

I Paid a Bribe

Case Study 7

INDIA

IN BRIEF

I Paid a Bribe (IPAB) aims to quantify petty corruption by understanding the role of bribery in public service delivery. The uniqueness of the program lies in transforming data into knowledge to inform the government about gaps in public transactions and in strengthening citizen engagement to improve the quality of service delivery.

The initiative was conceptualized and implemented in August 2010 by Janaagraha, a Bangalore based not-for-profit organization, to uncover 'the market price of corruption'. The portal, ipaidabribe.com, acts as an effective tool to collate actual bribe prices directly from citizens across the country and then use it to present a snapshot of bribe trends. Janaagraha acknowledges the role of government as well as citizens in anti-corruption efforts and thereby IPAB also educates people on resisting bribe through the informational content published on the portal.

In India, where many citizens consider it 'normal' to pay a bribe for obtaining public services, the data is valuable for identifying institutions that are highly engaged in corrupt practices. Bribe amounts submitted by citizens to the portal are aggregated and analyzed to understand who paid or did not pay a bribe, and did not have to pay a bribe. Based on this information, problem areas in public service delivery are diagnosed. This concrete information is used to advocate for good governance reforms. Furthermore, this information is disseminated to the general public to alert them about malpractices and to teach them how best to avoid paying bribes.

DESCRIPTION

Web portal designed to facilitate the collection of citizen reported data for quantifying corruption in India. Data collected is used to develop and disseminate information to push for systemic changes.

LESSONS FOR THE FUTURE

- Expanding reach will require design of technological solutions accessible through multiple platforms.
- Building a network of organizations for supporting online activities with offline work will aid in pushing for large-scale institutional reform.

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List of Abbreviations

C2C: Citizen to Citizen
NGO: Non-governmental Organization
RTO: Regional Transport Office
RTI: Right to Information
FOSS: Free and Open Source Software
SQL: Structured Query Language
PHP: Preprocessor Hypertext Language
IVRS: Interactive Voice Response System

BACKGROUND

Janaagraha, a not-for-profit organization based in Bangalore, aims to improve the quality of urban governance in India. To achieve this goal, it has implemented several citizen-centric programs to strengthen democratic participation and to increase public accountability. Recently, with the aim of reducing corruption, Janaagraha initiated the I Paid a Bribe (IPAB) program to leverage the 'collective energy of citizens' to tackle the deep rooted problem.

The issue of corruption is well-known but the lack of indicators to quantify corruption often prevents the translation of solutions from policy to practice. Many believe that concrete data on corruption trends can help in developing meaningful solutions to improving governance. However, this will depend on the extent to which citizens can access information to help them make informed choices and resist bribery. I Paid a Bribe, a citizen-to-citizen (C2C) initiative, is a tool for uncovering 'the market price of corruption' and facilitating valuable information exchange to bring about positive systemic changes in governance.

Launched on August 15, 2010, India's Independence Day, the portal became fully functional in September 2010. Since its inception, the web portal has gained popularity because of its innovativeness in collecting actionable data to guide decision-making. The data collected through the website submitting from all over the country is studied in a structured manner to perform trend analyses. The narrative presented by users allows for an intelligent and objective understanding of corruption in its empirical form.

The program aims is to measure 'why', 'how' and 'when' bribe is paid or demanded. Specifically, the program hopes to shed light on:

- Whether bribery is collusive
- Whether people are being harassed to pay bribe

The program also recognizes that there are two sides to corruption: a supply side where citizens are willing to pay bribe, and a demand side where public officials ask for bribe. Hence, reforms are advocated at both ends by

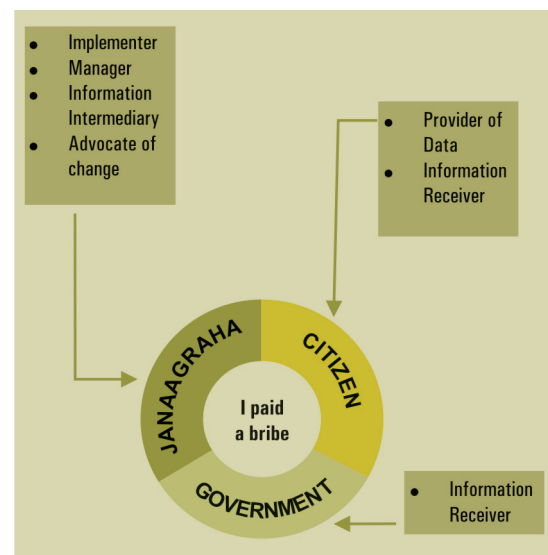
disseminating targeted information to stakeholders.

In nine months of operation, the portal has received more than 460,000 visits from 197 countries/territories.

METHODOLOGY

STAKEHOLDER ANALYSIS

Figure 1: Stakeholders and Roles



SWOT ANALYSIS

Strengths

- Aggregates real information on bribe prices
- Acts as a catalyst in creating systemic change
- Empowers citizens by informing them about their rights
- Exploits social network sites for promotion amongst youth

Weaknesses

- Limited reach of website due to low internet penetration in India
- Website is only available in English
- Program targets only urban areas, specifically Bangalore
- Absence of verification process to ensure authenticity of data/ anonymous reporting
- Number of actual reports submitted is significantly lower when compared to the total number of hits

Opportunities

- Make it inclusive by using more accessible/affordable technology
- Create interface in other languages
- Increase the credibility of data
- Involve government/other NGOs to increase usage
- Expand ground level work all across India

Threats

- Resistance from the government in implementing reforms
- Citizens using the portal to defame a(n) official or department

LINKING ACCESS TO PUBLIC INFORMATION TO GOVERNANCE REFORMS

Information is essential in identifying problem areas to pursue appropriate institutional reforms. Access to relevant data helps in objectively presenting issues of concern to the government, and to monitor and evaluate the quality of governance from the perspective of the citizen users.

