

2010-2011

Consolidated Report CAC Programme

Prepared By:



A Global Initiative on Citizenship and Democracy

Executive Summary

This document shows a comparative picture of the 12 CAC projects in the states of Karnataka, Kerala and Orissa based on the assessment of their performance at the end of the project period. Most of the projects dealt with the issues of corruption in government schemes like PDS, NREGS, NRHM, FRA etc. with an emphasis on promoting a more engaged and active citizenry to curb the same.

The report is divided into seven sections, where section one provides the basic details about the 12 projects, the methodology adopted for assessing them as well as the time duration (period) under which this exercise was undertaken. Section two describes the relevance of the assessed projects in light of the current corruption scenario in the country. It highlights the significance of such initiatives where the participation of citizens is enhanced and promoted to facilitate more accountable and transparent delivery of services along with the sensitization of concerned government departments. In section three, the findings of the assessment with regard to project objectives and quality of project design is elaborated. It was observed that in most cases the quality of project design was satisfactory, except a few places where more clarity is required while elaborating corruption problems and designing/stating project objectives. The findings with regard to implementation performance are mentioned in section four. Most of the projects have been rated as above satisfactory and satisfactory under this category, with a few cases of less than satisfactory rating. It was observed that the projects in Kerala and Karnataka have relatively performed better than that of projects in Orissa in terms of implementation of project activities; however, they had their own limitations. Major issues or concerns with regard to implementation were the aspect of constructive engagement and community empowerment.

Section five further reveals the status of results and impacts as observed during the assessment process. It states that two projects have been able to achieve 'moderate impact with good prospect of sustainability' and seven projects have been able to achieve 'moderate impact with some prospect of sustainability', as compared to only three projects that have been able to attain 'low impact with little prospect of sustainability'. As mentioned earlier it was observed that in the Orissa projects, it was a challenge to achieve the desired results and impacts as efficiently as those projects in Kerala and Karnataka due to the sensitive socio-political conditions and the tough geographical terrain. In this section the results/impacts of the projects in Kerala, Karnataka and Orissa are also elaborated separately. In Kerala and Karnataka it was observed that results like enhanced awareness on corruption issues, publication/production of IEC material and strong networking and alliance building were achieved, whereas in Orissa through the projects, the partners could establish good rapport with the government officials/elected representatives and effectively form community groups/organizations. Apart from this, specific scheme based qualitative and quantitative results are also described in this section. In section six, the observations concerning capacities of partner organizations and community based organizations promoted under the projects are described. It was observed that the capacities of partner organizations vary across the three states. Some have a very strong grassroots orientation while some are good at forging alliances. However, one capacity gap that was identified across all the projects was the quality of documentation.

Lastly, section seven of the report focuses on certain recommendations and ways forward that the CAC projects that take up and adopt. These include shift from awareness generation to empowerment, more structured attempts towards sustainability, better constructive engagement, greater emphasis on capacity building, up-scaling of projects and effective and clear line of communication.

1. INTRODUCTION

1.1. The Citizens Against Corruption (CAC) Programme

- 1.1.1 The CAC is a grant management programme implemented by Public Affairs Centre (PAC). It is supported by the Partnership for Transparency Fund (PTF), Washington D.C. CAC aims to fund initiatives by NGOs and CSOs in South Asia that stimulate, capacitate and facilitate citizens to fight against corruption. PTF, in turn, sources its support from DFID's Governance and Transparency Fund (GTF). As designed by PAC and PTF, three pillars of the programme include:
- a. Community engagement and empowerment
 - b. Constructive engagement
 - c. Peer learning
- 1.1.2 These approaches have been pervasive in the design and delivery of CAC, guiding all operational aspects of the programme management to date such as: concept selection; proposal development; and project monitoring. Transparency has been an underpinning principle in the delivery of these approaches: the utmost effort has been taken to develop and execute all technical processes in a transparent and objective manner.

