribed; The particulars of its organisation, functions and duties; The powers and duties of officers and employees and the procedure followed by them in the decision-making process; The norms set up by the public authority for the discharge of its functions; The details of facilities available to citizens for obtaining information; Publish all relevant facts concerning such of the important decisions and policies that affect the public as may be prescribed while announcing such decisions and policies;

c. Before sanctioning or initiating or causing to sanction or initiate any project scheme or activity as may be specified by the State Government, publish or communicate to the public generally or to the persons affected or likely to be affected by the project, scheme or activity in particular in such manner as may be prescribed, the facts available to it or to which it has reasonable access which in its opinion should be known to them in the best interests of maintenance of democratic principles;



**POWER CORRUPTS
THE FEW
WHILE
WEAKNESS CORRUPTS
THE MANY**

ERIC HOFFER

d. Publish such other information as may be prescribed.

Right to Information : -

Subject to the provisions of this Act every citizen shall have the right to information.

Procedure for supply of information:- (1) A person desirous to obtain information shall make an application to the competent authority in the prescribed manner, along with such fee, in such form and with such particulars, as may be prescribed;

Provided that the fee payable shall not exceed the actual cost of supplying information.

(2) On the receipt of an application requesting for information, the competent authority shall consider it and except for justifiable reasons, pass orders thereon either granting or refusing it, as soon as practicable and in any case within fifteen working days from the date of receipt of the application;

Provided that where the competent authority does not have the information, he shall within fifteen days from the date of receipt of application transfer the application to the officer or person with whom such information is available and inform the applicant accordingly and thereafter such officer or person to whom such application is transferred shall furnish information within fifteen working days from the date of receipt of the application from the competent authority.

(3) Where a request is rejected under sub-section (2), the competent authority shall communicate in writing to the person making the request;-

The reasons for such rejection; the period within which the appeal against such rejection may be preferred; the particulars of the appellate authority.

15. **Accountability is necessary for good governance. This is possible through transparency in operations. Transparency in government is possible if there is freedom of information and the citizens have access to information.** Recently in different parts of the country like Rajasthan, Maharashtra and elsewhere, leaders like **Anna Hazare** have taken up the issue of making information available to the public. The government also has been considering for some time the Freedom of Information Bill. The question is do we have to wait for the Freedom of Information Act to achieve greater accountability and transparency in administration?
16. In fact, there is no need to wait for the Freedom of Information Act. The situation today, as the Tamil proverb says, is like having butter in hand and looking for ghee. **In our system there are sufficient opportunities already available to make the administration more accountable by providing greater access to information.**
17. It is of course not necessary that an activist should wait for an Act to be passed. One can use an instrument like the Central Vigilance Commission, so far as the Government of India is concerned, to get the relevant information.
18. **The Central Vigilance Commission is going to be made into a statutory authority based on the Supreme Court judgement in the Vineet Narain Case popularly known as the Hawala Case.** The CVC Bill is before the Parliament. Even before the bill is passed, because of Para 56 of the



**You Shall Not Take Bribe
For A Bribe
Blinds The Eyes of The Wise
And Subverts The
Cause Of The Righteous**

Bible

Supreme Court judgement, the judgement itself has the force of law under Article 141 of the Constitution. One of the powers given to the CVC even under the Department of Personnel's notification of 4.4.99, under which the CVC is functioning now, is exercising superintendence over the vigilance administration of Government of India organisations. **The power of superintendence means that CVC can give directives which are expected to be complied with by the organisations within the purview of the CVC.**

19. **If, in any organisation there are practices, which lead to corruption by denying to the public access to information, the CVC can issue a directive.** In fact, on 18.11.98 the CVC has issued a directive as follows.

*One major source of corruption arises because of lack of transparency. There is a scope for patronage and corruption especially in matters relating to tenders, cases where exercise of discretion relating to out of turn conferment of facilities/ privileges etc. Each Organisation may identify such items which provide scope for corruption and where greater transparency would be useful. There is a necessity to maintain secrecy in matters where discretion has to be exercised. But once the discretion has been exercised or as in matters of tenders, once the tender has been finalised, there is no need for the secrecy. **A practice, therefore, must be adopted with immediate effect by all organisations within the purview of the CVC that they will publish on the notice board and in the organisation's regular publication the details of all such cases regarding tenders or out of turn allotments or discretion exercised in favour of an employee/party.** The very process of publication of this information will provide an automatic check for corruption- induced decisions or undue favours which go against the principles of healthy vigilance administration.*

20. The CII and ASSOCHAM have responded positively to the call of the CVC that **one method of checking corruption is to control the supply side of corruption.** In its letter to the CVC, the President of CII has brought out the following points:

I am writing to you in regard to your appeal to play an active role in dealing with the issue of corruption. I do so after consultations within CII at the National and Regional levels. We propose to communicate your appeal to all 4000 member companies of CII and to all 100 affiliated associations and their member companies.

*I am pleased to bring to your notice that several companies have confirmed to CII that they do not "pay" irrespective of the pressures and implications. However many corporates do face ground-level problems, harassment and delays. There are enormous difficulties on account of laws and rules which are complex and which provide opportunities to create difficulties. The SSI sector is a major sufferer. **This raises two issues:***

- a) **Simplification of laws and rules***
- b) **Need for accountability of the administration, and of individual officials***

We need to set up an institutional mechanism to deal with these issues and we wish to be proactive, to work with you jointly and to work on a sustained basis.

GIVE YOUR CHILD THE RIGHT DIRECTION



21. It must be possible for the CII and CVC to look into areas where there is lack of transparency leading to corruption and take up the matter with the concerned departments so that there could be greater access to information and through access to information, greater check on corruption.
22. More than 45 departments of the government of India some time back started the practice of putting information kiosks in their offices. It is feared that most of them contain what has been called cynically as government junk like the annual reports and other reports which generally people do not read. What is needed is to provide in these kiosks information which the public needs and which is important for those who have to interact with that organisation. **It is possible for the non-government organisations and enlightened citizens to take up with the concerned departments the question of providing such information as is needed for greater transparency and checking of corruption in those departments.**
23. A further option is available through the judiciary. If there are blatant cases where the lack of access to information leads to corrupt practices, **the courts can issue an order and bring in greater transparency in the system.** The problem is that it may take a long time before the courts dispose off the case, but that option is still available.
24. Being a democracy, we have Parliament and State Legislatures where questions can be asked. Government is bound to provide information based on codes of parliamentary practice.
25. **31st October is the birthday of Sardar Vallabhbhai Patel. The CVC observes every year the week beginning from 31st October as the Vigilance Awareness Week.** Citizens and non-government organisations can also observe the Vigilance Awareness Week. **In order to spread the message, apart from lectures, debates, seminar etc., there could be competitions also. All this can be done in an innovative manner.** Smt. Jija Madhavan H. Singh, I.P.S., the **Chief Vigilance Officer of Airports Authority of India, New Delhi**, for example, can be contacted to get material about how imaginatively the message of anti-corruption could be spread. Telephone : 011-4693962/5652369, Fax : 011-4611069, E-mail : aaicvo@vsnl.com; Website : www.mit.gov.in/aaicvo.

• STUDIES ON CORRUPTION

26. **Another method by which sensitivity about corruption can be enhanced and spread is to make studies about the extent of corruption in different organisations and document them.** The **Public Affairs Centre in Bangalore** has been able to bring out "report card" on urban administration and document the corruption in offices like the Bangalore Municipal Corporation. The methodology adopted by the PAC is as follows:

A "report card" on urban public services is an innovative way to gather systematic feedback from citizens on the performance of a city's service providers. Such a report card on services was prepared in Bangalore, India, in 1993 through a civil society initiative and was used by local civic groups to dialogue with their monopolistic service providers and nudge them to be more responsive to the needs of their customers.

The Bangalore experiment had separate surveys for general households (the middle-class) and slum dwellers (low-income households). Both surveys confirmed the high degree of public dissatisfaction with the city's services. Even the better-rated service providers did not get more than a 25 per cent satisfaction rating. The worst rated Bangalore Development Authority received

**THE CORRUPT
HAVE MANY
MASTERS**

**THE HONEST
SERVE NONE**

a mere one per cent rating. (But it got the highest rating for corruption.) The quantification of ratings and their dimensions received much media and public attention. The report card findings were also discussed in several public forums in the city.

The report card was sent to the heads of all the agencies involved and its findings were widely disseminated through the city's media. Local resources were mobilized to finance these activities. The objective of the experiment was not merely to create public interest and awareness, but also to get the service providers to wake up and respond positively to citizen feedback. Given their large and slow bureaucracies, it was not surprising that these public agencies took some time to respond.

The first to respond was the worst rated agency, the Bangalore Development Authority (BDA), which reviewed its internal systems for service delivery, introduced training for its lower level staff and strengthened its service function to some extent. The Bangalore Municipal Corporation joined hands with BDA to create a joint forum of non-governmental organizations (NGOs) and public agencies to deal with the key problems of concern to the people and initiated experiments in areas of public concern such as waste management. More recently, the Karnataka Electricity Board has formalised periodic dialogues with residents' associations to improve its services in the city. Several agencies have strengthened their grievance redressal systems. Of the eight agencies covered by the report card, however, four remained indifferent. But the major service providers that mattered most to the people did respond.

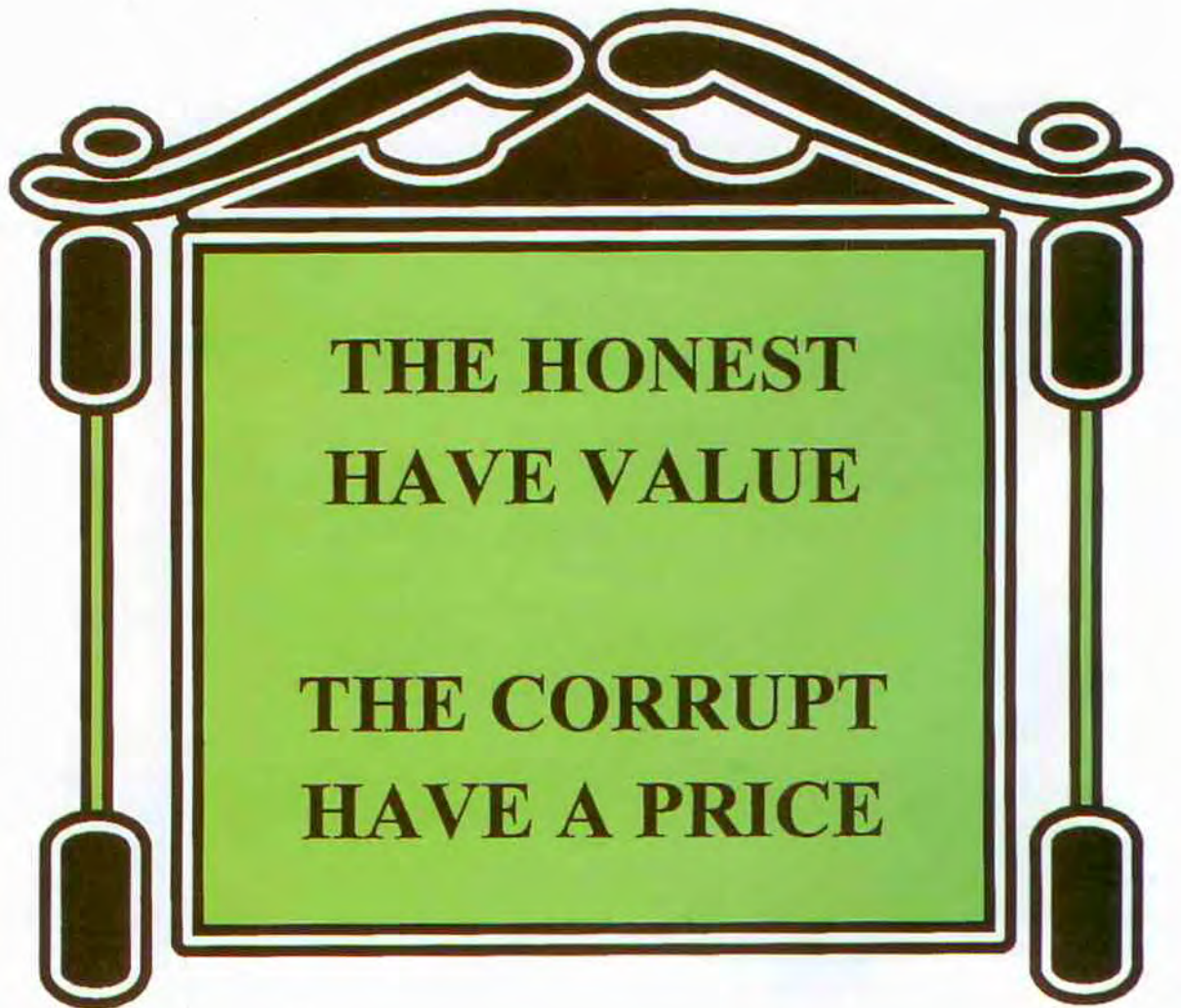
27. **The documentation and ranking of the corruption perception index of the government organisations can be one activity that can be undertaken by NGOs or even an individual if he has the resources. The methodology of Transparency International for bringing out the Corruption Perception Index (CPI) may be seen at Annexure 2. This can be adopted *mutatis mutandis* for the local CPI studies.**
28. **The Centre for Media Studies conducted a corruption perception study in 2000 on the occasion of the first Vigilance Awareness Week. Extracts from their Report may be seen in Annexure 3. The Report highlights the fact that only 20% of the people who paid bribes made complaints. This shows the tolerance of corruption in our citizens.**
29. **The advantages of publishing the corruption perception index are many. First of all, they provide an informed basis for a debate about corruption. Secondly, they can shame some of the honest officers in the organisations, which are perceived to be the most corrupt, to spur themselves and ensure that, at least, in the next report the position of their organisations improves. Once CPI studies are taken up, it is desirable that they are published regularly every year so that they become a reference point for sensitising the public about the corruption in the various organisations. As mentioned earlier, they can also act as a catalyst for motivating the honest people in the corrupt departments to assert themselves and check corruption.**
30. **Mao Tse Tung said that a banquet could be eaten only mouthful-by-mouthful. It is only necessary that enlightened citizens realise this principle and then start nibbling at the opportunities that already exist in our system to bring in greater transparency and accountability in administration. The watchword must be: Act, do not wait for the Act.**