By collecting and publishing information, IPAB is trying to facilitate a citizen-centric approach to:

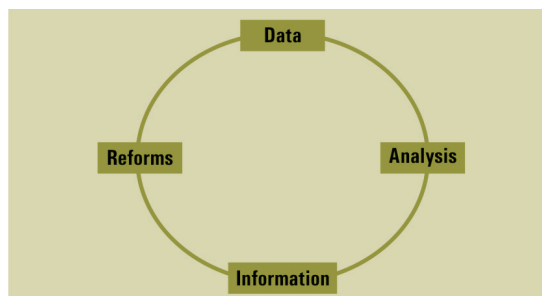
- Improving service delivery in a systematic, evidence based manner.
- Strengthening democratic participation by engaging citizens.

The information collected from citizens helps in identifying weaknesses in institutional mechanisms, making it easier to advocate for reforms with government agencies. By making information available to the people, IPAB is also helping to mitigate the supply side of corruption.

WORKING DESIGN

A cyclical process best represents the IPAB program design. The continuous collection, analysis, and reporting of corruption related information is essential to achieving program objectives.

Figure 2: IPAB Program Design



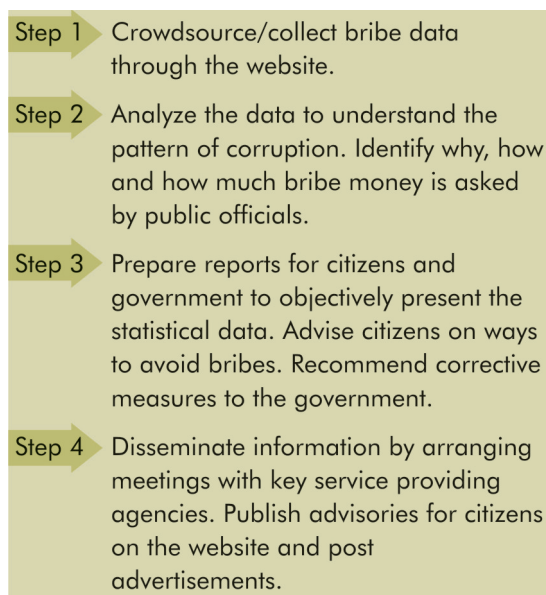
The IPAB team utilizes the bribe data collected through the portal at two levels:

- First, to generate relevant information (including citizen charters) to citizens in order to help them avoid bribery.
- Second, to provide the government with information about bribe prone areas.

The content presented on the website works as a single point of reference for obtaining public services without paying a bribe.

PROCESS FLOW

Figure 3: Process Flow



Data Collection

The website is organized so that relevant details are captured to offer detailed analysis of bribe patterns in the country. First, a user has the option of registering any recent or old experience of:

- paying a bribe,
- not paying a bribe,
- getting a service without having to pay a bribe.

While the first two categories inform readers about the occurrence of corruption, the third category is used to celebrate honest officers in the government.

Figure 4: Screenshot of Bribe Report Submission Page

In addition to writing about their experience, a user has to indicate the city, department, transaction type and bribe type using a drop down menu. The transaction type depends on the government department. For example, under the Registration Department, the options are related to the registration of property, whereas under Police the transactions include passport verification, First Information Report (FIR) filing⁵⁸ and traffic violations. The list of departments includes the most important agencies responsible for delivering public services.

Data Moderation

The data moderation process is fully automated to comply with the country's legal framework. The Indian Information Technology Act, 2008 differentiates between a Platform Provider and Publisher based on the origin of the information and storing process. A platform provider is not liable for offensive information on the website if the content is published without any editing by humans. IPAB chose to function as a platform provider, and hence it does not edit the stories

that visitors report. This not only reduces legal liabilities for Janaagraha, but also gains the user's trust from a belief that their reports will not be manipulated or misrepresented.

Since the purpose of IPAB is to promote systemic reforms and not to put the blame on particular individuals or departments, IPAB places immense value on anonymity while collecting data. To ensure anonymous reporting, a software application is installed that automatically detects and deletes the names from the bribe stories. The software recognizes these names from an evolving list stored in an external database. However, this application is not applied to the reports submitted to highlight honest government officials.

A second level of moderation is performed to assure the public that the data is credible. There are automatic alerts set to warn any bribe payment report of more than INR 10 million (~ USD 222). The alert system gives the IPAB team the option of publishing or not publishing the report - making changes to the entry is not allowed. The team does retain the ability to delete any report found to be abusive.

Data Analysis

An infographics application developed with Adobe is embedded in the website and creates graphs to reflect bribe patterns based on city, departments and official ranks. The flash based graphics work in real-time and are fully automated. This information is presented under the 'Bribe Analytics' section of the website, which is accessible from the homepage.

When a significant amount of data has been gathered, it is examined to publish reports specific to corresponding government departments. This is done on a needs basis, as determined through quantity of reports per department.

INFORMATIONAL CONTENT

Information related to public service delivery is available on the website in two main sections:

Ask Raghu

The 'Ask Raghu' section functions as an advice

⁵⁸ The First Information Report is the first written document prepared by the police upon receiving details of an offense.

column where readers can submit any query related to public services, and receive an educated response on how to obtain the service. At present, the queries are answered by a former Indian bureaucrat, Mr. T.R. Raghunanda. While most of the queries are responded to based on the experience of Mr. Raghunandan, some of them require thorough research on the part of the team. In these cases, the IPAB team approaches the government to receive relevant information or uses the Right to Information Act to get important information regarding the particular public service.