1.2. Project Completion Assessment (ICA)

- 1.2.1 According to PTF policy, subsequent to project closing, PTF undertakes, wherever feasible at an acceptable cost, an independent ex-post assessment of project performance and results. In light of the above, Participatory Research in Asia (PRIA) was assigned the task of conducting the Project Completion Assessment for the CAC programme. The objectives of the Independent Project Completion Assessment (ICA) were to assess:
- a. The degree to which the projects achieved, or seem likely to achieve, all or most of its objectives;
 - b. The implementation performance and contributions of the activities and outputs to the planned results;
 - c. Results achieved and disseminated; and,
 - d. Institutional development contributions.
- 1.2.2 The CAC programme so far has seventeen approved projects, and the independent project completion assessment for them was to be held in three phases. This particular document is the consolidated report of the assessments, where twelve projects have been assessed spread across the three states of Karnataka, Kerala and Orissa. These projects can be listed as follows:

Table 1: List of Project Assessed

Sl. No	Name of the Project	District	State	Partner CSO
1.	Monitoring government food schemes and schemes for vulnerable women through community participation and action to create transparent governance	Bangaluru	Karnataka	Center For Advocacy and Research (CFAR)
2.	Addressing Corruption in Public Distribution System (PDS) by Citizen Groups- A pilot project in Bangaluru	Bangaluru		Paraspara Trust
3.	Community Movement Against Corruption	Mysore		Swami Vivekananda Youth Movement
4.	Citizens' Against Corruption Programme	Raichur		Nava Mahila Jeevana Okkoota
5.	A project to combat corruption in clinical drug trials	Thrissur	Kerala	Jananeethi
6	Citizens Against Corruption Programme	(Jashipur) Mayurbhanj	Orissa	Sambandh
7	Ekta Abhiyan- a civil society campaign to combat corruption	(Mohana) Gajapati		Vikalp
8	To reduce corruption in NREGS through use of RTI and community monitoring of service delivery to hold the government to account	(Gumma) Gajapati		Suraksha
9	Reduction of corruption in NREGA, FRA and PDS in Nuagad Block	Nuagad, Gajapati		PREM
10	Enabling Citizen Monitoring of Public Services, Preventing Bribery to Foster Effective Service Delivery in Brahmapur city of Orissa	(Brahmapur) Ganjam		Youth For Social Development (YSD)
11	To reduce opportunities for corruption in the NREGS and PDS in Loisingha block, Orissa through a citizen's campaign'	(Loisingha) Bolangir		Adhar
12	Checking Corruption of Health Sector in 10 Panchayats of Khariar under Nuapada District of Orissa	(Khariar) Nuapada		Ayauksam

1.3. Methodology

- 1.3.1 The assessment was based on a review of documents that were provided by grant recipient and/or PAC which included:
- Project completion report from the grant recipient
 - Final project proposal and agreed budget
 - Comments/advice provided by PAC-PTF during preparation and implementation
 - Grant agreement
 - Periodic progress reports provided by the grantee
 - Peer review reports and other peer learning activities
 - Original and updated log frame on results
- 1.3.2 Brief site visits to the partner CSOs were made to have a deeper understanding and knowledge of the field situations. Interviews with staff and other stakeholders were also conducted in this visit. The dates of the field visit for both the phases were as follows:

Karnataka and Kerala Projects	Orissa Projects
25 th to 30 th October 2010	16 th to 25 th January 2011

- 1.3.3 The ICA was done using a standard questionnaire, where all the projects were rated based on their performance on a scale of 1-6¹ on different aspects like quality of project design, implementation performance and results. The status of the achievement of project objectives was also rated on a scale of 1-5². The questionnaire also included sections on impact of the project in reduction of corruption, value added of PTF and PAC technical advices by partners and suggestions for improvements.

2. RELEVANCE OF THE PROJECTS

- 2.1. Corruption has become a rampant problem in recent times adversely affecting the tenets of democracy by making the governance systems weak and incapable. Increasing incidents of corruption by public and private agencies have led to huge malpractices in the delivery of social welfare schemes and services specially affecting the lives of the marginalized sections, whose rights and entitlements are impinged for certain vested interests and gains.

¹ 1-Highly satisfactory/likely; 2-Satisfactory/likely; 3-Moderately satisfactory/likely; 4-Moderately unsatisfactory/ unlikely; 5-Unsatisfactory/unlikely; 6-Highly unsatisfactory/unlikely and NA-Not Applicable

² 1-Fully achieved, very few or no shortcomings; 2-Largely achieved, despite a few short-comings; 3-Only partially achieved, benefits and shortcomings finally balanced; 4-Very limited achievement, extensive shortcomings; 5-Not achieved.