**The Litmus Test Of
Honesty Is Whether
You Can Resist
Temptation When
Everything Is At Stake**

CHAPTER 5

STEP 3: USING CVC AND OTHER ANTI-CORRUPTION AGENCIES

1. The first problem which any citizen who wants to fight corruption will face is what action to take when a bribe is demanded of him or when he comes across an act of bribery. So far as the Government of India organisations are concerned, the Central Vigilance Commission has given directive that there must be a board displayed in every office indicating that bribe should not be paid and **if any complaint of bribe is to be made, they can contact the Chief Vigilance Officers. A list of the Chief Vigilance Officers may be seen in Annexure 7. So far as the State Governments are concerned, there are Anti-corruption Bureaux, Lok Ayuktas and Vigilance Commissioners. The addresses and details regarding these are given in Annexure 4.** These agencies may also be contacted. Another agency of the Government of India is the **Central Bureau of Investigation. Details of the CBI offices also may be seen in Annexure 7.** They may also be contacted.
2. **Any demand or acceptance of illicit gratification could be promptly reported to the concerned authority — CBI in case of Central Govt. officials and State Anti-Corruption Bureaux in case of State Govt. officials** either verbally or in writing, in the form of a complaint, with a request to take legal action against the said public servants by laying a trap to apprehend him red-handed while demanding and accepting the bribe amount. The amount of bribe demanded has also to be arranged/provided by the complainant, as the enforcement agencies providing the same has been adversely commented upon by the courts. This amount is returned to the complainant after the trial is over. Subsequently, after the trap is over, the complainant is required to give evidence in court during the trial to prove the genuineness of the complaint and the part played by him in the case. This much effort by a member of the public can enable CBI/State Anti Corruption Bureaux to lay a trap and apprehend a public servant demanding and accepting illegal gratification.
3. **Members of the public can also report about the activities of public servants who are found to be living beyond their means, as such public servants would have acquired assets which are disproportionate to their known sources of income.** However, while providing information in this regard, specific details of properties held by the public servant, either in his own name or in the name of his dependent family members, etc. would have to be furnished. These would be addresses of the houses/flats, numbers of the vehicles, bank accounts, details of shares/LIC policies/NSCs/FDRs/Securities and other house- hold assets viz. costly furniture, TV sets, computers, fridge and other electronic items etc. In addition, specific details of number of children, schools where they are studying, house rent paid, family background, ancestral properties etc. should also be provided, as far as possible, to enable quick verification of the information. **The identity of the complainant can be kept secret, if desired, as the agency can treat the information as source information and proceed further with it.**
 - **ROLE OF CVC**
4. The CVC is the organisation set up for checking corruption in the GOI organisations The



functions of the CVC are as follows:

- (i) *To inquire or cause an inquiry or investigation to be made on a reference made by the central Government wherein it is alleged that a public servant being an employee of the Central Government or a corporation, established by or under any Central Act, Government company, society and any local authority owned or controlled by that Government, has committed an Offence under the Prevention of Corruption Act- 1988.*
 - (ii) *To cause an inquiry or investigation to be made into any complaint against any official belonging to the, following category of officials, namely:-*
 - (a) *Group 'A' Officers of the Central Government;*
 - (b) *such level of officers of the Corporations established by or under any Central Act, Government companies, societies and other local authorities, owned or controlled by the Central Government, as that Government may, by notification in the Official Gazette, specify in this behalf, wherein it is alleged that such official has committed an offence under the Prevention of Corruption Act, 1988;*
 - (iii) *review the progress of applications pending with the competent authorities for sanction of prosecution under the Prevention of Corruption Act 1988;*
 - (iv) *tender advice to the Central Government, corporations established by or under any Central Act, Government companies, societies and local authorities owned or controlled by the Central Government on such matters as may be referred to it by that Government, said Government companies, societies and local authorities owned or controlled by the Central Government or otherwise;*
 - (v) *exercise superintendence over the vigilance administration of the various Ministries of the Central Government or corporations established by or under any Central Act, Government companies, societies and local authorities owned or controlled by that Government.*
5. While the jurisdiction of the Central Vigilance Commission is restricted to that of the organisations within the Government of India, **in every State there are anti-corruption agencies. A list of these agencies may be seen in Annexure 4.**
 6. Generally, an entrepreneur or a citizen may come across cases of corruption even when he is trying to follow his profession or running an enterprise. In such cases, going to courts of law may be expensive. **Legal aid societies are available which can be useful in ensuring that a person gets what he is entitled to legally and also tackle corruption.**
 7. Thanks to the spread of information technology, **many of the organizations which are designed to fight corruption or ensure that the citizen gets his rights are also accessible through the websites.**
 8. The citizen can use these organisations as synergetic partners in the fight against corruption. The **Benami Black Money Scheme** (see Annexure 6) is an example of such synergetic partnership. **Networking with all other organisations fighting corruption can be another effective method** The Council for Clean India (CFCI) is an example of this type of networking initiated by the CVC. Apart from individual cases, **the measures that could be taken by non-government organisations are indicated in Chapter 6.**

**THE CORRUPT
HAVE WEALTH**

**THE HONEST
HAVE WORTH**

CHAPTER 6

OTHER STEPS

- **CFCI AS A VIRTUAL NETWORK:**

1. The CFCI will be a virtual organisation. There is no intention of making it into a registered body or a corporate body. Instead, in the website of the CVC the names of all the participants of CFCI will be included. As fresh individuals or organisations want to join, after verifying their background, their names will be added to the CFCI.
2. The **CVC website <http://cvc.nic.in>** will contain all information about the various techniques adopted to fight corruption and cases of success so that this, in turn, can inspire others.
3. The **basic objective of CFCI is to provide a forum where those who want to fight corruption either as individuals or as a NGO can come together and synergise their activities** not only among themselves, but also with formal anti-corruption bodies like the Central Vigilance Commission, Vigilance Commissioners/Lok Ayuktas in the States, Central Bureau of Investigation etc. In short, **CFCI is a forum linking the anti-corruption forces and organisations in the government and the civil society.**
4. The CFCI is not a formally registered society, company or corporation. It is a virtual organization. Information about the CFCI is published in the website of the CVC at <http://cvc.nic.in>. Correspondence with CVC can be made at the following e-mail and snail mail addresses:

e-mail: nvittal@alpha.nic.in, vigilance@hub.nic.in
Central Vigilance Commission
Satarkta Bhavan,
GPO Complex, INA,
New Delhi - 110023

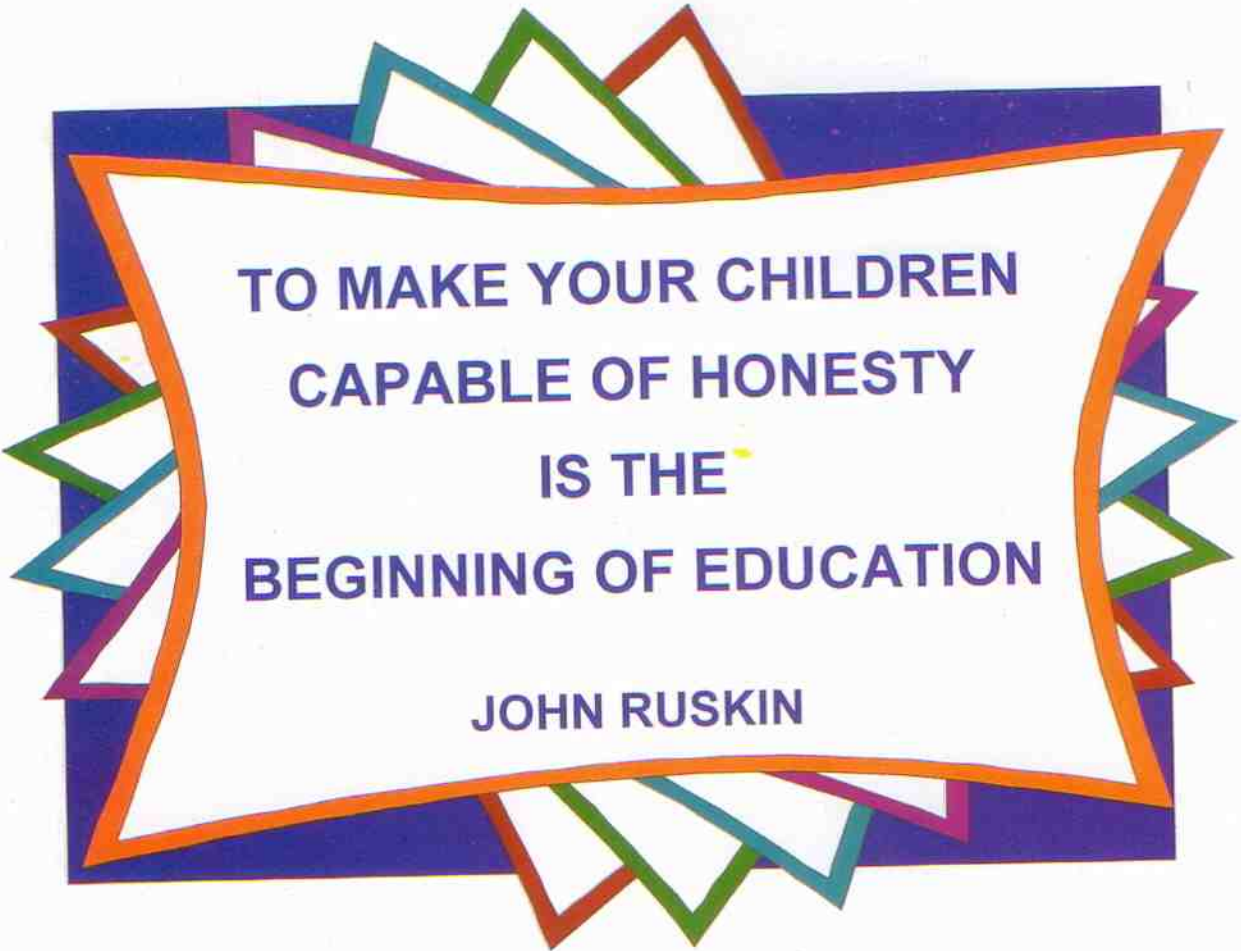
5. If you would like to synergise your activity with the CFCI, you may give details about yourself and your success in the fight against corruption, if any, so that this can also be included in the CFCI section in the CVC website.

- **VIGILANCE COUNCILS:**

In Maharashtra vigilance cells have been formed in many major towns by bringing together the vulnerable and interested groups, first to comply with the requirements of the law and then take up the problems with the officers concerned. The vigilance council as a group provides a safety cover to the individuals. **Individuals may not be able to take on the corrupt elements in a department but vigilance cells, which represent groups, can be effective.**

- **CITIZENS' CHARTER:**

More than 45 organisations and departments of the Govt. of India have published Citizen's



**TO MAKE YOUR CHILDREN
CAPABLE OF HONESTY
IS THE
BEGINNING OF EDUCATION**

JOHN RUSKIN

Charters which explain what services these departments are going to provide for the citizens. The Citizens' Charters should also have a provision for compensation to the citizen in case the departments fail to perform. This has been provided for in Britain and has been successful. The existing charters can be examined and a campaign can be launched to include a compensation clause. In the Citizens' Charter of services published by government organisations there should also be specific provisions to help the citizens in getting their due in the form of services to which they are entitled. **If the services are not being rendered properly or if a citizen has a complaint, there must be detailed information included in the charter about which officer or office the citizen can approach for getting a proper redressal.**

- **USING THE PROVISIONS OF IPC TO MAKE PUBLIC SERVANTS PERFORM DUTIES:**

1. **The Indian Penal Code also has provisions for forcing public servants to do their duty.** These provisions had been utilised by one Lt. Governor of Delhi. The provisions in the Indian Penal Code are:

166. Public servant disobeying law, with intent to cause injury to any person – Whoever being a public servant, knowingly disobeys any direction of the law as to the way in which he is to conduct himself as such public servant, intending to cause, or knowing it to be likely that he will, by such disobedience cause injury to any person, shall be punished with simple imprisonment for a term which may extend to one year, or with fine, or both.

167. Public servant framing an incorrect document with intent to cause injury – Whoever, being a public servant, and being, as such public servant charged with the preparation or translation of any document, frames or translates that document in a manner which he knows or believes to be incorrect, intending thereby to cause or knowing it likely that he may thereby cause injury to any person, shall be punished with imprisonment of either description for a term which may extend to three years, or with fine, or with both.

2. **Heads of organisations can be persuaded to make comprehensive use of these punitive measures.**

- **CHANGING THE MIND-SET:**

Changing the corruption mind-set of people in general and public servants in particular is very necessary to fight corruption. It was suggested in the CFCI meeting held on 2.7.2001 that **ethics should form part of the education system and children in the schools should be mobilised to create a social climate of making corruption unacceptable and casting a social stigma on those who are corrupt.** The environmentalists have been able to persuade children to see that crackers which cause noise pollution are avoided on Deepavali. **The use of media for mobilising the people against corruption can also be part of this effort.**

- **USE OF INFORMATION TECHNOLOGY**

An NGO of Mumbai, has devised a unique system for citizens **to ensure redressal of citizens' grievances through an Online Complaint Registration System.** The complaint is sent to the concerned authority and the NGO. Both the NGO and the Municipal authorities hold meetings regarding the backlog. All

*Teach Your Family To Lead A Useful
And Happy Life Rather Than A
Materialistic Life*



applications and forms required for work with the Municipal Authorities are also being made available online. In order to facilitate the operation of this system a Memorandum of Understanding has been signed between the Greater Mumbai Municipal Corporation and the NGO. NGOs in other cities could explore the possibility of adopting or adapting this system.