Frequently Asked Questions/ Discussion Forum

The FAQ section publishes regulatory and administrative information about government services under various categories including land, electricity, registration etc. The discussion forum also allows citizens to interact with each other and share their experiences.

Miscellaneous

Blog: The portal has a blog where opinions and articles related to corruption are publicized to generate awareness.

Videos: There are two types of videos posted on the portal: inspirational and informational. The inspirational videos present stories of people who have received public services without paying bribes. Informational videos inform users about anti-corruption efforts.

PUBLISHING REPORTS

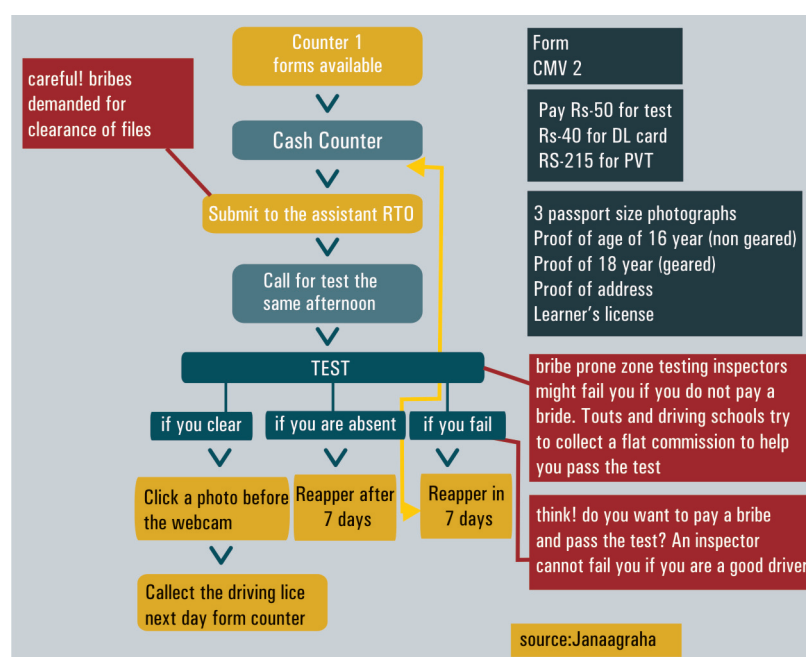
The portal is used to motivate real change through the publication analytical reports based on bribe data collected through the portal. This is an important aspect of the program as it is through these reports that Janaagraha envisions objective advocacy and recommendation of good governance practices. Two types of reports exist:

- A Janamahati Report meant for the government,
- A Citizen Advisory, in form of a brochure, to raise public awareness.

Janamahiti Report (People's Information)

The purpose of the Janamahiti report is to identify problem areas in service delivery and inform government and citizens accordingly. To do so, it includes details of bribe amounts paid for services as per individual government departments. One section of the report describes the bribe process - specifically, how and who (official's position) asks for the bribe. This information is presented to the government in the form of a workflow diagram that shows all steps involved in offering a public service and highlights those that are particularly vulnerable to bribe activity. For example, Figure 5 illustrates the issuance of a driver's license at Regional Transport Office (RTO) in Karnataka. The right-side of the flowchart lists the required form, application fees, and supporting documents to apply for the license. The hexagons inform the viewer that bribes are likely to be elicited with the clearance of a file by the Assistant RTO and/or by the Testing Inspector during the driving test. Based on this analysis, recommendations for improving service delivery are developed and documented in this report. Jana House, an online group of individuals interested in Janaagraha's work, actively participate in these discussions. Additionally, IPAB asks for citizen inputs on recommendations via Facebook and Twitter.

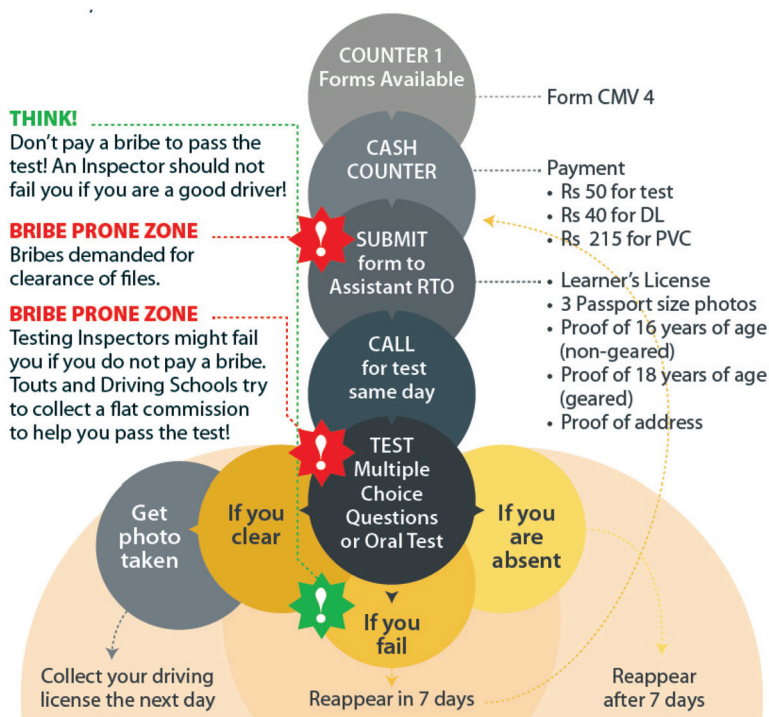
Figure 5: Bribe Prone Areas for Government



Citizen Advisory

Report data is presented to the citizens in the form of an advisory. As illustrated in Figure 6 bribe prone zones and reasons for bribe demand are marked on a driving license transaction flow chart. The advisory warns citizens about potential harassment and guides them on how to avoid paying bribes. For this purpose, it also lists the Ten Commandments that are required for communicating with the government with confidence and using the Right to Information Act appropriately. Citizen advisories are published on the website and produced as fliers for distribution to citizens.