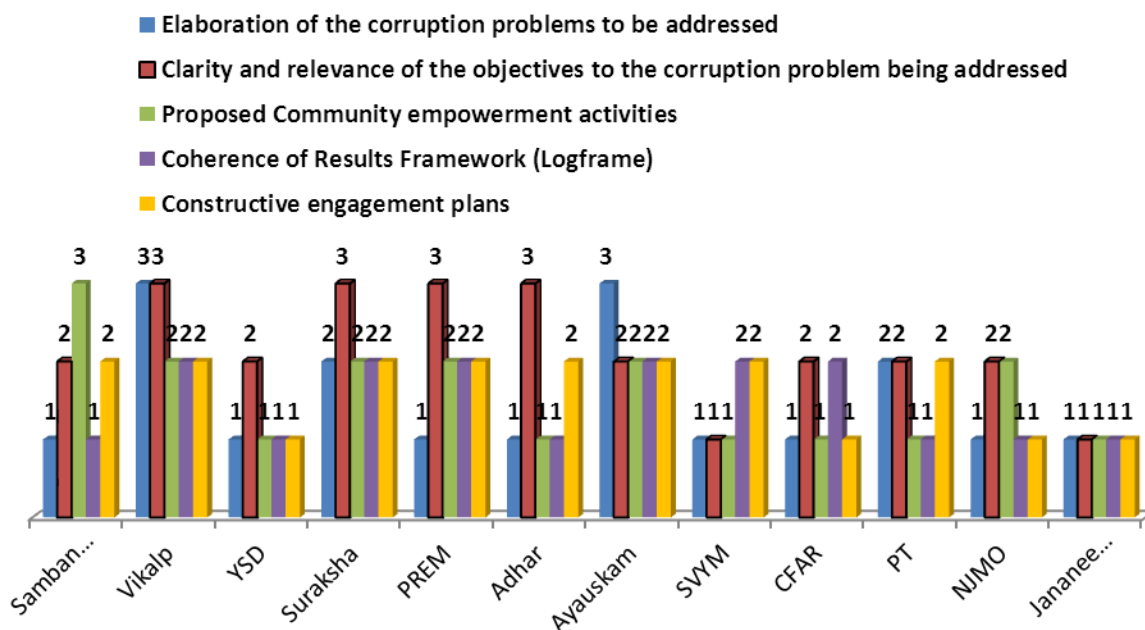
- 2.2.** In this context, all the twelve projects assessed under the CAC programme are truly relevant in highlighting the issue of corruption and also addressing it to certain extent. They have the potential to mobilize the community to demand and sensitize the concerned government officials (at the local level) to deliver services and schemes effectively. These projects are relevant as they lay thrust on promoting citizens' participation in dealing with corruption issues by capacitating them to raise their voice, thereby making the process more sustainable and community owned. This has been realized through the formation of citizens' groups like women and youth groups, Self Help Groups (SHGs), village and panchayat level anti-corruptions committees etc. by the partner CSOs in different locations.
- 2.3.** All the twelve projects situated in different districts of the three states aim to reduce corruption in government schemes meant for improving the status of the poor and marginalized sections of the society like Public Distribution System (PDS), Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), National Rural Health Mission (NRHM) etc. All these schemes are designed to help marginalized families to address poverty issues, where one emphasizes on food security and the other on livelihood or income security. As corruption practices related to these schemes are widely prevalent in all the project locations, some of them have been effectively investigated and scrutinized in a participatory manner. It is here that the relevance of the projects lies as crucial corruption issues affecting the daily lives of the people are handled and addressed by them with the support of the partner organizations.