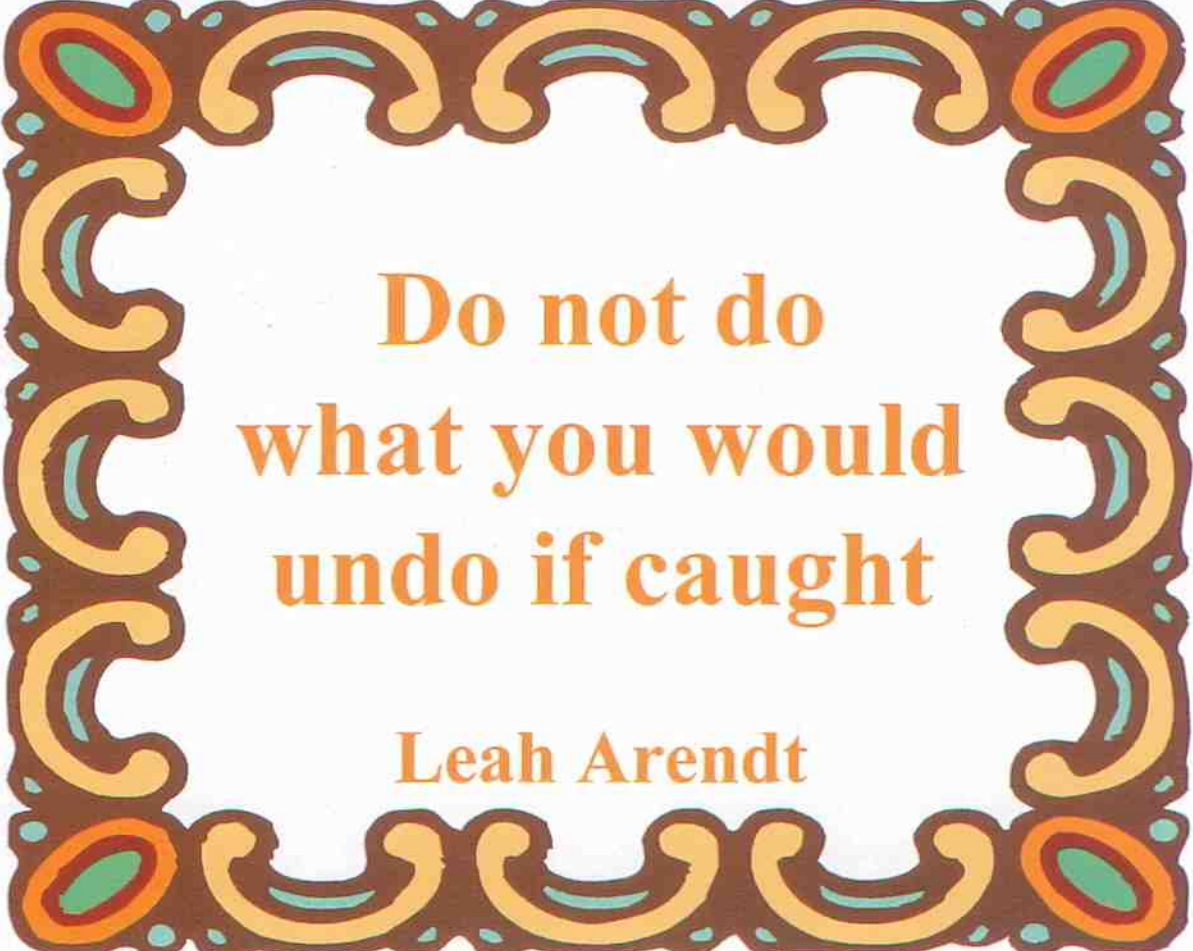
The CVC also can be used as an effective instrument by the citizens for fighting corruption so far as organisations of the Govt. of India are concerned.

• **CORRUPTION PERCEPTION INDEX STUDIES**

1. **Robert McNamara** pointed out in the Global Forum-II held from 28th to 31st May 2001 at The Hague, Netherlands that **if any problem has to be tackled, it has to be first measured** and then studied. The **Corruption Perception Index published annually by the Transparency International**, the Berlin based NGO has significantly contributed in focussing attention on the issue of corruption from a pragmatic point of view.
2. **All NGOs connected with fighting corruption can undertake, to the extent of their resources, the publication of annual, if not more frequently, periodic reports about corruption perception index.** The more such data is published throughout the country, the more we would have built a tangible database which could be the basis for serious discussion and evolution of policy options.
3. The Corruption Perception Index can be published annually covering -
 - a) All the Government of India ministries / departments / organisations / public sector enterprises and banks .
 - b) Organisations / public sector enterprises belonging to the State Governments and Union Territories.
 - c) Corruption Perception Index ranking of State Governments / Union Territories
 - d) Corruption Perception Index of organisations located in a particular district or a city on the model of the report card brought out by the Public Affairs Centre at Bangalore by Dr. Samuel Paul. (Please also refer to Chapter- 4 - Spreading Awareness)

• **SENSITISATION OF THE PUBLIC ABOUT CORRUPTION**

While general sensitisation about the dangers of corruption is possible through nation- wide observation of Vigilance Awareness Week from 31st October every year, which is the birthday of Sardar Patel, **there could be special studies made to educate the public about the damaging impact of corruption.** The **Vigilance wing of several PSUs like AAI**, for example, has come out with **imaginative displays**, by way of slogans, cartoons, poems, skits etc. to bring out the harmful effects of corruption and spread vigilance awareness. Some of these are included in this Guide. In practically every election, corrupt politicians get re-elected because the voter considers every politician to be corrupt and this factor is discounted. Corruption may not figure as an issue in many elections. Issues like



**Do not do
what you would
undo if caught**

Leah Arendt

availability of drinking water or employment or rise in prices may figure as prominent issues. **If there could be continuous education through objective studies showing how corruption is at the root of all other issues** which generally figure in elections, perhaps, in course of time, the voters can be educated. This task may be undertaken by NGOs. On the module of the Corruption Perception Index a database on such lines can be also built up.

- **SIMPLIFICATION OF RULES AND PROCEDURES AND ELIMINATION OF INSPECTOR- RAJ**

1. **Simplification of rules and procedures can be recommended so that the scope for corruption is reduced.** There are specific success cases which can be replicated nation-wide. For example, the Bangalore Municipal Corporation came up with the **self-assessment of property tax** recently. Perhaps, every other city can also follow a similar model so far as property assessment is concerned and thereby the scope for corruption could be reduced.
2. A study has shown how the five lakh vendors and cycle rickshaw pullers pay a bribe of Rs. 40 to 50 crores per month to various authorities including the police and the municipal authorities because of the licensing regime. The CVC has taken up the matter with the Chief Minister of Delhi, Union Urban Development Minister as well as the Chief Secretary of Delhi, Municipal Commissioner, MCD and Chairman, NDMC. **Studies like that done by NGOs can be undertaken and systematic campaigns can be launched in different states and especially, cities to eliminate the permit-licence raj. What is needed is to highlight how a licensing system leads to massive corruption in which the sufferers are the urban poor.**

- **APPLICATION OF INFORMATION TECHNOLOGY**

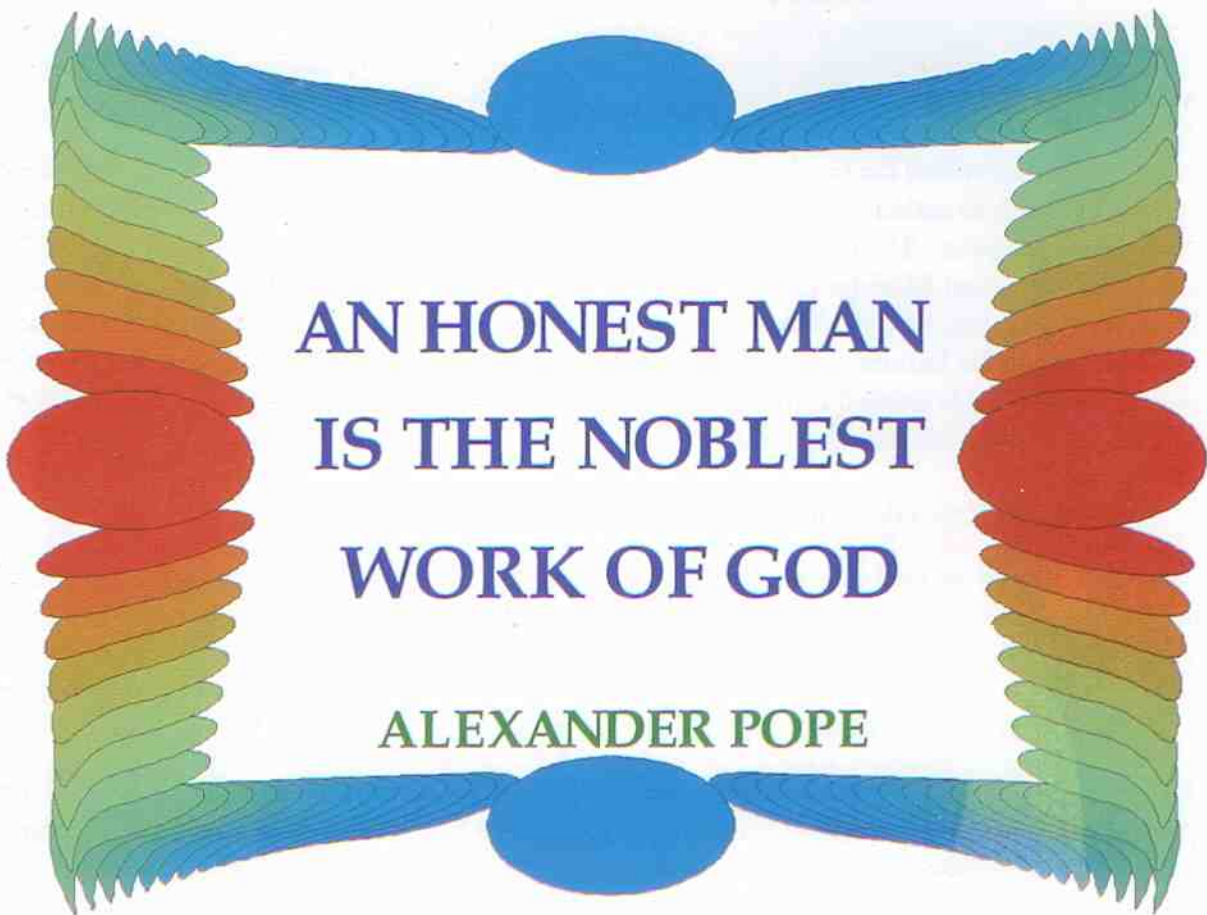
Transparency and accessibility of information is one of the best antidotes for corruption. **It should be possible for the NGOs to organise information kiosks** and take up the issue of publicising sensitive information to check corruption at different levels.

- **TRAPPING OF CORRUPT PUBLIC SERVANTS**

The CVC, so far as its jurisdiction is concerned, has issued an order on 1st December 1999 about trapping of corrupt public servants (Annexure 5). The NGOs can help in trapping of corrupt public servants so far as the organisations under the jurisdiction of CVC are concerned. If the Vigilance Commissioners also follow a similar strategy, such practices can be adopted in the State Governments also.

- **BENAMI BLACK MONEY SCHEME**

All citizens can participate in the Benami Black Money Scheme of CVC dated 12th July 2000 which may be seen in Annexure-6.



**AN HONEST MAN
IS THE NOBLEST
WORK OF GOD**

ALEXANDER POPE

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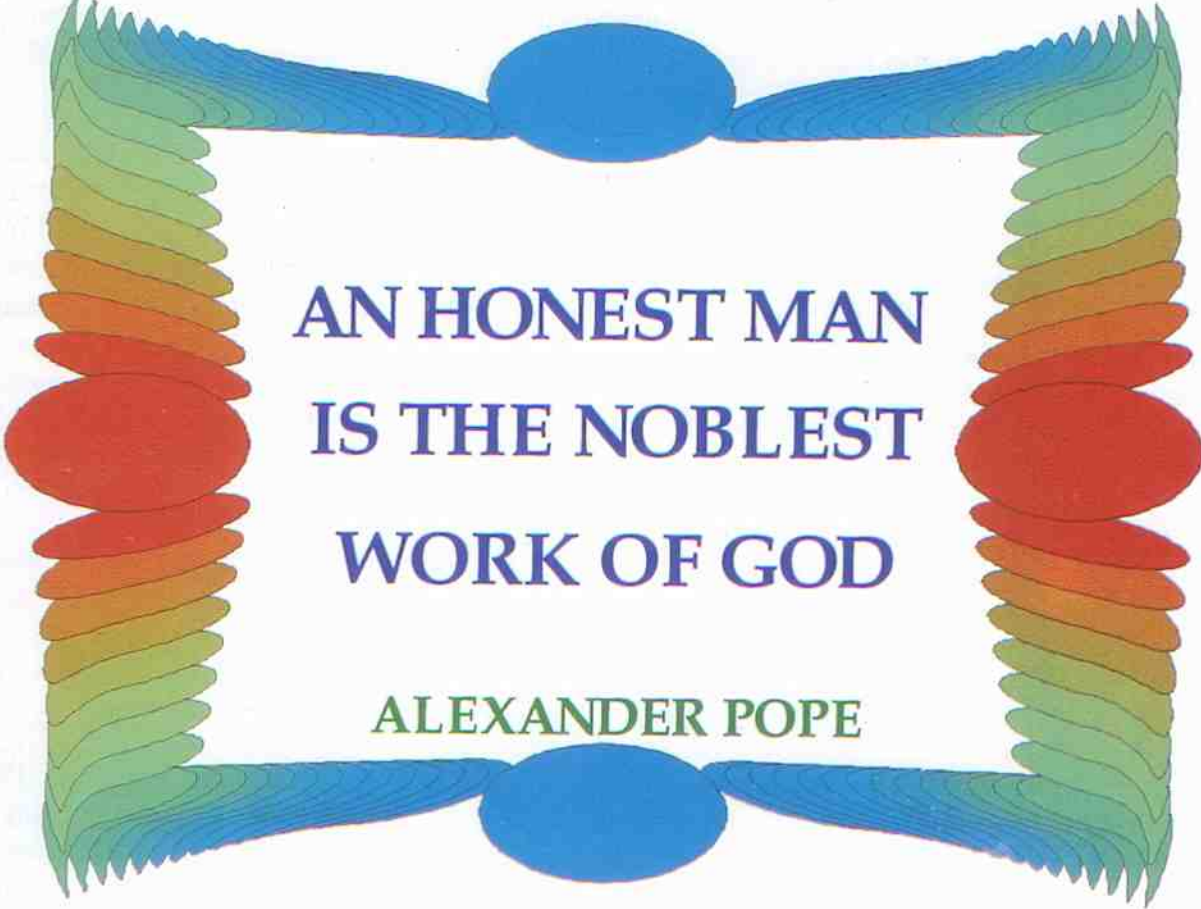
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CHAPTER 7

STRATEGY TO FIGHT CORRUPTION

As many other developing countries, our country is corrupt and corruption flourishes because there are people in power who benefit from the present system. Unfortunately, those who benefit from the power are also those who have to initiate the change to check corruption. Under these circumstances **citizens and their organisations (NGO) can get change initiated only by adopting the following elements of strategy:**

JUDICIARY:

Judicial activism has been responsible for bringing about some of the well - needed changes. The role played by the judiciary, for example, in ensuring that the environmental pollution in Delhi is reduced is a case in point. The empowering of the CVC as a more effective agency to fight corruption and particularly, ensure the autonomy of the CBI and Enforcement Directorate is another example of the role of the judiciary. **The Public Interest Litigation is a route that can be used to approach the courts and thereby make the administration change policies or initiate action to check corruption.**

AGENCIES LIKE CVC, VIGILANCE COMMISSION ETC.:

Agencies specially designed for fighting corruption like the CVC, Vigilance Commissions, Lok Ayuktas etc. may also be approached by citizens so that they, in turn, can take action not only in individual cases of corruption but also to bring system changes so far as their jurisdiction is concerned **A list of such agencies may be seen in Annexures 4 and 7.**

SHAPING PUBLIC OPINION:

In a democracy, the political leaders have to respect public opinion. Shaping of public opinion is, therefore, very essential. **In shaping public opinion the electronic and print media can be effectively used.** For the media to be used, what is needed is access to information. Therefore, **freedom of information or access to information** becomes important. The imaginative way of packaging the message can be very useful in this context.