Figure 6: Bribe Prone Areas for Citizens



Source: Janaagraha

MEETING GOVERNMENT AGENCIES

Once the reports for the government departments are published, meetings are arranged with senior officials to present the report. Currently, the selection criteria for identifying departments are subjective since only honest officers would encourage such an initiative. Therefore, Mr. Raghunandan's and Janaagraha's past experience in working with

the government is used to select appropriate agencies.

The successful meeting arranged so far was in Bangalore with the Department of Transport, Government of Karnataka. One such successful meeting arranged thus far was with Department of Transport, Government of Karnataka. As a part of the meeting, Janaagraha presented the bribe data pertaining to the department and recommended streamlining delivery processes and making services available online to reduce human interaction. The report also illustrated the data on amount of money paid and total number of bribe cases from various Regional Transport Offices (RTO) in Bangalore. Based on the information contained in the report, 20 senior officers were issued warnings.

Interviews with the Department of Transport revealed that the report has helped them in identifying loopholes in the system. The recommendations made by Janaagraha are being incorporated to enhance the existing anti-corruption efforts in the Department. This includes using technologies to minimize the in-person interactions between citizens and public officials. The Department has also agreed to display IPAB posters in the RTOs to encourage citizens to report cases of petty corruption.

MEASURING USAGE AND IMPACT

As of May 12, 2011, the website had received a total of 450,180 visits. Eighty-two percent of the total hits are from new users, suggesting a strong upwards trend in website reach. The portal analytics indicate that traffic comes from all across the globe – 197 countries/territories have visited the website and 61.3 percent of the total visits are from India. The other countries with the most users accessing the site are the United States, United Kingdom, Canada and United Arab Emirates. Higher level of Indian migrants in these countries may be one of the reasons for the popularity of IPAB.

Within India, the website receives hits from all over the country. Data indicates that users from 86 cities that are geographically spread out have visited the site. However, the most active

cities are the metropolitan areas of Bangalore, Mumbai, Chennai, New Delhi and Hyderabad.

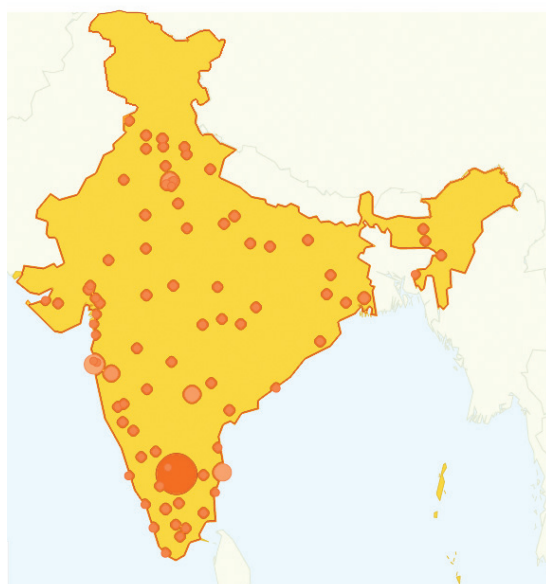
Table 1: Top Five Countries Accessing the Portal

Countries	Visits
India	61.23%
United States	18.49%
United Kingdom	3.98%
Canada	1.62%
UAE	1.49%

Table 2: Top Five Indian Cities Accessing the Portal

Cities	Visits
Bangalore	31.43 %
Mumbai	12.35 %
Chennai	10.06 %
New Delhi	8.55 %
Hyderabad	7.91 %

Figure 7: Portal Access across India



The high level of traffic may be attributed to Janaagraha's extensive promotional activities on social networking sites such as Twitter and Facebook. Social network and online visibility on corruption related blogs are the primary methods of generating awareness amongst potential users.

Figure 8: Age Profile of Users

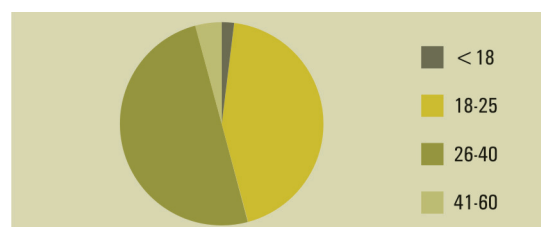
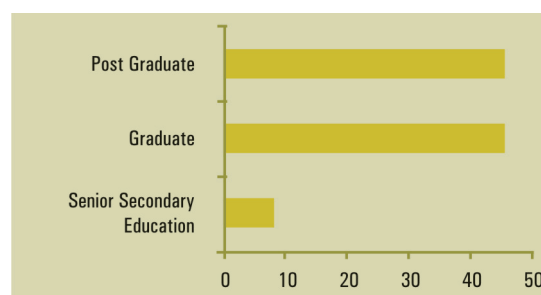


Figure 9: Education Level of Users



PORTAL USAGE

To understand the usage pattern and impact of IPAB, a online user survey was conducted. An online, self-selection survey was determined to be the best method for reaching out to the geographically diverse portal users. The survey was hosted on IPAB's Twitter and Facebook page for one week. 108 users responded to the survey and 100 surveys were considered for analysis due to issues of data accessibility.

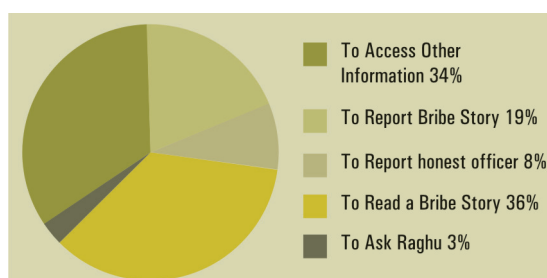
Janaagraha emphasizes ensuring the anonymity of users, hence does not store any user data. However, the online survey attempted to understand the average profile of users. Results suggested that portal visitors are almost all between the ages of 18 to 40, with slightly more 18 to 15 year olds than 26 to 40. Most users have either a graduate or a post graduate degree. It seems likely that the availability of information being limited to English restricts a certain section of the population from accessing or benefitting from the portal. Even when examining the presence of IPAB on the Internet, it is evident that the portal is more popular among a literate, English speaking crowd.