3. OBJECTIVES AND QUALITY OF DESIGN

- 3.1.** The success of any project lies in the fact that its objectives are well thought of and planned to serve in the best interest of the project. The key to design ideal objectives is that they should be SMART (Specific, Measurable, Achievable, Realistic and Time-bound) and formulated in a manner to address the identified problems and challenges in the best possible way.
- 3.2.** In all the five project proposals in Karnataka and Kerala it was observed that the objectives were broad and lacked clarity. In some cases, there was no clear line of distinction between the objectives and project activities and they seemed to overlap with each other. With regard to the coherence of the objectives with the identified corruption problems, it was felt that in certain projects they seemed difficult to achieve within the stipulated time of the project.
- 3.3.** As far as the projects from Orissa were concerned, the framing of objectives in almost all the seven project proposals was not upto the mark i.e. they have not been efficiently articulated as per the SMART criterion. Some of the objectives were too broad, encompassing a number of aspects in just one objective making it too general, while there were others that were excessively ambitious and unrealistic, that again seemed challenging to be achieved within an year's time. It was also noticed that in some projects the objectives were worded differently, though they necessarily did not connote a different meaning, in other words they were repeated or not been articulated well to reflect the right meaning. The manner in which the objectives had been framed also indicated that the project teams were not very sure of the difference between objectives and activities, as in many places, they were found to be overlapping with each other. Apart from this in some of the projects it was noticed that there was a lot of incoherence in the objectives and the identified corruption problems and challenges. The objectives were not designed appropriately to address the prevalent issues.

Another significant thing noticed about the objectives was that in most of the projects they have not been quantified, which can be right in cases where the objectives envisage a qualitative change that cannot be numerically measured, but does not stand true for objectives which can be easily numbered. For example, no. of trainings to be conducted, no. of groups to be formed etc. Numbering of objectives is always better as it gives a clear picture of what is aimed at through a particular objective.

Figure 1: Objectives and Quality of Design



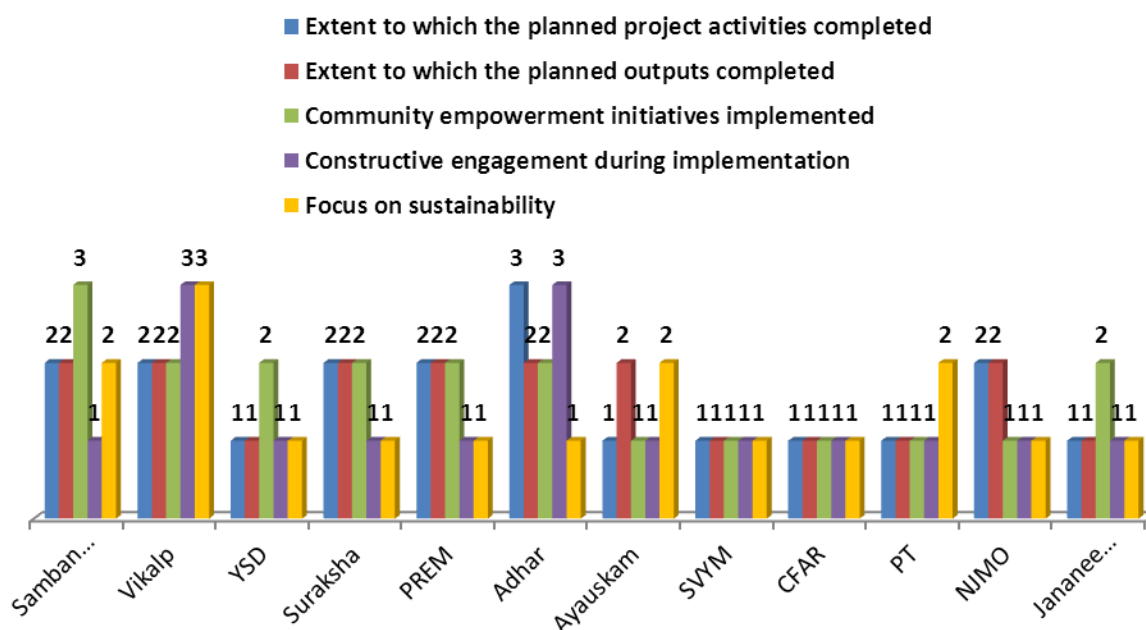
1: Above Satisfactory; 2: Satisfactory; 3: Less than Satisfactory

- 3.4.** Figure 1 shows the overall ratings of the projects with regard to the quality of project design. It reveals that the project design is mostly satisfactory specially for indicators like coherence of results framework, constructive engagement plan and proposed community empowerment activities for most of the projects, except in the case of Sambandh, where the community empowerment activities have been rated as 'less than satisfactory'. However, most organizations have been rated as 'less than satisfactory' with regard to the second indicator i.e. clarity and relevance of objectives as compared to the others. It can also be seen that as compared to the Orissa projects, the projects in Karnataka and Kerala have not scored 'less than satisfactory' under any of the indicators, they have mostly been rated as 'above satisfactory' and 'satisfactory'.
- 3.5.** Thus a comparative picture of the projects assessed in Karnataka and Kerala, and Orissa reveal that though the overall quality of project design in most projects is satisfactory, there is still a lot of scope for improvement in certain areas, especially in the elaboration of corruption problems and designing of objectives.