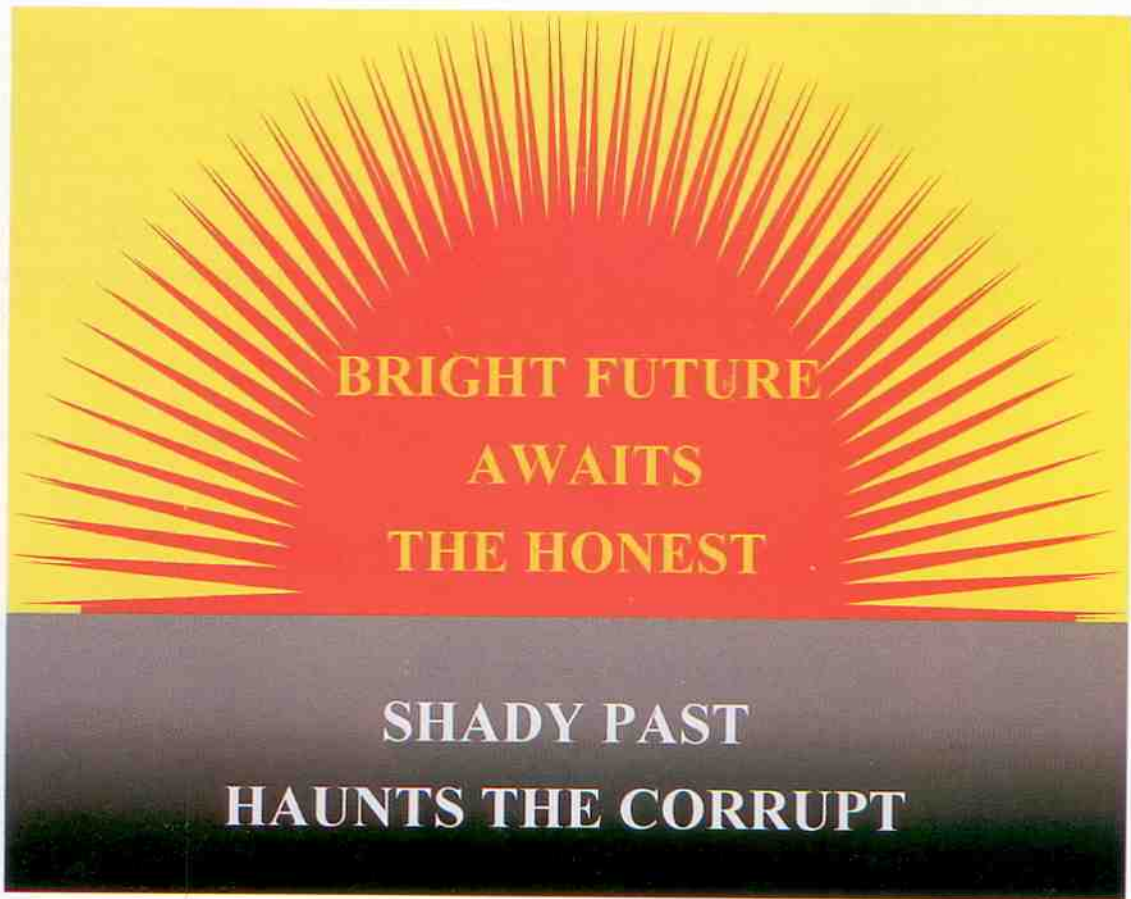
ACTIVISM BY NGOS:

NGOs many a time can play an active and direct role in taking up individual cases for fighting corruption or bringing about system changes.

Information regarding the individual NGOs and strategies adopted by them and details about anti- corruption activities by various groups in the countries can be accessed at the CVC web-site <http://cvc.nic.in> where in the section *Council For Clean India* all relevant information will be found.

NETWORKING:

Networking among the anti -corruption forces is necessary if the anti corruption activities have to scaled up. In this **CFCI**, which is a virtual organisation, can be used as a forum for interaction and networking.



**BRIGHT FUTURE
AWAITS
THE HONEST**

**SHADY PAST
HAUNTS THE CORRUPT**

CHAPTER 8

CONCLUSION

1. Fighting corruption is the national duty of every patriotic Indian. **If five crore corrupt elements are ruining the country the remaining 95 crores who are the victims of corruption or are silent witnesses** to the pervasive corruption scene are failing in their duty. This Guide has been drafted with a view to place ready information in the hands of every patriotic Indian who would like to take some action to check corruption in our country and make India realise its full potential as a nation. **If we want India to become an economic and military super power and create an India in which every citizen will be able to enjoy his rights and a better quality of life, fighting corruption is the most important need.** It is the responsibility of every Indian citizen to respond to this need and see what can be done at the individual and group levels for fighting corruption.
2. After all, as the Taitreya Upanishad says, let us come together, let us enjoy together, let our strengths come together, let there be the brightness of knowledge, let there be no poison of misunderstanding or hatred. That is the way we can fight corruption and ensure that India has a bright future.

Sahanavavatu sahanaubhunaktu sahaviryam kara va vahai

Tejasvinam aditamastu ma vid visha vahai, om shanti shanti shanti

**The Wealth Earned Through
Pious Means Flourishes**

**Those Who Earn Through
Dishonest Means Are Destroyed**

Atharva Veda

LIST OF MEMBERS OF COUNCIL FOR CLEAN INDIA

OFFICIALS

1. Vigilance Commissioner,
Govt. of Andhra Pradesh
O/o Director General (Vigilance
& Enforcement), General
Admn. Deptt., 'G' Block,
Secretariat, Hyderabad
2. Vigilance Commissioner,
Govt of Bihar,
Patna- 800 015
3. Vigilance Commissioner,
Govt. of Gujarat,
Old Vidhan Sabha Building,
Sector 17,
Gandhinagar- 382 017
4. Director/Vigilance,
Govt. of Haryana,
Sector-17, SCO-6-7,
Chandigarh
5. Vigilance Commissioner,
Govt. of Jammu & Kashmir
Srinagar
6. Director (Vigilance and Anti
Corruption),
Govt. of Kerala
Thiruvananthapuram
7. DG (Anti-Corruption Bureau),
Govt. of Maharashtra
Mumbai
8. Vigilance Commissioner,
Govt. of Manipur,
Imphal- 795 001
9. Chief Secretary/Vigilance
Commissioner,
Govt. of Meghalaya,
Main Secretariat Building,
Shillong- 793 001
10. Home Commissioner,
Govt of Nagaland,
Kohima- 797 001
11. Chief Secretary,
Govt. of Mizoram,
Aizwal- 796 001
12. Director(Vig),
Govt. of Sikkim,
Gangtok- 737 101
13. Vigilance Commissioner,
Govt of West Bengal,
Bikash Bhawan, Ist and 2nd
Floor, Salt Lake,
Kolkata- 700 091
14. Vigilance Commissioner,
Govt. of Tamilnadu,
Secretariat, Chennai-9
15. Principal Secretary,
Deptt. of Vigilance,
Govt. of Uttar Pradesh,
Sachivalaya, Lucknow- 226 001
16. Joint Commissioner of Police (Trg.),
Police Headquarters,
5th Floor, MSO Building,
New Delhi- 110 002
17. Banking Ombudsman(N),
Jeevan Bharati Building,
Connaught Circus,
New Delhi
18. Banking Ombudsman (N),
Sector 17, Central Vista,
Chandigarh
19. Banking Ombudsman,
IV floor, Rama Bagh Circle,
Jaipur
20. Banking Ombudsman(N),
C/o RBI,
M.G. Road, Kanpur
21. Banking Ombudsman,
C/o RBI,
PanBazar, Station Road,
Guwahati- 781 001
22. Banking Ombudsman (C),
C/o RBI, 4th Floor, Hoshangabad
Road, Bhopal
23. Banking Ombudsman(S),
C/o RBI,
Sailabad Road, Hyderabad
24. Banking Ombudsman,
C/o RBI, 4th floor, 10/3/8,
Nruupathunga Road,
Bangalore- 560 001
25. Banking Ombudsman,
RBI Building,
Bakery Junction,
Thiruvananthapuram - 695 033
26. Banking Ombudsman(E),
C/o RBI, Pandit
Jawaharlal Nehru Marg,
Bhubaneswar- 751 001
27. Banking Ombudsman (E),
C/o RBI,
15, Netaji Subhash Marg,
Kolkata- 700 001

- | | | |
|---|---|--|
| 28. Banking Ombudsman,
RBI Building, La-Gajjar
Chambers, IVth Floor
Ashram Road, Ahmedabad- 380 009 | 29. Banking Ombudsman,
C/o RBI, Worli,
Mumbai- 400 018 | 30. Banking Ombudsman,
11/11A, Sir Thiyagaraja
Road, T. Nagar, Chennai |
| 31. Insurance Ombudsman,
Universal Insurance Building,
2/2A, Asaf Ali Road,
New Delhi- 110 002 | 32. Insurance Ombudsman,
Chintel House,
16, Station Road,
Lucknow- 226 001 | 33. Insurance Ombudsman,
Fatima Akhtar Court,
IV Floor, Teynampet,
3/2, Anarkali
Chennai- 600 018 |
| 34. Insurance Ombudsman
Batra Building, 101-103
Shop-Office Complex
2 nd Floor, Sector 17D
Chandigarh- 160 017 | 35. Insurance Ombudsman
O/o Insurance Ombudsman
29, N.S. Road, 3 rd Floor,
Kolkata- 700 001 | 36. Insurance Ombudsman
VII Floor, 117, Zone-II
(Above D.M. Motor Pvt. Ltd.)
Maharana Pratap Nagar
Bhopal- 462 021 |
| 37. Insurance Ombudsman
I-D, Satalbad Lane,
Napean Sea Road,
Mumbai- 400 006 | 38. Director,
Central Bureau of
Investigation,
New Delhi | 39. Director,
Lal Bahadur Shastri National
Academy of Administration
Charlebille,
Mussoorie- 248 179 |
| 40. Director,
Sardar Vallabh Bhai Patel
National Police Academy,
Shivrampalli,
Hyderabad- 500 052 | 41. Director,
Indira Gandhi Forest Academy,
P.O. Forest,
Dehradun | 42. Chief Vigilance Officer,
Engineers India Ltd.,
1, Bhikaiji Cama Place,
R.K. Puram
New Delhi- 110 066 |

LOK AYUKTAS

- | | | |
|--|---|--|
| 1. Justice I.C. Bhatt,
Lokayukta,
Govt. of Gujarat,
Town Hall Annexe, Sector-17,
Gandhinagar | 2. Justice S.C. Verma,
Lokayukta,
Govt. of Uttar Pradesh,
14, Kalidas Marg,
Lucknow | 3. Justice S.A. Hakim,
Lokayakuta
Govt. of Karnataka
M.S. Building, Ambedkar
Vidhi, Bangalore- 560 001 |
| 4. Justice Faizenuddin,
Lokayukta,
Govt. of Madhya Pradesh,
Old Secretariat,
Bhopal | 5. Justice B.P. Tipnis,
Lokayukta,
Govt. of Maharashtra,
New Administrative Building,
Madam Cama Road,
Mumbai- 400 032 | 6. Justice Om Prakash,
Lokayukta,
Govt. of Himachal Pradesh,
Shimla- 171 002 |
| 7. Justice R.M. Aggarwal,
Lokayukta,
Govt. of NCT of Delhi,
G- Block, 1 st Floor, Vikas Bhawan,
New Delhi | | |

COMMERCE & INDUSTRY

1. FICCI,
Federation House,
Tansen Marg, New Delhi
2. ASSOCHAM,
47, Prithvi Raj Road,
New Delhi
3. Confederation of Indian
Industry,
23, Institutional Area,
Lodhi Road,
New Delhi- 110 003