The statistics published on the portal indicates that it mostly functions as an informational source for its users; as of May 2011, approximately two percent of total hits translated into report submissions.

Table 3: Total Bribe Reports as of Early May 2011

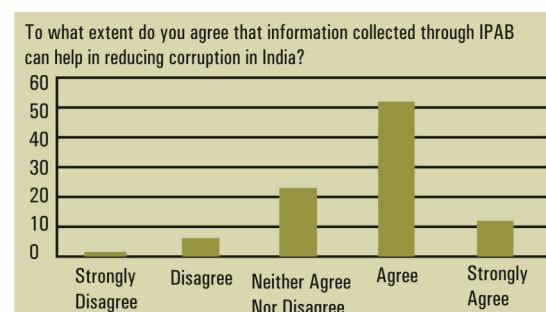
Type of Report	Total
I paid a bribe	7853
I didn't pay a Bribe	711
I didn't have to pay a bribe	262
	8826

Thirty-six percent of surveyed users acknowledged visiting the portal to read bribe stories, while 27 percent said they had reported their experience of paying or not paying bribe. The informational content published on accessing public services and resisting bribe is also popular as 34 percent of surveyed users specified this type of usage. Apart from the bribe reports, information in the FAQs and the Ask Raghu section were found most useful.

Figure 10: Purpose for Visiting Portal

However, when asked if the information on I Paid a Bribe has helped them obtain a service without paying a bribe, 59 percent of the respondents neither agreed nor disagreed. For one, the project is relatively new and continuously evolving. The portal started out as a tool to uncover the market price of corruption and has gradually grown to include information about resisting bribery. Further, the information provided to people seems to be based on their experience reflected in the bribe narratives, so it is still too early to evaluate if users are encouraged to refuse demands for bribe because of the information provided on the portal. There is evidence to suggest that the program has a positive influence as 21 percent of the surveyed users agreed to have avoided paying bribe because of the knowledge gained through the portal. Overall, the general trend was positive, only five percent of the respondents strongly disagreed with the information aiding in avoiding bribery.

These findings complement the perception of respondents in assessing the usefulness of the website. When asked about the value of the information provided on the portal, 65 percent of surveyed users either agreed or strongly agreed that information disseminated through the portal can help in reducing corruption in India.

Figure 11: Perception of Users on Potential Impact of IPAB

ANALYZING TECHNOLOGY

Technologies leveraged for this project are minimal yet appropriate, and require limited financial resources. Given the nation-wide scope of the program, a web portal is effectively employed to interact with users to gather stories and diffuse information anywhere, anytime. Forty-nine percent of the surveyed users specified that it was easy to navigate through the portal, while 38 percent agreed that it was not very difficult to use.

The website is designed and maintained using Free and Open Source Software (FOSS) to keep it consistent with Janaagraha's standard practice. Drupal content management system is used with a Linux, Apache, My SQL and PHP (LAMP) software bundle to build the web server. These software choices were made to accommodate Janaagraha's plan to centralize the databases of all their projects/programs. The Technology Coordinator at Janaagraha also mentioned that Drupal was the best choice because it has been in use for a longer duration than its alternatives, hence is more refined and stable. The data is stored in two dedicated servers – one for the web and the other for the database. These servers are hosted at NetMagic Solutions in Bangalore.

L - Linux for server
A - Apache HTTP for web server
M - My SQL Database
P - PHP for scripting language

The website is fully developed and maintained in-house by the technology team at Janagraaha, and it is regularly updated. Regular portal updates include publishing blogs, videos and answering queries posted on the Ask Raghu section.

Initially, IPAB had also introduced a telephone line in Bangalore for citizens to call and share their experiences. However, this feature did not operate as it intended; instead of people sharing bribe paying instances, they wanted to be counseled on obtaining public services. Resource limitations spurred the discontinuation of this option.

There are plans to introduce a mobile based query submission system in order to reach out to more people. However, it was mentioned that designing a system that ensures anonymity of the user is a major hindrance in realizing this plan.

SUSTAINABILITY

In most Information and Communication Technologies and Development (ICTD) projects,

a weak financial model is cited as a principal reason for failure, and hence the focus is usually on revenue generating projects that are self-sustainable.⁵⁹ However, when looking at C2C initiatives, the need for continued input from the user becomes more critical for the program than the financial sustainability. The supply and not just the demand for the information will determine its long-term usefulness.

CONTENT

IPAB recognizes that the project continuously needs to collect information from the target group and to ensure continuous user inputs. Janaagraha is focused on marketing to make people aware of the program. Most of the marketing techniques adopted by the team harness the potential of social networking. IPAB's Twitter and Facebook page are integrated with the IPAB portal, and at least 13 percent of the traffic on IPAB comes through the Facebook page. Using these platforms has given IPAB greater visibility, helping it in reaching out to a crucial section of the population – the youth. Table 4 summarizes the marketing strategies adopted by Janaagraha.