- 3.6.** To overcome these gaps, PAC and PTF have also engaged a Monitoring and Evaluation expert who has developed a results framework for PDS and NREGA but it has not been fully adopted by the partner organizations in the first phase of the CAC programme. It is anticipated that the inclusion of the newly designed result framework in the second phase would yield better results in terms of setting up of project goal, objectives and results accordingly.

4. IMPLEMENTATION PERFORMANCE

Figure 2: Implementation Performance



1: Above Satisfactory; 2: Satisfactory; 3: Less than Satisfactory

- 4.1.** Figure 2 shows that the projects in all the three states have fared well with regard to implementation performance as most of them have been rated as 'above satisfactory' and 'satisfactory'. However, there are a few exceptions as well. For example, both Vikalp and Adhar have been rated as 'less than satisfactory' with regard to constructive engagement as they had not been able to engage constructively with all the stakeholders as efficiently as the others. Similarly, Vikalp and Adhar have also received a 'less than satisfactory' rating in terms of the focus on sustainability and completion of planned project activities respectively. Sambandh on the other hand, has also performed unsatisfactorily with regard to the implementation of community empowerment activities.
- 4.2.** Again it can be seen that projects in Karnataka and Kerala have performed much better than the other CAC projects in Orissa in terms of implementation of different project activities. However, this does not imply that they did not face any challenges or there were no gaps in their performance. There were certain projects, where important project activities could not be pursued as planned due to unfavorable external conditions. For example, in Raichur (NJMO), the

Citizens Corruption Report Card could not be taken up on time due to unexpected flood in the region. In Mysore (SVYM) activities like strengthening of PDS vigilance committees, formation of social audit groups etc.³ could not happen as the staff felt that the community still needs to be capacitated and strengthened to take up these roles independently. Also in many instances it was noticed that though the activities were initiated as planned, they could not be completed in totality. This could be seen in the case of SVYM, where only 10 youth leaders could be identified as compared to 20. Examples of the same kind could also be captured in the case of Paraspara Trust, where only 3 ration shops could be declared as 'model' shops as against 30, that were planned in the proposal⁴.

- 4.3.** With regard to the projects in Orissa, it can be said that organizations like Youth for Social Development (YSD) and Ayauskam have done an exemplary work in successfully completing the planned project activities, which range from that of creating awareness among the community to organizing trainings/capacity building programmes to that of forming citizens' watch committees and anti-corruption committees in the communities. On the other hand there were certain projects where planned project activities could not be taken up efficiently due to varied reasons. For instance Adhar could not take up crucial activities like orientation to the members of the GP level CBOs, interface with block level functionaries, quarterly analysis of CRCs, district level workshops, GP level social audit and public hearing etc. In terms of community empowerment it was seen that in most of the projects, community empowerment activities have not been implemented as effectively as those of awareness generation and creation of community groups. As far as constructive engagement during implementation is concerned, it was observed that most of the projects were successful in fostering ties with concerned stakeholders, specially government line departments and respective officials. However, it was felt that though the partner organizations have been successful in engaging with the governments, most of them were not able to maintain or even initiate such rapport/relationship with other important stakeholders like media, academia and other like-minded organizations/forums etc.