NON-GOVERNMENT ORGANISATIONS

1. Common Cause,
Common Cause House,
5, Institutional Area,
Nelson Mandela Marg,
Vasant Kunj,
New Delhi- 110 070
2. Transparency International,
Lajpat Bhawan,
Lajpat Nagar,
New Delhi
3. Centre for Media Studies,
Saket, New Delhi
4. New World Centre New
India Movement,
280, Bank Enclave,
Laxmi Nagar,
Delhi-110 092
5. NILPA,
Drive-in-Road,
Ahmedabad-9
6. Rural Litigation and
Entitlement Kendra,
P.O. Box 10, 21,
East Canal Road,
Dehradun- 248 001
7. "Manunshi",
C-174, Lajpat Nagar-I,
New Delhi- 110 024
8. Lokhit,
Amber, 4th Perry Cross Road,
Bandra (W),
Mumbai- 400 050
9. Parivartan,
5B, Navkala Apartment,
14, I.P. Extension, New Delhi
10. Lok Satta,
404, Nirmal Towers,
Dwarkapuri Colony,
Punjagutta, Hyderabad
11. Exnora International,
42, Cariappa Road,
T. Nagar,
Chennai- 600 017
12. The Catalyst Trust,
H-1/8, TNHB Complex,
Thiruvannamipur,
Chennai- 600 041
13. Indian Merchant Chamber,
IMC Marg,
Churchgate,
Mumbai- 400 020
14. VOICE,
F-71, Lajpat Nagar-II,
New Delhi- 110 024
15. Consumer Education
Research Centre,
Suraksha Sankool, Thaltej,
Ahmedabad - Gandhinagar
Highway,
Ahmedabad- 380 052
16. Self Employed Womens'
Association (SEWA),
Opp. Victoria Garden,
Bhadra,
Ahmedabad- 380 001
17. Public Affair Centre,
578, 16-B Main,
3rd Cross, 3rd Block,
Koramangala,
Bangalore- 560 034
18. Citizen Voluntary Movement,
3, Dada Kondnath Society,
(Near Narayana Nagar Bus
Terminal) Paladi,
Ahmednagar- 380 007
19. Smt. Aruna Roy,
Mazdoor Kisan Shakti
Sangathan,
Devi Dungri Village,
P.O. Barar, Distt. Rajasamand,
Rajasthan- 313 341

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Shri K. Ramalingam	Member (Planning)	4628818, 5652771	4610847
Smt. Jija M.H. Singh	Chief Vigilance Officer	4693962, 5652369	4611069

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Sudhir Kumar
Airport Director
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TRANSPARENCY INTERNATIONAL

Background Paper to the 2000

Corruption Perceptions Index

FRAMEWORK DOCUMENT

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September 2000

1. THE METHODOLOGY

Transparency International's Corruption Perceptions Index (CPI) has assumed a central place in debates about corruption. It is used by economists, academics, business people and journalists. As in previous years, we therefore provide this framework document which provides an in-depth explanation of the methodology. This document complements the press materials and another background paper explaining the precision of the results.

The goal of the CPI is to provide data on extensive perceptions of corruption within countries. This is a means of enhancing understanding of levels of corruption from one country to another. It does not attempt to assess the degree of corruption practiced by nationals outside their own countries. This is a separate phenomenon and a separate instrument, the Bribe Payers Propensity Index (BPI), was published last year for the first time.

In an area as complex and controversial as corruption, no single source or polling method has yet been developed that combines a perfect sampling frame, large enough country coverage, and a fully convincing methodology to produce comparative assessments. This is why the CPI has adopted the approach of a composite index. It consists of credible sources using different sampling frames and various methodologies and is the most statistically robust means of measuring perceptions of corruption.

Objective versus subjective data

Unbiased, hard data is difficult to obtain and usually raises difficult questions with respect to validity. One such set of data has been assembled by the Crime Prevention and Criminal Justice Division of the United Nations Office at Vienna, [United Nations 1999]. This is a survey of national agencies in a large variety of countries called the United Nations Survey of Crime Trends and Operations of Criminal Justice Systems. The major goal of this investigation has been to collect cross-nationally comparative data on the incidence of reported crime and the operations of criminal justice systems. The questionnaire consists of a series of questions which ask for data, primarily statistical, on the main components of the criminal justice system. The latest version of this survey relates to the years 1990 to 1994. All national data are derived from the official national criminal statistics. However, the precise legal definition of bribery and corruption can be different in each national context, the differences drawn between bribery,

embezzlement and fraud may be troublesome and the statistical methodology of counting and aggregating used in each national agency can differ considerably from that used elsewhere. Apart from this, countries such as Singapore and Hong Kong have extremely high per capital conviction rates for bribery. This lends itself to the conclusion that the data are to a large extent determined by the effectiveness and capacity of a country's judiciary in prosecuting corruption. High levels in this case indicate the success of anti-corruption initiatives rather than high levels of actual corruption. As such problems commonly arise with objective data, international surveys on perceptions serve as the most credible means of compiling a ranking of nations.

Sources in 2000

Prior to selecting sources guidelines have been set up which organize the underlying decision making process. These include the actual criteria that a source needs to meet in order to qualify for inclusion as well as organizational guidelines on how the final decision is reached with the help of the Transparency International Steering Committee. This process aimed at making the final decision as transparent and robust as possible. As a result of this it was decided that the 2000 CPI includes data from the following sources:

- Freedom House Nations in Transit (FH),
- the Economist Intelligence Unit (EIU),
- the Institute for Management Development, Lausanne (IMD),
- the International Crime Victim Survey (ICVS),
- Political Risk Services (PRS),
- the Political and Economic Risk Consultancy, Hong Kong (PERC),
- the World Bank and European Bank for Reconstruction and Development (WB),
- the World Economic Forum (WEF).

Other sources have also been suggested for inclusion. An essential condition for inclusion is that a source must provide a ranking of nations. This condition is not met if a source conducts surveys in a variety of countries but with varying methodologies. Comparison from one country to another are not feasible in this case and a ranking cannot be produced. Another condition is that sources must measure the overall level of corruption. This is violated if aspects of corruption are mixed with issues other than corruption or if changes are measured instead of levels of corruption. The 2000 CPI combines assessments from the past three years to reduce abrupt variations in scoring. Such changes might be due to high-level political scandals that affect perceptions, but do not reflect actual changing levels of corruption. Some sources, such as WB and ICVS, provided only one recent surveys. Others such as PERC, WEF and IMD conducted various surveys between 1998 and 2000, which are all included. In addition to its Global Competitiveness Report (GCR), the WEF also published the Africa Competitive-ness Reports (ACR) in 1998 and 2000, which are also included.

While this averaging is valuable for the inclusion of surveys, it is inappropriate for application to the data compiled by country experts. Such assessments as compiled by PRS, FH and EIU are conducted by a small number of country experts who regularly analyze a country's performance, counter-checking their conclusions with peer discussions. Following this systematic evaluation, they then consider a potential upgrading or downgrading. As a result, a country's score changes rather seldom and the data shows little year-to-year

variation. Changing scores in this case are the result of a considered judgement by the organization in question. To then go back and average the assessments over a period of time would be inappropriate. On the other hand, in the case of elite or general public surveys an averaging over various years produces a useful smoothing effect. While some annual data may contain random errors, these do not necessarily carry over into the next year, and their impact is decreased by the averaging procedure. Overall, 16 sources could be included in the 2000 CPI, originating from 8 independent institutions. The complete list of sources is presented in appendix. The number of sources has decreased slightly in 2000 as compared to 1999. This came about as the oldest sources from 1997 by Gallup International, the Wall Street Journal and the World Bank/University Basel have not been updated. Since they are older than 3 years they could no longer be included. While ICVS updated its data, not all survey results were processed at the time the CPI was compiled. Only a smaller sample of 11 countries could thus be considered for the CPI. All in all, the number of countries in the CPI slightly dropped from 99 last year to 90.

Year-to-year comparisons

The CPI incorporates as many reliable and up-to-date sources as possible. One of the drawbacks to this approach is that year-to-year changes of a country's score do not only result from a changing perception of a country's performance but also from changes in sample and methodology. This is comparable to the problem of designing a price index for a basket of goods when the ingredients are changing.

The price index for one period cannot be fully compared to that of the next since the basket on which it is based has changed. A similar problem arises with the CPI. Some sources are not updated and must be dropped as a result, while new, reliable sources are added. With differing respondents and slightly differing methodologies a change in a country's score cannot be attributed solely to actual changes in a country's performance.

Accordingly, TI repeatedly stresses that each year's index must be seen as the result of the sum of all reputable sources available at that time. Comparisons with the views collected in previous years can be misleading. In order to reduce the number of misleading interpretations of the CPI scores, the official CPI table does not include the scores from the previous year.

2. VALIDITY

All sources generally apply a definition of corruption such as the misuse of public power for private benefits, e.g., bribing of public officials, kickbacks in public procurement, or embezzlement of public funds. Each of the sources also assesses the "extent" of corruption among public officials and politicians in the countries in question:

- The IMD asks respondents to assess whether "bribing and corruption prevail or do not prevail in the public sphere."
- The WEF asks in its Global Competitiveness Report "irregular, additional payments connected with import and export permits, business licenses, exchange controls, tax assessments, police protection or loan application are common/ not common." In the Africa Competitiveness Report it was additionally asked how "problematic the following areas are for doing business: ... corruption" and "when firms in your industry do business with the government, how much of the contract value must they offer in additional or unofficial payments to secure the contract?" For details see [Lambsdorff and Cornelius: 2000].

- The PERC asks “To what extent does corruption exist in the country in which you are posted in a way that detracts from the business environment for foreign companies?”
- The EIU defines corruption as the misuse of public office for personal (or party political) financial gain and aims at measuring the pervasiveness of corruption. Corruption is one of over 60 indicators used to measure “country risk” and “forecasting.”
- The ICVS asks: “In some areas there is a problem of corruption among government or public officials. During 1999, has any government official, for instance a customs officer, police officer or inspector in your own country, asked you or expected you to pay a bribe for his service?”
- The PRS determines a variable “Corruption in Government” and assesses the overall spread of corruption.
- FH determines the “level of corruption” without providing further defining statements.
- The WB asks various questions with respect to corruption. One group of questions is directed towards determining the level of grand corruption and called “state capture”. An aggregate measure for this variable is provided by the WB. To adequately balance this issue with the level of administrative corruption responses to the following question have been used: “It is common for firms in my line of business to have to pay some irregular ‘additional payments’ to get things done.” For details see [Hellman, Jones and Kaufmann 2000] and [Hellman, Jones, Kaufmann and Schankerman 2000].

The terms “level”, “problem”, “prevalence”, “pervasiveness” and “commonness” are largely identical. They all refer to some kind of “degree” of corruption, which is the also aim of the CPI. This common feature of the various sources is particularly important in view of the fact that corruption comes in different forms. It has been suggested in numerous publications that distinctions should be made between these forms of corruption, e.g. between nepotism and corruption in the form of monetary transfers. Yet, none of the data included in the CPI emphasize one form of corruption at the expense of other forms. The sources can be said to aim at measuring the same phenomenon.

It is important to note that largely none of the sources differentiates between administrative and political corruption, and that both types of corruption are addressed equally by the various questions posed. The IMD asks about corruption in the public sphere. This inevitably includes both corruption in administration and in politics, as they both constitute the public sphere. The WEF addresses particular areas where corruption can occur and in each of these, either politicians or administrators can be the relevant actors. Similarly, corruption in government, as assessed by the PRS, also includes both types of corruption, since administration and politics are each parts of government structures. The same applies to the broad definition used by FH. The EIU explicitly notes that its assessments include corruption among public servants and politicians alike. This largely justifies a blending of political and administrative corruption, since there is no strong evidence that countries differ in the prevalence of the one type of corruption over another. But the results by WB represent a challenge to the type of blending exercised for the CPI. It is observed there that in some countries grand political corruption is more prevalent while in others small scale administrative corruption dominates. This line of research is particularly promising for the future. Results are at this stage only available for transition economies and it will be crucial to observe whether they are also valid for other continents and robust to the usage of different methodologies.

The only source which does not clearly relate to large scale political corruption is the ICVS. But taking into

account that this source (also in the past) well correlates with the other sources, there was no strong argument that also the extent of political corruption is not well represented by this data. The data on correlations are provided in another background paper which deals with the precision of the CPI.

Degrees of corruption

As we have emphasized, the CPI aims to assess the "degree of corruption". But this term can suggest different interpretations, [Rose-Ackerman 1999: 4]. In order to confirm the validity of our approach, we must first clarify whether this term is unambiguous. Imagine the simple case that 10 percent of all public servants take a bribe of \$200 each, 5 times a year in exchange for awarding a contract that results in a gain of \$500 each for corrupt private contractors. Degree could either relate the frequency of corrupt acts, the amount of bribes paid or the overall gain that contractors achieve via corruption.

While all of these definitions appear to be valid, they need not fully correlate with each other. For example, consider that a few high-ranking public servants are taking large bribes on the one hand, as opposed to many public servants engaging in petty corruption on the other. The total sum of bribes would be about the same in both cases, but the frequency of corrupt incidents would doubtlessly be higher in the latter case. Similarly, when corrupt private competitors are in a strong bargaining position and do not allow much of their illegitimate gain to be shared with public servants, the total amount of bribes may be low while total gains from corruption are large. Clearly, absence of corruption would be similarly defined in all three cases — i.e. frequency, amount of bribes and value of rents as being equal to or nearly zero.

Having taken this theoretical look at degrees of corruption, we can now turn to the particular definitions used by our sources. First, the questions asked by the ICVS, WEF and the WB (on administrative corruption) relates to the frequency of bribes paid. In contrast to this, the questions by the PERC and the WB (on state capture) hint at the damage to private business people caused by corruption. The implication here might be that large bribes are particularly serious, while large benefits for corrupt private business people may not be. The questions posed by the IMD, PRS, FH and EIU provide no insight regarding an assessment of degree. The terms "level", "prevalence", "existence" and "pervasiveness" used there might refer to frequency as well as the overall value of bribes involved. In sum, the term "level of corruption" seems to include both aspects, frequency of corruption and the total value of bribes paid. Taking into account that the sources correlate well with each other, we may conjecture that at the moment there is little evidence that differences with respect to these two aspects are crucial to the outcome of a survey. Either, respondents have a very homogeneous pre-specified idea of how to define the "degree of corruption" which influences their response, irrespective of the precise wording of the questionnaire, or countries do not differ considerably with respect to the particular kinds of corruption that prevail there. More research, as the one by the WB, is required to deepen our understanding of the levels and types of corruption and the extent to which corruption differs between countries.

3. PERCEPTIONS AND REALITY

While the sources all aim at measuring the degree of corruption, the sample design differs considerably. With the exception of the PERC, FH, EIU and PRS the sources mostly sample residents, who must rely on their personal, local estimate (as opposed to an expatriate's external viewpoint) of the degree of corruption and the meaning of the term in their own cultural context. Whether this difference may lead to different outcomes still requires scientific study. For the purposes of the CPI, it added to the robustness of the resulting figures, since the data correlate well with other data. This correlation suggests that there being different samples makes no

great difference to the results.