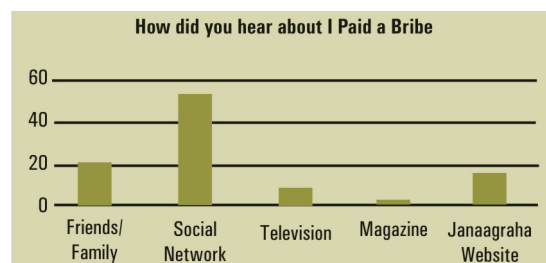
Table 4: Marketing Strategies Adopted by Janaagraha

Step Taken	Activities Involved
Creating online visibility	• Circulating IPAB cartoons online • Posting and emailing regular blogs on corruption • Leveraging Janaagraha's existing network of partnerships • Bribe Bandh campaign to get signatures in support of the UN convention against corruption • Pilot to publish certain content on the website in five regional languages
Utilizing social networking	• Creating pages and accounts on popular social networking sites like Facebook, Twitter and Orkut. IPAB has about 9000 followers on Facebook. • Using these spaces for interactive discussions, disseminating its philosophy against corruption and receiving valuable feedback
Substantiating online publicity with offline promotions	• Hold press conferences for media coverage • Conduct media promotions and road shows across cities in India • Posters in government departments

⁵⁹ Ali, M. and S. Bailur. *Challenge of Sustainability in ICT4D - Is Bricolage the answer?* Proceedings of the 9th International Conference on Social Implications of Computers in Developing Countries. Sao Paulo. 2007

Survey results indicate that the Internet has been an important medium for spreading awareness about the program. 55 percent of the respondents indicated that they came to know about IPAB through social network and 14 percent were informed through Janaagraha website. Although IPAB has regularly been covered by the media, only 11 percent of the users surveyed heard about the program through television or magazine.⁶⁰

Figure 12: Source of Awareness



The uniqueness of the program has helped to capture media attention, which has further increased the traffic to the website. The rate of submission of stories has increased overtime, and on average, the site receives about a 1,000 stories per month.

FINANCIAL

IPAB is a Janaagraha project so the funding team of the organization is responsible for ensuring continuous financial support. The major expenses for the program include maintaining the website, creating informational videos, arranging press conferences and employee salaries. The total operating costs for a financial year is estimated to be around INR 3.5 million (~77,777 USD). Table 5 presents the expenditure for January to March 2011.

Table 5: Major Costs Incurred for the Project

Major Expenses	Amount in INR	Amount in USD (1 USD = 45 INR)
Technology - Website Development Expenses	4,03,901	8,975
Offsite Events and Advertising & Display	1,45,958	3243
Printing and Stationary	1,32,123	2936
Salaries	2,18,025	4845
Professional Fees	3,48,649	7747

SUCCESS FACTORS

INNOVATIVENESS IN 'MEASURING' CORRUPTION

While it is understood that measuring corruption will help in identifying the most affected areas of service delivery, there are rarely household surveys conducted to quantify corruption. Corruption Indices referred to by policy practitioners are mostly perception based. Even in the Indian context, where petty corruption is rampant, government agencies have never tried to investigate the pattern of bribes. It is this innovativeness of IPAB that makes it unique and potentially successful.

CREATIVE USE OF C2C PLATFORM

By utilizing a C2C web platform as an enabler to give citizens a voice, IPAB has strengthened democratic participation. The data collected through the website fosters an understanding of the problems in governance mechanisms and this information is used to make the government aware of the need to improve the quality of public service delivery. The fact that this information is coming directly from citizens has a greater impact in a democratic institutional setting and also helps in gaining the confidence of citizens that their input is being used to push for reforms.

ANONYMOUS REPORTING

The anonymity feature of IPAB is important in the context of India as the law holds both bribe giver and receiver as offenders. Anonymous submission of personal experiences serves two

⁶⁰ I Paid a Bribe News Coverage. Web. 27 May. 2011. <http://www.ipaidabribe.com/sforms/ipab_in_the_press/>.

purposes: first, the information provider is encouraged to give honest information without the fear of being caught, and second, it discourages using the platform to defame public servants.

USE OF SOCIAL NETWORK

Using social networks to promote the program has ensured considerable success in a short period of time. The IPAB team at Janaagraha dedicates a lot of effort to promote IPAB on Facebook and Twitter. There are close of 9,000 people on IPAB's facebook page. Janaagraha recognizes that this sort of marketing is important to create visibility and to sustain information flows.

RECOMMENDATIONS

EXPANDING TECHNOLOGY PLATFORMS FOR INCREASING REACH

The appropriateness of the technological choices made in the program when contextualized within the socio-economic conditions of the country raises doubts about the potential reach of the program. At present, IPAB information can only be accessed through the Internet which, until 2009, had a penetration level in India of around 5.3 percent.⁶¹ Since the teledensity⁶² in the country is much higher than Internet usage, the use of telephone/mobile can be considered a viable option for support. In the case of IPAB, expanding the available technology platform to include other mediums for seeking and receiving corruption information will not only make the program more inclusive, it will also ensure that data collected is more representative.

Since the collection of bribe data can be simplified into a series of interactions, phone solutions based on Interactive Voice Response System (IVRS) can be integrated into the program design. A toll free number can be used whereby callers are guided through an automated dialog to gather specific information. Similar to a survey, each category can be given the multiple options that are currently listed in the drop-down menu of the website. In case a caller wants to give further inputs, they can choose to speak to a representative, which can be recorded for later reference.

An IVRS based phone interface is a resource efficient solution as 1) it does not require speaking to a person and reduces the cost of operations and 2) it also allows for customization into regional languages.

One of the concerns shared by Janaagraha is the need to ensure anonymity to protect users from any legal action. For a phone based interaction, the system can be implemented in such a way that the caller ID is not saved in the database. Similar to the current mechanism of deleting the IP address, the caller IDs can be discarded or not stored at all.

For a quick partial solution, online information can be made available in regional Indian languages. Janaagraha has already started work on this, and the first step in this direction is to include multi-lingual videos on the IPAB portal.