5. BROAD RESULTS AND IMPACTS

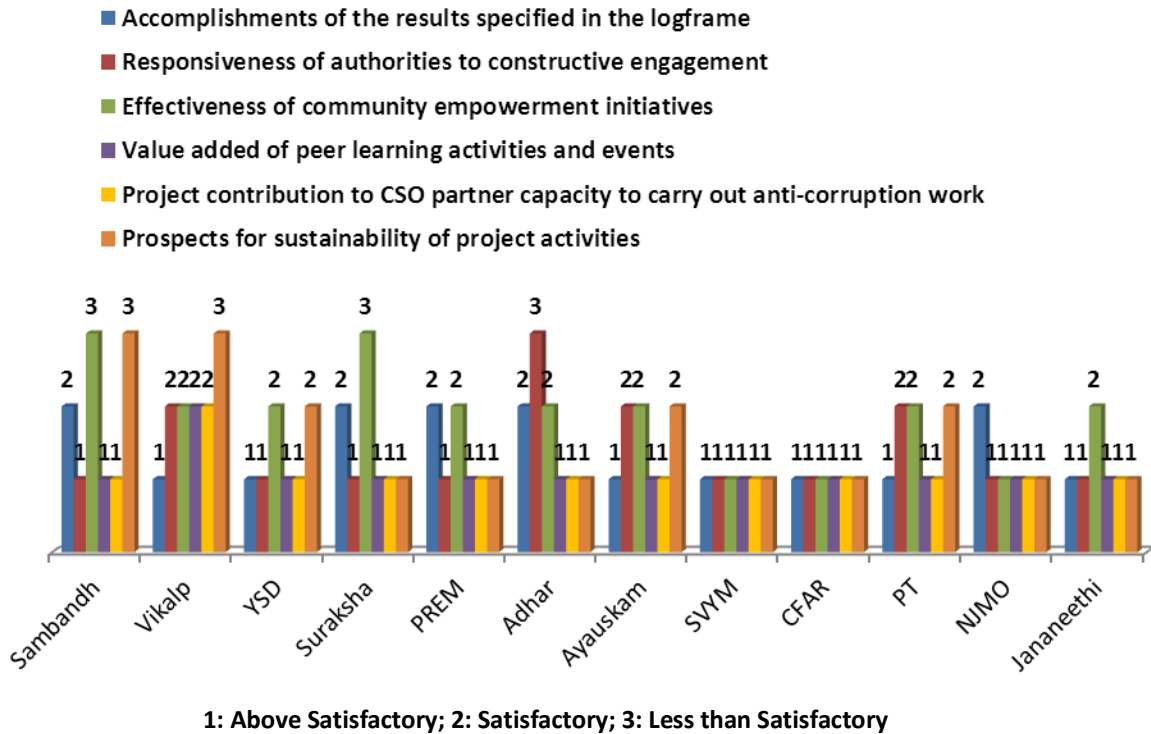
- 5.1.** Taking into consideration, the results and impacts of the twelve projects it can be said that they are not much different in the three states in terms of the nature of results. This can be attributed to the fact that the ideology and purpose behind the CAC projects is the same i.e. to engage communities in fighting corruption in the implementation of different government social security schemes at local level, therefore the results too are in the same line.
- 5.2.** Figure 3 shows that in the Orissa projects, owing to the sensitive socio-political conditions (predominantly tribal and marginalized communities, increasing cases of naxalism etc.) and the tough geographical terrain, it was difficult to attain/achieve certain results and impacts as effectively as those projects in Karnataka and Kerala. Another set of reasons behind this can be the difference in the functioning of the governments of the three states and their varied socio-political and development histories as well as the strengths, capacities and space of civil society organizations to influence/promote people's participation and thereby social change. Therefore

³ Presentation made to the evaluators during field visit

⁴ Project completion report, "Addressing corruption in Public Distribution System (PDS) by Citizen Groups", page no. 12

it can be said that though the projects in Orissa have relatively not been as impactful as some of the projects in Karnataka and Kerala, yet they have been able to successfully initiate and stir a movement for citizens’ action against corruption.