Of greater importance is the difference between polls on the opinions of experts and the polls of the general public provided by the ICVS. Whereas the general public may tend to form views on the corruption (or lack of it) experienced in daily life, business people and risk analysts are usually closer to high-level incidents of corruption and may be in a better position to assess grand corruption. Furthermore, elites may have a biased viewpoint towards corruption insofar as they might be less negative about forms of corruption which favour their own group. Similarly, the general public may be less negative about petty forms of corruption. To what extent the general public deviates from an elite sample in its assessment of corruption has not yet been the subject of investigation and constitutes an important area for future research. Various data on perceptions by the general public used for the CPI in previous years suggests no significant difference between these viewpoints.

Interpreting perceptions

As the data collected relates to perceptions rather than to real phenomena, it has to be considered whether such perceptions improve our understanding of what real levels of corruption may be. This is necessary for the CPI to be a fruitful contribution to political debate, investment decisions and academic research. Since actual levels of corruption cannot be determined directly, perceptions may be all we have to guide us. However, this approach is undermined to at least some extent, if the perceptions gathered are biased. Such a potential bias might originate from the particular cultural background of respondents. Depending on whether the sample consist of locals or expatriates, this suggests two potential biases to be relevant.

Imagine that being asked to assess the level of corruption, a local estimates a high level of corruption in the country of residence. Such an assessment would be a valid contribution to the CPI only if the respondent makes the assessment as a result of comparisons with the levels of corruption perceived in other countries. But this is not necessarily the view-point taken by the respondent. A respondent may also assign high levels by comparing corruption to other (potentially less pressing) problems facing the country, or by evaluating it according to a high ethical standard (e.g. which assumes any kind of gift-giving to a public official to be corrupt and not culturally acceptable). In the case of such an outlook, a high degree of observed corruption may reflect a high standard of ethics rather than a high degree of real misbehaviour. Perceptions would be a misleading indicator for real levels of corruption. This bias can occur particularly if only locals are surveyed, each assessing only the level of perceived corruption in their own countries. If respondents are asked to assess foreign countries or to make comparisons between a variety of countries, this bias should not occur. Respondents will, in this case, compare a foreign country with their home country or with an even larger set of countries. They will be forced to apply the same definition of corruption and make use of the same ethical standard for all countries, which produces valid comparative assessments. However, in this context a second type of bias might arise, originating from the potential dominance of a particular cultural heritage in the sample questioned or because expatriates lack a proper understanding of a country's culture. If this happens, comparative assessments might reflect disproportionately the perceptions of a particular culture. But the results would be meaningless to locals who have a different understanding and definition of corruption. While samples which are dominated by a particular cultural heritage are susceptible to this kind of bias, surveys which question local residents clearly avoid this kind of bias.

The strength of the CPI rests with the idea that we include surveys which are not susceptible to the first type of bias. Particularly these are EIU, PRS, FH and PERC. Since the data provided by these sources refer to

assessments by expatriates, they are subject to a homogeneous definition of corruption and a consistent ethical standard. The CPI also incorporates the data from the ICVS, IMD, WEF, and WB. Since these refer to assessments made by local residents, they are not likely to represent the perception of a certain cultural heritage. The second type of bias can clearly be rejected for these sources. Since the data from the EIU, PRS, FH and PERC correlate well with the other data, there seems to be no support for the suggestion that they might be influenced by the second type of bias. Similarly, since the data by the ICVS, IMD, WEF, and WB correlate well with the other three sources, the notion that the first type of bias might be present is clearly not supported. The validity of the sources is mutually confirmed and prevalence of the potential biases mentioned before can be rejected. Our approach clearly suggests that the perceptions gathered are a helpful contribution to the understanding of real levels of corruption.

The role of the media

Another potential problem with the collection of perceptions may arise from the possibility that respondents do not report their personal experiences but rely on media coverage and reports obtained from others. Certainly this influence cannot be excluded and necessarily contributes to perceptions. Yet in its extreme form such an influence may suggest that respondents rely only on hearsay. The potential problem with this influence is that the assessment of a country might then reflect the quality of the press in uncovering scandals, and particularly its freedom to do so. Countries that suppress a free press may escape a bad reputation for corruption among their population. Such an influence would certainly undermine the validity of the CPI and its usefulness as an aid to understanding real levels of corruption.

Investigating whether such an influence might affect the CPI, it is worthwhile to observe that some sources may be more influenced by hearsay than others. It is particularly interesting that the question posed by the ICVS clearly relates to personal experience as opposed to hearsay. Already in the past we observed a large correlation of ICVS with other sources, which indicates that hearsay does not appear to be an important influence for the overall CPI.

4. THE INDEX

With the various sources having some differences with respect to sample and date, a number of ideas have been considered for weighting the sources before aggregating them. One possibility was to weight them according to the number of replies collected by each source. However, this would mean that some surveys would obtain a large weight, particularly if seen against the expert assessments conducted by PRS, FH and EIU. If this line were pursued, it would mean that the views of an individual selected at random would have the same quality as an expert assessment made after country-specific analysis and peer review. This approach was therefore not convincing.

Another methodology for aggregating governance data has recently been suggested by Kaufmann, Kraay and Zoido-Lobaton [1999], based on a formal model. The authors assume that each source is a noisy indicator for actual levels of corruption, which is the "unobservable component" they seek to determine. Based on this model an average score and a measure of precision is obtained for a large variety of countries. Those sources which then better correlate with the resulting aggregate index receive more weight, while those which contribute less viably enter into the index with less weight. The quality of the sources is therefore determined endogenously and is not an expert's opinion on a source's validity and reliability. While there may be a point in taking this approach, weighting can be biased if the sources are not independent of each other. It may occur that the sources that are least independent — for example because they use other sources as their benchmark or

sample people who have little first-hand experience — are given higher weights than those who engage in discovering original insights. This weighting system would be in contrast to experts' viewpoints regarding the quality of sources. Given this disadvantage it was decided that this approach should not be adopted for the TI-CPI.

In the end, it remains preferable to adopt the simple approach of assigning equal weights to those sources which have been found to meet the criteria of reliability and professionalism. Other procedures may have their merits, but this simple averaging system is easiest to explain to a broad public. It was suggested in this context that data from various years provided by the same source should not obtain the same weight as other data. One may adhere to the viewpoint that the data provided by an institution is independent to that from another institution, but the same independence may not prevail for surveys originating from the same institution.

But this argument may push too far an issue which is in fact difficult to assess, since also an institutions may lean on the data produced by others in reaching a conclusion. Since the matter of independence is therefore difficult to quantify, there was no clear argument in changing the methodology used so far. As a result of giving each survey an equal weight, some institutions obtain a larger weight than others. While other approaches can certainly be justified there is also some rational in this. It reflects previous recommendations of the Transparency International Steering Committee that continuous annual surveys are superior for our purposes than one-off surveys: they may have gathered more expertise in providing their service and their inclusion helps to avoid abrupt year-to-year changes in the CPI. In addition to that, continuous annual surveys may be seen to be superior to expert assessments because the methodology of producing data is more transparent and subject to a clear procedure.

Standardizing

Since each of the sources uses its own scaling system, aggregation requires a standardization of the data before each country's mean value can be determined. For all sources not already standardized for the CPIs of previous years, the 1999 CPI was the starting point for this process. It had a mean value of 4.61 and a standard deviation of 2.36. Each of the sources naturally had different means and standard deviations. Yet standardization does not mean that each source is given the same mean and standard deviation, since each source covers a different subset of countries. Instead, the aim of the standardization process is to ensure that inclusion of a source consisting of a certain subset of countries should not change the mean and standard deviation of this subset of countries in the CPI. The reason is that the aim of each source is to assess countries relative to each other, and not relative to countries not included in the source. The aim here is that a country not be "punished" for being compared with a subset of relatively uncorrupt countries, nor rewarded for being compared with a subset perceived to be corrupt. In order to achieve this, the mean and standard deviation of this subset of countries must take the same value as the respective subset in the 1999 CPI.

An example can illustrate the standardization. In 2000, IMD assessed Brazil with a value of 2.57 on a scale between 0 and 10. At first, a common subset of countries was determined, countries which belong to both the IMD 2000 and the 1999 CPI. The means and standard deviations in each of these sources was determined. In the IMD 2000, these countries had a mean value of 4.79 and a standard deviation of 2.64, while in the 1999 CPI, these countries had a mean of 6.07 and a standard deviation of 2.41. Standardizing the value for Brazil thus required subtracting 4.79 from the 2.57, multiplying the result with 2.41, dividing by 2.64 and adding 6.07. The result turns out to be 4.04, the standardized value for Brazil.

Applying this to all countries in the subset, the standardized values then have a mean of 6.07 and a standard deviation of 2.41, the same values this subset of countries had in the 1999 CPI. The same formula is then applied to all countries covered in the IMD, including those that do not belong to the subset described above. After this is done for all countries and all sources, the index is determined by computing the simple mean for each country. The previous indices relied solely on a technique of standardizing means and standard deviations for the respective sub-samples of countries. It was observed in the past that an alternative technique of matching percentiles would bring about largely identical results. Matching percentiles is superior in combining indices which are differently distributed. But, as it makes use of ranks and not scores of sources, it loses some of the information inherent in the sources. The general approach is therefore that it is preferable to rely on the described standardization technique, except where the distribution of a source clearly differs from that of the CPI.

One such source with a clearly different distribution is ICVS. It was decided that for ICVS the method of matching percentiles would be applied. For this technique again the common sub-samples of the ICVS and the 1999 CPI are determined. Then, the largest value in the 1999 CPI is taken as the standardized value for the country ranking best by ICVS. The second largest value is given to the country ranking second best, etc. For IMD and PERC, this standardization procedure did not change the values significantly, since the data was already delivered on a scale between 0 and 10. This contrasts to the values provided by WEF who re-report the data on a scale between 1 and 7. The WB provides two data on corruption, which were aggregated 6 before being standardized and included in the CPI. Likewise PRS and EIU provide assessments ranging between 0 and 6 and between 0 and 4, respectively. The original data by Freedom House were not given in numerical format but a "broader alphabetical grade" assigned to the respective categories. This implies that FH does not invite for a "cardinal" interpretation of their assessments which is required for the normal standardization methodology. By making use of a methodology of matching percentiles only the ordinal information by FH would be used. But also a normal standardization of the data provides an indicator which correlates 0.992 with the one obtained from matching percentiles. Given this it was decided to keep the normal standardization technique.

Presentation

The 2000 CPI will include all countries for which at least three sources had been available. Some critics had argued in favour of extending the index to include also countries for which less than three sources are available. In this case the CPI would include 151 countries. There are undeniable merits to this. A larger list of countries would further facilitate the usage of the CPI in academic research. There has been an immense research activity based on the CPI, but the limited number of countries was sometimes felt to present a slight disadvantage. Above that, it was observed that limiting the index to countries where sufficient information is available would exclude particularly countries perceived to be corrupt, because information on such countries tends to be scarce. It was argued that this may mislead the public.

But these arguments must be valued against the respective disadvantages of a further expansion. In public debate, measures of precision are commonly not well taken into account — irrespective of the immense effort TI has put into the presentation of the CPI in the past. The method to avoid this misperception has been to restrict the index to those countries where sufficient information is available. These are countries where the margin of error of the reported average score is rather low. In contrast, countries with less than three sources are measured with large imprecision. It therefore makes sense to stick to this established guideline and include only those countries for which at least three sources were available. Since those countries left out of the

index are on average perceived to be rather corrupt, there emerges an inadequate comparison of a country to the rest of the world — an interpretation which TI did not invite for but which some media was engaged in. It may be worthwhile to note that all 151 countries would on average score 4.3. This figure may serve as a benchmark value. Particularly it illustrates that countries not being included into the CPI should not interpret this as a particular type of qualification or disqualification.

Some media misinterpret the fact that being worst in the index does not mean being most corrupt in the world. This year this position is occupied by Nigeria. But this misunderstanding would also not be alleviated by expanding the index, because the lowest position is simply assigned to another country, while the index would still not cover the whole world. Another suggestion was that the last 10 countries, those with the worst scores, be listed alphabetically, without publishing their scores, avoiding that a country is singled out. It would have been difficult to adequately present such a mixture of groups and ranks. But more pressing was the fear that a whole group of countries may have been branded as the worst in the world, “tying” for bottom place. This alternative was dropped as a consequence.

On the websites (<http://www.transparency.org/> and <http://www.uni-goettingen.de/~uwwv>) we provide further data for each country on the standard error, as described above, and the resulting confidence intervals. Moreover, some observers may be interested in the amount of independent institutions that contributed to an average value and not only the total number of sources. This figure is also reported. Apart from that, the CPI continues to rank countries and assign scores with one digit, as we have done in the past. Alongside this data the standard deviation and the number of surveys used for each country is reported. In addition to this data, the main table this year for the first time provides the high-low range. This depicts the highest and the lowest values provided by our sources, so as to portray the whole range of assessments. However, no quick conclusions should be derived from this range to the underlying precision with which countries are measured. Countries which were assessed by 3 or 11 sources can have the same min-max range, but in the latter case the associated standard error is much smaller. In order to arrive at such measures of precision, a more comprehensive background paper is provided at our website.

Footnotes :

- 1 A full description of the methodology and the complete data can be obtained via internet at: <http://www.ifs.univie.ac.at/~uncjin/wcs.html>.
- 2 Even when elite and general public viewpoints show some differences, an aggregation of these data still makes sense, just like price levels for various goods can be aggregated to form some combined price index. While the idea of creating a price index would be to value a complete basket of goods, the idea of aggregating subjective data would then be to obtain an assessment of the level of corruption as seen by a broad and possibly heterogeneous sample of respondents.
- 3 With respect to measures of precision, some not necessarily realistic assumptions had to be introduced. The measures of precision therefore represent a best-case scenario and are not unbiased. In addition, they neglect the standard deviation between sources, i.e. that precision should be lower in countries where sources differ considerably in their assessment.
- 4 In case a source assigns a higher score to more corrupt countries, this value must be multiplied by -1.