IMPROVING CREDIBILITY OF DATA

Empirically measuring corruption from definitive sources is challenging; in this light, the information generated through IPAB website is admirable. However, the validity of data needs to be checked for it to be considered a trusted measurement tool. At present, the entire moderation process is automated and the alerts are only applied to reported bribe amounts of 10 million or higher, an unlikely scenario when tracking petty corruption.

Increasing the credibility of data becomes imperative when considering the fact that one of the biggest challenges faced by IPAB is to push for reforms with sometimes uninterested and unwilling bureaucracy. More often than not, the government officials will question the credibility of the statistics if they are aware that the moderation process is very limited. .

While the legal framework restricts IPAB from manually editing each entry, more alert mechanisms can be put in place. Since the majority of the stories are related to petty corruption, warnings can be set for smaller amounts. Considering that IPAB has already collected a significant amount of data to reflect bribe trends for particular transactions, they can easily identify appropriate amounts for differentiating types of transactions.

⁶¹ World Bank. *World Development Indicators*. 2011

⁶² Teledensity, as defined by the Telecom Regulatory Authority of India, includes total number of wireless and landline subscribers per 100 individuals.

FORMING A COALITION OF ACTORS FOR INCREASING USAGE

Although a national program, most of the offline IPAB activities are currently limited to Bangalore. As information is collected online, the utilization of it for creating an impact will depend on offline work. Today, information is aggregated and displayed to illustrate levels of city corruption; however, this leaves scope for extended strategic use of the data gathered.

During interactions with Janaagraha, it was observed that a limited human resource network might be a reason for minimal amounts of offline support work. To overcome resource shortages, Janaagraha should build a coalition of partners in other cities to support its engagement with the government across the country.

To achieve this, appropriate partnerships can be sought with:

- **NGOs:** Organizations with similar objectives can be delegated the task of interacting with government agencies. Since regional NGOs build a rapport with local officials over time, they can leverage their position to campaign for change locally.
- **Citizens:** Groups of citizens can use their democratic right to meet with public officials and advocate for governance reforms. These groups can be formed and trained by Janaagraha. They should target meeting with one government department every quarter.
- **Government Officers/Political Leaders:** Public servants in favor of institutional reforms

can act as informal ambassadors of IPAB in government agencies. For this, Janaagraha can utilize its past experience in working with government and identify officers who would be willing to promote the cause.

USING POWER OF 'MARKET PRICE OF CORRUPTION' TO SEEK INSTITUTIONAL SUPPORT

In a country where economic development is crucial and the government is constantly looking for methods to increase transparency and strengthen accountability, this innovative database is valuable in identifying the concentration of corrupt practices in various government departments. While not statistically rigorous, this database at present is the closest quantitative indicator of petty corruption in India. Not only does it provide the actual amount paid to the officials, it also allows for the aggregation of amounts according to cities, departments, and transactional categories.

To achieve the objective of positive systemic reforms, Janaagraha can seek support from government institutions involved in anti-corruption efforts. The Central Vigilance Commission and Comptroller and Auditor General of India are two such agencies working on mitigating corruption in public service. Support can also be sought out to promote the initiative amongst citizens or sharing the information with these agencies to inform them directly about the level of corruption. This will increase the credibility of the program and generate support from local institutions.

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ANNEXURE A - Stakeholder Interviews

PROGRAMME COORDINATOR

1. I Paid a Bribe is a platform aimed at collecting bribe information to determine the market price of corruption. In order to achieve this, what are the short term objectives? Can you tell us the long term objectives of IPAB?

Portal Content

2. Citizens can submit queries on the 'Ask Raghu' space with the goal of obtaining advice on how to 'avoid, resist and eliminate' corruption. To date there have been 749 submissions.
 - a. How do you determine the appropriate response to these queries?
 - b. How do you propose to further engage citizens in using this space?
 - c. Do you have aggregated data on the submission levels as per department and transaction? Can you approximate what department(s) and transaction(s) are most commonly asked about? Why do you think this is?
3. What is moderation process post citizen query?
 - a. How do you ensure that the website is not used for defamatory purposes/ that officials' names are not included?
4. There are specific but limited government departments listed in the drop down menu when submitting a bribe story. How were these departments determined?

Technology

5. Do you consider a website the most appropriate medium for collecting and disseminating information about corruption? If yes, why? If no, then what are the alternatives? Do you think that integrating other technologies for query submission would be beneficial? E.g. SMS, phone etc.
6. The IPAB website is only in English. Do you think it would be beneficial to localize it to other regional Indian languages? Why?

Impact

7. After the collection of sufficient bribe data, what role will you play in engaging with the government to create a change in the state of corruption?
 - a. During this 2nd and 3rd phase of the IPAB, how will you determine which government departments to approach?

- b. Will the 'Bribe Bandh' be used in this effort? What is the purpose of the 'Bribe Bandh'?
 - c. What role will citizens play in this stage? Can you explain the role of citizen journalists in this regard?
8. Can you explain the relationship between Karnataka Lokayukta and IPAB?
 9. Recently, a Jan Mahiti report was presented to the transport department in Bangalore. What was the result of this action? It seems that some senior officials were issued warnings?
 10. What are the key challenges in achieving the objectives of IPAB?
 11. How have the citizens responded to the initiative thus far?
 12. Considering that IPAB is a fight against corruption, are government authorities supportive of the initiative? What has been their reaction so far?

PRODUCT MANAGER

1. I Paid a Bribe is a platform aimed at collecting bribe information to determine the market price of corruption. In order to achieve this, what are the short term objectives? Can you tell us the long term objectives of IPAB?

Portal Content

2. Please expand on how portal content is developed in each of the following areas:
 - a. Bribe Reporting
 - b. Ask Raghu
 - c. Informational spaces - Ten Commandments, FAQs etc.

Technology

3. Can you elaborate on the technologies used in the project? Please provide us with a complete list of software & hardware used. How was open source technologies leveraged? Why was open source used and/or not used?
 - a. (If Ushahidi is not mentioned) Ushahidi seems to be a popular choice for crowdsourcing information. Is there any reason why it is not used for IPAB?
4. Do you consider a website the most appropriate medium for collecting and disseminating information about corruption? If yes, why?
 - a. Report submission can also be completed over phone in Bangalore. Why was this implemented? How is it advantageous?
 - b. The second quarterly report for FY 2010-11 mentions introducing mobile/SMS based

reporting soon. Can you provide us with details of the initiative and an update on the status of implementation?

5. Can you explain how the automated info-graphics system works?
 - a. Is there any data cleaning and/or customization being done prior to generating graphs?
6. An article published in The Independent mentioned the plan to localize the IPaB website into other regional Indian languages, as it is currently only in English. Can you provide us with details? Do you think this would be beneficial? Why?

Portal Usage

7. The article also mentioned that ipaidabribe.com receives hits from 160 countries. Typically, what percentage of total hits on the website is from India?
 - a. Which are the major cities accessing the website?
 - b. Do you have any data to indicate the penetration level of the website at the national, state or local level?
8. Looking at the performance indicators of ipaidabribe.com, it seems that the actual hits have decreased from Q2 to Q3. Do you think there is any specific reason for that? Is this a concern? Why or why not?
9. Has monitoring of user profile been pursued? User satisfaction? If so, can you expand on this process? If not, do you think it would be beneficial to provide a space for user feedback to assess these elements?
10. Portal usage and bribe levels are correlated; therefore Bangalore comes out on top. This may be misleading in terms of highest concentration of corruption - do you see this as a problem? If not, why not? If so, how do you propose to deal with this?

Impact & Sustainability

11. Can you explain the financial model of this project? What were the start-up expenses, and what have been the incremental costs? Who is funding this and how?
12. What kind of promotional strategies have you adopted to inform people about this initiative? What are plans for promoting it in the future?
13. After the collection of sufficient bribe data, what role will citizens play in engaging with the government to create a change in the state of corruption? Can you explain the role of citizen journalists in this regard?
 - a. Will the 'Bribe Bandh' be used in this effort? What is the purpose of the 'Bribe Bandh'?
14. Does IPaB work with other NGOs? If yes, can you provide us with details? If no, then why not?
15. One of the goals of IPAB is to improve the 'ecosystem' by working with private sector/media/academia. Can you elaborate on how this is being pursued?
16. IPAB has a good presence on social network sites. How do these sites help in achieving goals of IPAB?
 - b. What is the nature of participation on Facebook/Twitter?
17. Considering that IPAB is a fight against corruption, are government authorities supportive of the initiative? What has been their reaction so far?
18. How have the citizens responded to the initiative so far?
19. What are the key challenges in achieving the objectives of IPaB?
20. IPaB is currently concentrated in Bangalore. Are there any plans of expanding operations in other cities? If yes, when and how? And if no, then why not?

ANNEXURE B - Feedback Form

Name: _____

City: _____

Gender: Male / Female

1. What is your age?

- a. < 18
- b. 18 - 25
- c. 26 - 40
- d. 41 - 60
- e. > 60

2. What is your level of education?

- a. No formal education
- b. Primary education (upto 5th standard)
- c. Secondary education (upto 10th standard)
- d. Senior Secondary (upto 12th)
- e. Graduate
- f. Post graduate

3. What is your average monthly household income (from all sources)? (OPTIONAL)

- a. < 10,000
- b. 10,000 - 30,000
- c. 30,000 - 50,000

- d. 50,000 - 70,000
 - e. 70,000 - 90,000
 - f. >90,000
4. How did you hear about I Paid a Bribe?
 - a. Friends/Family
 - b. Social Network (Facebook/Twitter)
 - c. Magazine/Newspapers
 - d. Television
 - e. Janaagraha website
 - f. Other _____
 5. How do generally access I Paid a Bribe?
 - a. Website
 - b. Telephone
 - c. Both
 6. Why do you use I Paid a Bribe? (Please choose one or more)
 - a. To report a bribe story
 - b. To report an honest officer
 - c. To read a bribe story
 - d. To Ask Raghu
 - e. To access informational sources - Ten Commandments, FAQs, etc.
 7. What information do you find most useful on IPAB? (Please choose only one)
 - a. Bribe reporting
 - b. Ask Raghu
 - c. Ten commandments
 - d. FAQs
 8. How often do you visit IPAB website in a month?
 - a. 1-2 times
 - b. 2-4 times
 - c. 4-6 times
 - d. >6 times
 9. Did you find the IPAB website:
 - a. Very difficult to use
 - b. Not very difficult to use
 - c. Easy to use
 - d. Very easy to use
 10. IPAB is an effective medium to access information on bribery/corruption
 - a. Strongly Disagree
 - b. Disagree
 - c. Neither Agree nor Disagree
 - d. Agree
 - e. Strongly Agree
 11. Information published on IPAB has helped you to get services without paying bribe
 - a. Strongly Disagree
 - b. Disagree
 - c. Neither Agree no Disagree
 - d. Agree
 - e. Strongly Agree
 12. To what extent do you agree that information collected through IPAB can help in reducing corruption in India?
 - a. Strongly Disagree
 - b. Disagree
 - c. Neither Agree no Disagree
 - d. Agree
 - e. Strongly Agree
 13. Are you aware of the JanMahiti Report that IPAB publishes after analysing the bribe stories?
 - a. Yes
 - b. No
 14. Are you aware of any other medium of reporting bribe prices?
 - a. Yes
 - b. No
 15. If yes, then please mention the initiative _____