- 5 A final standardization must be undertaken, since the aggregate may again differ with respect to mean and standard deviation as compared to the previous years index.
- 6 Again, aggregation requires a standardization procedure by means and standard deviation.

(This has been downloaded from the site of Transparency International)

CMS STUDY ON CORRUPTION IN INDIA (2000)

AN OVERVIEW OF CORRUPTION IN URBAN SERVICES

Nearly half of those who avail the services of most often visited public departments of Government in the country had the first hand experience of giving bribe at one time or other. In fact, as high as two-thirds of people think that corruption in these offices is real. However, one-third think corruption is more often exaggerated. And yet, 80 per cent of people are passive as hardly 20 per cent had ever complained about such corruption to anyone.

Offices of driving license and civil supplies were experienced and viewed as most corrupt in all the five cities. The City Government of Hyderabad is viewed by its citizens as more corrupt than in other cities.

Relatively more among businessmen and self employed agreed giving bribe in all cities. Interestingly, even among "government employees" more than 40 per cent agreed giving bribe at one time or other in all the cities covered.

About 63 per cent of people think that despite corruption in these offices being "real" and "big", it is not being tackled seriously and that judiciary has been ineffective. Most consider politicians, and officers as responsible for corruption in the country. This is what Mr. S.P. Agrawal, Commissioner of Delhi Municipal Corporation confessed last week before a Delhi Court when he said that "there was rampant corruption in MCD and that corruption is there in any organization which has public dealings." This exit poll brings out that it is so not only in Delhi but else where too.

Concerned official not being available and relevant clarifications not being known to the visitors, are some of the reasons most often mentioned for sustaining corruption in these public offices.

EXPERIENCE ABOUT CORRUPTION

In the case of around one-third of visitors to offices of one or other six key public service departments in the five cities covered in the poll, they need not revisit the office for the same purpose as the work has been done. In the case of 54 per cent, however, they have to revisit the office as their job could not be completed on that day. Little over half of them in fact, had been there earlier too for same purpose. Many of them visited more than twice.

In the case of one-fifth, they had to revisit because the official concerned was not available. Another little over a quarter had to come back-"with one or other clarification."

All the sampled visitors were asked whether they ever had used any "influence or favour" to get the work done in the said department where they were interviewed. Nearly 60 per cent said they never had to do anything to get their job attended to. However, one-third had a different experience.

To another question whether anyone in "the close circle of friends and relatives" had the "experience of paying or using a contact" to get things done in the department. 41 per cent said positively. However, in

the case of nearly half, they know no one with such experience. All those who had such an experience said they had to do so either to get the work done or to get it expedited.

Menace of Middle Men

About 42 per cent of all visitors covered in the exit poll said that there were "middle men" for the office/department. In fact, little over one-third had confirmed experience of dealing with such "middle men" or someone close in the circle who had used middlemen. Nearly half of them, however, had no such experience.

To a more direct question, 48 per cent had said that themselves or some one close to them had in fact given "bribe, however, small or big" at one time or other.

Hardly one-fifth of all visitors covered in the poll confirmed "ever complaining" about any problem encountered in availing the public services covered in the poll. However, 81 per cent never did so, being most "passive citizens".

Only one-third of all visitors covered in the poll had heard about Central Vigilance Commission's initiative for organising Vigilance Awareness Week. 69 per cent, however, had not heard of the Week although the offices/departments covered in the poll were supposed to publicize it.

Perceptions about corruption

As high as two-thirds of people think corruption is "real" against only about a quarter who think corruption is more a "hearsay". Nearly 40 per cent think that corruption is often exaggerated, against 40 per cent who think otherwise. In fact, little over 60 per cent of people think corruption is "large" against less than one-third who think it is only "petty corruption".

Recently a former Prime Minister, a former Chief Minister and a few of politicians were sentenced for corrupt practices. But that seems to have no effect on the psyche.

Only one-third think that corruption is being tackled seriously in the country against about half who think that such efforts are "more symbolic".

Judiciary ineffective

In fact, little over 40 per cent of people think that judiciary in the country is not able to tackle corruption cases. About 26 per cent however, think that it is because of "other reasons" that we are not able to tackle corruption in the country effectively.

Politicians responsible

Interestingly, as high as 48 per cent think that politicians are responsible for corruption in the country. Nearly one-third, however, think bureaucrats/officers are responsible for corruption. Nearly 10 per cent think so of "businessmen". Near about 5 per cent consider "media" as responsible.

This poll confirms wider perceptions of what Mr. N. Vittal, Central Vigilance Commissioner has been saying that "neta, babu, lala, jhola" constitute the crux of corruption in the country.

LIST OF AGENCIES IN STATE GOVERNMENTS FIGHTING CORRUPTION

Lokayukta,
Govt. of Gujarat,
Town Hall Annexe, Sector-17,
Gandhinagar

Lokayukta,
Govt. of Madhya Pradesh,
Old Secretariat,
Bhopal

Lokayukta,
Govt. of NCT of Delhi,
G- Block, 1st Floor, Vikas Bhawan,
New Delhi

Vigilance Commissioner,
Govt. of Andhra Pradesh
C/o Director General (Vigilance
& Enforcement), General Admn.
Deptt., 'G' Block, Secretariat,
Hyderabad

Director/Vigilance,
Govt. of Haryana,
Sector-17, SCO-6-7,
Chandigarh

DG (Anti-Corruption Bureau),
Govt. of Maharashtra
Mumbai

Home Commissioner,
Govt. of Nagaland,
Kohima- 797 001

Vigilance Commissioner,
Govt. of West Bengal,
Bikash Bhawan, 1st and 2nd Floor,
Salt Lake, Kolkata- 700 091

Lokayukta,
Govt. of Uttar Pradesh,
14, Kalidas Marg,
Lucknow

Lokayukta,
Govt. of Maharashtra,
New Administrative Building,
Madam Cama Road,
Mumbai- 400 032

Vigilance Commissioner,
Govt. of Bihar,
Patna- 800 015

Vigilance Commissioner,
Govt. of Jammu & Kashmir
Srinagar

Vigilance Commissioner,
Govt. of Manipur,
Imphal- 795 001

Chief Secretary,
Govt. of Mizoram,
Aizwal- 796 001

Vigilance Commissioner,
Govt. of Tamilnadu,
Secretariat, Chennai-9

Lokayukta
Govt. of Karnataka
M.S. Building, Ambedkar Vidhi,
Bangalore- 560 001

Lokayukta,
Govt. of Himachal Pradesh,
Shimla- 171 002

Vigilance Commissioner,
Govt. of Gujarat,
Old Vidhan Sabha Building,
Sector 17,
Gandhinagar- 382 017

Director (Vigilance and Anti
Corruption),
Govt. of Kerala
Thiruvananthapuram

Chief Secretary/Vigilance
Commissioner,
Govt. of Meghalaya,
Main Secretariat Building,
Shillong- 793 001

Director (Vig),
Govt. of Sikkim,
Gangtok- 737 101

Deptt. of Vigilance,
Govt. of Uttar Pradesh,
Sachivalaya,
Lucknow- 226 001

*No.3(v)/99/10***CENTRAL VIGILANCE COMMISSION**

Satarkta Bhawan, Block 'A',
GPO Complex, INA,
New Delhi- 110 023

Dated the 1st December 1999

Subject: Effective punishment of the corrupt through traps

1. One of the main weaknesses in the present system of vigilance is that the corrupt public servants many a time escape punishment. Effective and prompt punishment of the corrupt is a *sin qua non* to change the present atmosphere of cynical apathy in the organisations under the purview of the CVC. There is a need to focus on the issue of tackling corruption to create a healthy atmosphere that corruption will not be tolerated.
2. There are two courses of action possible against the corrupt public servant. The first is prosecution and the second is departmental action. So far as prosecution is concerned, once the papers go to the court, there is no way in which the action can be expedited. So far as departmental action is concerned, it is within the powers of the disciplinary authorities to ensure that the punishment is effectively meted out. The CVC has already issued instruction No. 8(1)(h)/98(1) dated 18.11.98 that the departmental proceedings should be completed within a period of six months. In order to achieve this goal, the engagement of retired honest persons as inquiry officers has also been suggested.
3. While systematic application of these instructions will help in bringing down the overall pendency of corruption cases and also ensure that the corrupt public servants are punished, still the problem of the current atmosphere of cynicism and apathy against corruption remains.
4. In order to ensure that effective punishment is quickly meted out to the corrupt, the following instructions are issued under the powers vested in the CVC in para 3(v) of DOPT Resolution No. 371/20/99-AVD III dated April 4, 1999.
 - (i) In every organisation, those who are corrupt are well known. The Disciplinary Authorities and the CVOs as well as those who are hurt by such corrupt persons can arrange for traps against such public servants. The local Police or CBI can be contacted for arranging the traps.
 - (ii) The CBI and the Police will complete the documentation after the traps within a period of two months. They will make available legible, authorised photocopies of all the documents to the disciplinary authority within two months from the date of trap for action at their end.
 - (iii) Once the photocopies of the documents are received, the disciplinary authority should initiate action to launch departmental inquiry. There will be no danger of double jeopardy because the prosecution which will be launched by the CBI or the Police based on the trap documents would

relate to the criminal aspect of the case and the disciplinary proceedings will relate to the misconduct under the Conduct, Discipline and Appeal Rules.

- (iv) Retired, honest people may be appointed as special inquiry officers so that within a period of two months, the inquiry against the corrupt public servants involved in traps can be completed.
 - (v) On completion of the departmental process, appropriate punishment must be awarded to the trapped charged officer or public servant, if the charge is held as proved.
 - (vi) If and when the court judgement comes in the prosecution case, action to implement the court decision may be taken appropriately.
5. The intention of the above instruction is to ensure that there is a sharp focus on meting out effective punishment to the corrupt in every organisation. Once these instructions are implemented, the atmosphere in organisations is bound to improve because the corrupt will get the signal that they could not survive as in the past banking on the delays taking place both in the departmental inquiry process as well as in the prosecution process.
6. This order may be implemented by all departments effectively.

This order is also available on web site of the CVC at <http://cvc.nic.in>

Sd/-
(N. VITTAL)
CENTRAL VIGILANCE COMMISSIONER

Government of India
CENTRAL VIGILANCE COMMISSION

Satarkata Bhawan, Block A
GPO Complex, INA
New Delhi - 110023

NOTIFICATION

Dated 12th July 2000

No.000/VGL/74

BENAMI BLACK MONEY SCHEME

1. Corruption is the use of public office for private profit. India is recognised as one of the most corrupt countries in the world. In the corruption perception index of Transparency International for the year 1999, India is ranked at 73 out of 99 countries.
2. Corruption flourishes in our country because of secrecy and delay. The secrecy element to some extent has been tackled by the CVC putting on its web site the names of charged officers who are facing either prosecution or departmental action. There is enormous delay in the departments taking action even after the departmental inquiry is over. This is being systematically followed up with the departments by CVC.
3. Corruption in our country is also encouraged by the presence of black money or the parallel economy. The extent of black money is placed at 40% of the GDP. Black money is the oxygen for corruption. Corruption is the oxygen for black money.
4. When it comes to prosecution of cases in courts, there are enormous delays. What is worse, the conviction is hardly 6% in criminal cases. This may be due to the poor homework done by the prosecution authorities. The corrupt take advantage of the loopholes in the law and escape.
5. Corruption flourishes because it is perceived to be a low risk high profit business.
One approach to check corruption therefore is to increase the risk element for the corrupt whose ill gotten wealth ultimately gets reflected in the form of black money, foreign accounts, benami bank accounts, jewellery and other valuables, benami property, etc.
6. Occasionally there are reports of the CBI or the Income Tax Department raiding corrupt public servants and seizing enormous amount of cash and property. This is happening at present in a hit and miss fashion. For every person raided, at least 100 escape. At the same time, in the society, public at large know who is a corrupt public servant who is having black money, benami property etc.
7. At present there is no systematic method by which this information can be brought to the notice of either the CBI or the Income Tax department. The CVC has been entrusted with the task of enforcement of the Prevention of Corruption Act so far as public servants of the Government of India are concerned.

The CBI's work relating to corruption cases is also monitored by CVC.

8. In order to discharge its function effectively therefore, the CVC has decided to introduce the following scheme, which can be called the Benami Black Money Scheme, with immediate effect.
9. The Central Vigilance Commission, being an apex anti-corruption agency, has the jurisdiction and powers in respect of matters to which the executive powers of Union extends to undertake an inquiry into any transaction in which a public servant is suspected or alleged to have acted in a corrupt manner. It has also been empowered vide para 3 (v) of the Government of India's Resolution No.371/20/99-AVD.III dated 4th April 1999, to exercise superintendence over the vigilance administration of various Ministries of the Central Government or Corporations established by or under any Central Act, Government Companies, Societies and local authorities, owned or controlled by that Government.
10. The Commission proposes to launch a systematic campaign against corruption by involving all members of civil society in fighting this social evil. It, therefore, invites the members of public to report the matter to the Commission if they have information against a public servant about possession of black money or assets, which are believed to be disproportionate to his known sources of income. The Commission would scrutinise the information so received and if the information is considered sufficient for carrying out detailed investigations, the CBI, or the Income Tax authorities would be advised accordingly. In suitable cases, the Commission may also advise the concerned authorities to move applications under the Criminal Law Amendment Ordinance, 1944 for confiscation of ill-gotten money. It is, however, clarified that:
 - i. The Commission does not entertain anonymous or pseudonymous complaints. Therefore, the members of the public, making such complaints, should give their full name and address on the complaints and to confirm having made such a complaint if a reference is received by them in that regard. They are, however, assured that if they so desire, their identity would not be disclosed.
 - ii. It is neither feasible nor desirable to make the preliminary verifications on the basis of vague information. The information made available to the Commission should, therefore, carry sufficient details about the properties owned by the concerned public servant in his own name or in the name or in the name of his family members/near relatives.
 - iii. Section 182 IPC makes it a criminal offence if a person gives to any public servant any information, which he knows or believes to be false.
11. The CBI and the Income Tax Department have schemes under which those who give information leading to successful unearthing of black money and benami properties are suitably rewarded. The informants who provide information under this notification will be also eligible to the rewards directly from CBI/Income Tax Department accordingly.
12. This notification is available on the CVC's web site <http://cvc.nic.in>

Sd/
(N. VITTAL)
CENTRAL VIGILANCE COMMISSIONER

LIST OF AGENCIES IN GOVERNMENT OF INDIA FIGHTING CORRUPTION

Banking Ombudsman,
IV floor, Rama Bagh Circle,
Jaipur

Banking Ombudsman (C),
C/o RBI,
4th Floor, Hoshangabad Road,
Bhopal

Banking Ombudsman,
C/o RBI
4th floor, 10/3/8 Nruupathunga Road,
Bangalore- 560 001

Banking Ombudsman (E)
C/o RBI
15, Netaji Subhash Marg,
Kolkata- 700 001

Banking Ombudsman(N)
Jeevan Bharati Building
New Delhi

Insurance Ombudsman
Fatima Akhtar Court
IV Floor, Teynampet
3/2, Anarkali
Chennai- 600 018

Insurance Ombudsman
VII Floor, 117, Zone-II
(Above D.M. Motor Pvt. Ltd.)
Maharana Pratap Nagar
Bhopal- 462 021

Banking Ombudsman(N)
C/o RBI,
M.G. Road, Kanpur

Banking Ombudsman(S)
C/o RBI,
Sailabad Road,
Hyderabad

Banking Ombudsman,
RBI Building,
Bakery Junction,
Thiruvananthapuram- 695 033

Banking Ombudsman,
RBI Building, La-Gajjar Chambers,
IVth Floor Ashram Road,
Ahmedabad- 380 009

Banking Ombudsman (N)
Sector 17, Central Vista,
Chandigarh

Insurance Ombudsman
Batra Building, 101-103
Shop-Office Complex
2nd Floor, Sector 17D
Chandigarh- 160 017

Insurance Ombudsman
1-D, Satalbad Lane,
Napean Sea Road,
Mumbai- 400 006

Banking Ombudsman
C/o RBI,
PanBazar, Station Road,
Guwahati

Banking Ombudsman,
11/11A, Sir Thiyagaraja Road,
T. Nagar, Chennai

Banking Ombudsman(E)
C/o RBI
Pandit Jawaharlal Nehru Marg,
Bhubaneswar- 751 001

Banking Ombudsman,
C/O RBI, Worli,
Mumbai- 400 018

Insurance Ombudsman,
Chintel House,
16, Station Road,
Lucknow- 226 001

Insurance Ombudsman,
C/o Insurance Ombudsman,
29, N.S. Road, 3rd Floor,
Kolkata- 700 001

Insurance Ombudsman
Universal Insurance Building
2/2A, Asaf Ali Road
New Delhi- 110 002

CENTRAL BUREAU OF INVESTIGATION

NORTH ZONE

1. Anti Corruption Branch-Delhi
1st Floor, Block No.4,
CGO Complex,
New Delhi-110003
011-4360334/2415
011-3389056
2. Anti Corruption Branch-Chandigarh
(Co-ordination)
Sector 30-A,
Chandigarh-160020
0172-651737
0172-657736
0172-657102
3. Anti Corruption – Jammu
24 New Rehari
Gopal Bhawan
Jammu &
Guest House, No.6,
Near MLA Hostel,
Srinagar-190001, J&K
0191-455514 (Jammu)
0194-452732 (Srinagar)
4. Shimla Unit
31-32, Railway Board Building,
Shimla – 170003 (H.P)
0177-254110
5. Anti Corruption Branch-Lucknow
7, Nawal Kishore Road,
Hazrat Ganj,
Lucknow (U.P) 226001.
0522-227378
0522-222985
6. Anti Corruption Branch – Dehradun
5, Teg Bahadur Road
Dehradun-248001
0135-676727
0135-676729
0135-676726 (ISDN)
7. Anti Corruption Branch-Bhopal
54, Baishali Nagar,
Katra Sultanabad,
Bhopal (M.P)-462016
0755-575727
0755-556823
0755-571257
8. Anti Corruption Branch-Jabalpur
794/1, New Adarsh Colony,
M.R. 4 Road,
Jabalpur, (M.P) 482001.
0761-412102
0761-414030 (ISDN)
0761-323201

EAST-ZONE

1. Anti Corruption Branch-Calcutta
2nd MSO Building,
Nizam Place,
34/4, AJC Bose Road,
Kolkata -700020
033-241725
033-2470443
033-2409121
033-2409235
033-2808025 (ISDN)
033-2807238
2. Siliguri Unit,
26, Belai Das Chatterjee Road,
Hakkimpara, Siliguri-734401
0353-432685

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|-----|--|--|
| 3. | Gangtok Unit
Vigilance Office Building
Kazi Road,
Gangtok (Sikkim) | 03952-24862 |
| 4. | Portblair Unit,
C/o Dy. SP. (Vigilance) A&N Admn.,
Port Blair-744101 | 03192-30362 (FAX) |
| 5. | Anti Corruption Branch -Bhubaneswar
Unit-VIII, Distt. Khurd,
Bhubaneswar-751012 | 0674-561567
0674-566135 (ISDN) |
| 6. | Rourkela Unit,
Office of the DSP CBI,
C-14, Sector-V
Rourkela (Orissa)-769002 | 0661-540375 |
| 7. | Anti Corruption Branch-Guwahati
R.G. Baruah Road,
Sunder Pur,
PO-Dispur,
Guwahati-781005 | 0361-551531 |
| 8. | Shillong Unit
Oakland
Shillong, (Meghalaya) | 0364-223142 |
| 9. | Itanagar Unit,
Police Complex,
Ganga,
Distt. Papumpura
Arunachal Pradesh-791113 | 0360-212249 |
| 10. | Silchar Unit,
Panchayat Road,
Near G.C. Collage
Distt. Cachar, Assam-788004 | 03842-67630
03842-67199 (Fax)
03842-66622 (Computer) |
| 11. | Agartala Unit,
Palace Compound,
North Gate
Agartala, Tripura-799001 | 0381-225474 |
| 12. | Imphal Unit
Qtr. No. 2 Type-IV ,
Lamhelapath,
Imphal, Manipur—795001 | 0358-310673 |
| 13. | Aizwal Unit,
P.O. No. 38,
Luangmula Complex.
Aizwal-796001 | 0389-341459 |
| 14. | Anti Corruption Branch-Ranchi
2 Booty Road,
Ranchi-834009 | 0651-301299
0651-312175
0651-312999 |

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|---|---|
| 15. Anti corruption Branch-Dhanbad
VII/2, Karmik Bhawan,
PO ISF Campus,
Dhanbad-826004 | 0326-204455 |
| 16. Anti Corruption Branch-Patna
Dr. S.K. Singh Path,
Jawahar Lal Nehru Road,
Patna-800001 | 0612-235599
0612-235588
0612-238574 |

WEST ZONE

- | | |
|--|---|
| 1. Anti Corruption Branch Mumbai
11-A, Tanna House,
N.L.P Marg
Colaba,
Mumbai-400039 | 022-2021490
022-2027941
022-2844348
022-2845134
022-2858200(ISDN) |
| 2. Anti Corruption Branch-Goa
1 st floor, Surekha Building
Near Doordarshan Kendra,
Altinho,
Panaji-403001, | 0832-432932
0832-421109(ISDN) |
| 3. Anti Corruption Branch-Nagpur
3 rd Floor, Block No. C,
CGO Complex,
Seminari Hills,
Nagpur-440006 | 0712-510382
0712-510150
0712-5101589 (ISDN) |
| 4. Anti Corruption Branch-Gandhinagar
Sector-10A,
Gandhinagar-32010(Gujarat) | 02712-33188
079-34301
079-38402(ISDN) |
| 5. Anti Corruption Branch-Jaipur
1 st Tilak Marg,
"C"Scheme,
Jaipur-302005 | 0141-381476
0141-381277
0141-202298 |
| 6. Anti Corruption Branch Jodhpur
Polo Ground No.1,
Near Ship House Campus,
Jodhpur-342006 | 0291-644860
0141-383702
0291-547645 |

SOUTH ZONE

- | | |
|---|---|
| 1. Anti Corruption Branch-Chennai
3 rd Floor, Shastri Bhawan,
26 Haddows Road,
Chennai-600006 | 044-8273186
044-8270992
044-8276509 |
| 2. Anti Corruption Branch-Cochin
Katharidan,
Cochin-682017 | 0484-348601
0484-338919 |

- | | | |
|----|--|---|
| 3. | Thiruvananthapuram Unit
T.C.No.25/1104,
Manorama Road,
Thampanoor,
Thiruvananthapuram-695001 | 0471-338844 |
| 4. | Anti Corruption Branch – Hyderabad
3 rd Floor, Block No.A,
Sultan Bazar,
Kendriya Sadan,
Hyderabad-500195 | 040-4732762
040-4732763
040-4732764
040-4734667 (ISDN) |
| 5. | Anti Corruption Branch – Visakhapatnam
1-83-21/4 Sector-8,
M.V.P. Colony,
Visakhapatnam-530017 | 0891- 530011
0891-534422
0891- 534433 |
| 6. | Anti Corruption Branch – Bangalore
36 Bellary Road,
Gangana Halli,
Bangalore-360032 | 080 – 3331026
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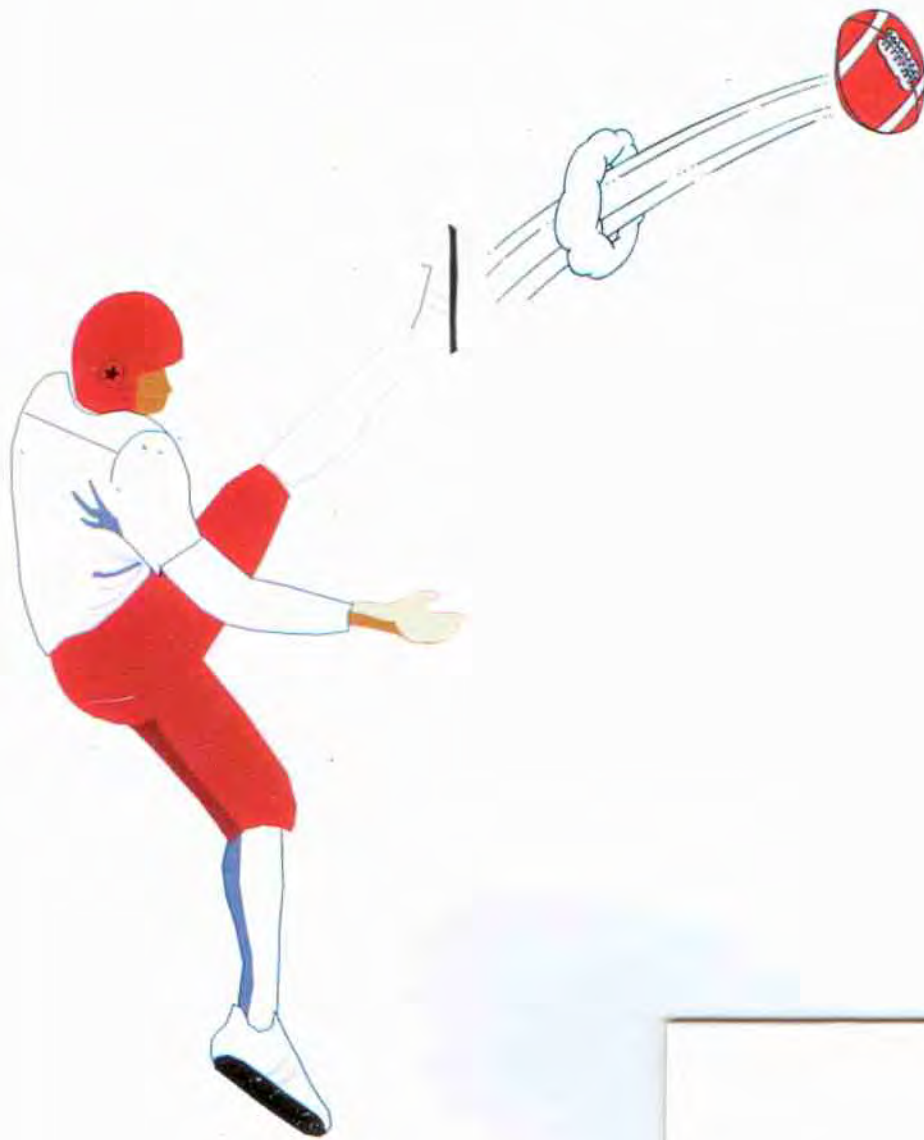
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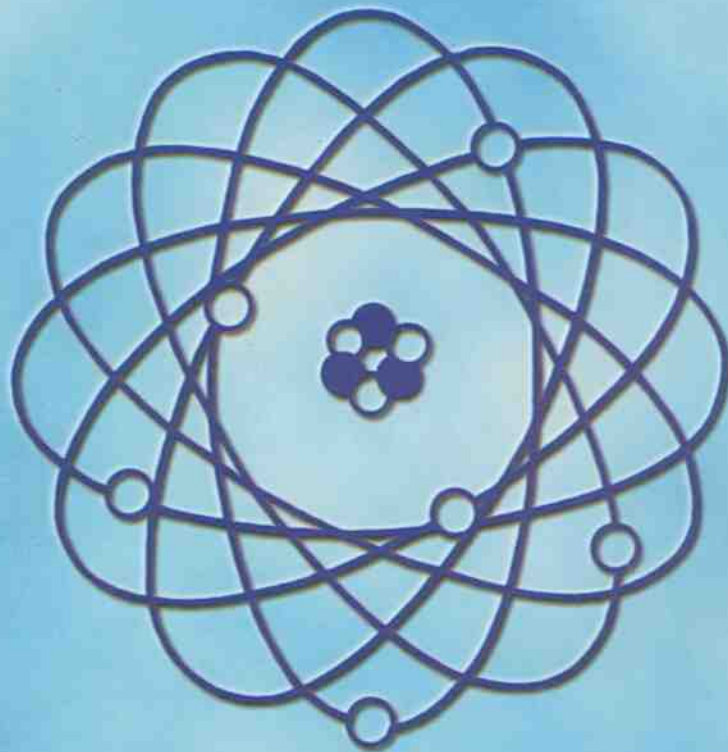
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