Figure 3: Results and Impacts

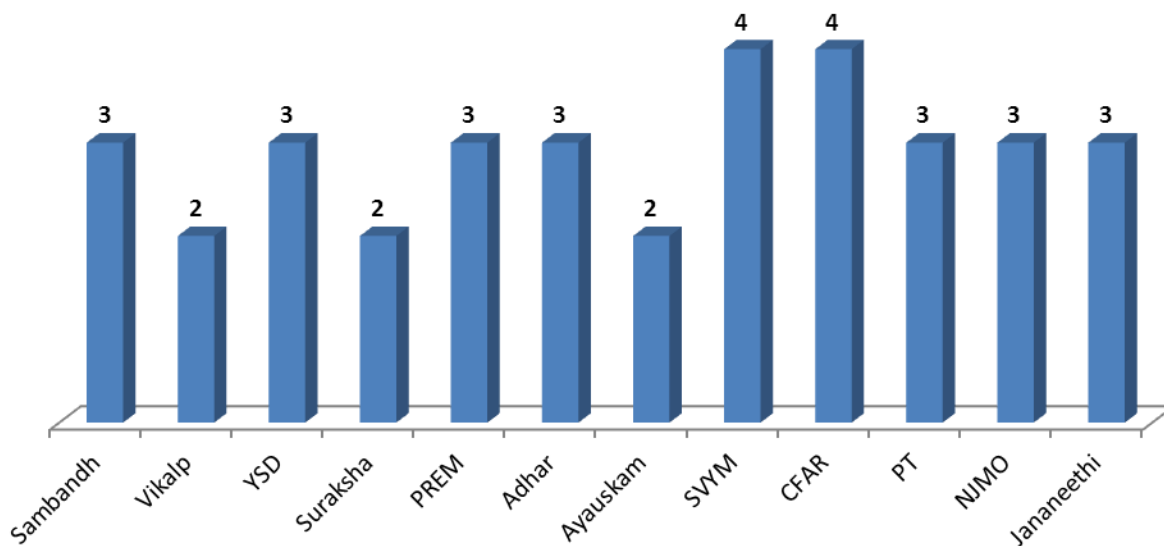


5.3. The figure also reveals that most organizations were successful in accomplishing the results that were specified in their logframe as all of them have been rated as either ‘above satisfactory’ or ‘satisfactory’ under this category. With regard to responsiveness of authorities to constructive engagement it can be seen that it was ‘above satisfactory’ in the case of most of the organizations, followed by ‘satisfactory’ for Vikalp, Ayauskam and Paraspara Trust and ‘less than satisfactory’ for Adhar. The effectiveness of community empowerment initiatives can also be seen in a lot of projects, however it was limited to community mobilization and organization and not really empowerment, therefore they have been mostly rated as ‘satisfactory’ and ‘less than satisfactory’. As far as the sustainability of project activities is concerned, most of the CAC projects have a potential for sustaining their efforts as they emphasize on working with the communities through community based organizations/groups. It was only in the case of Sambandh and Vikalp that the focus of sustainability was found to be ‘less than satisfactory’.

5.4. Apart from the above criteria, the 12 CAC projects can also be assessed from the dual lens of impact and sustainability. This is reflected in figure 4, and helps us to understand the effectiveness and scope of the CAC projects. Looking at the figure it can be said that most of the CAC projects have been rated as 3 i.e. they have successfully been able to make some impact in terms of either a more aware and informed citizenry or improved service delivery. 7 out of 12

projects have been rated to have moderate impact with some prospect of sustainability. It can also be seen that two projects in Karnataka (SVYM and CFAR) have had a moderate impact with good prospect of sustainability as the initiatives undertaken by them have led to the creation and strengthening of community groups (vigilance committees, youth groups etc.) that have taken up the task of identifying and addressing corruption issues. However, there are certain projects, that have also been rated as 2 i.e. low impact with little prospect of sustainability. Thus it can be said that holistically, the CAC projects have exhibited some traits of sustainability and impact, which is evident through numerous case studies and examples in different projects. Considering the fact the most of these projects have been running since a short span of one year, the impact and traces of sustainability that they have been able to showcase, however, not very huge, prove that there is enough potential for them to bring about change if continued for a longer period of time.

Figure 4: Impact and Sustainability Assessment



1: No Discernible Impact; 2: Low Impact with little prospect of Sustainability; 3: Moderate Impact with some prospect of Sustainability; 4: Moderate Impact with good prospect of Sustainability; 5: Major Impact which is likely to be Sustainable

The broad results and impacts of all the twelve projects can be further elaborated separately as follows:

5.5. Karnataka and Kerala

5.5.1 Enhanced Awareness on Corruption Issues: In all the project locations it was seen that the community has become aware of the corruption issues/practices affecting them and their potential role in contesting the same. The partner CSOs have been successful in mobilising and

organising the community from a rights based perspective in taking forward this issue through the use of various transparency and accountability instruments like RTI, public hearings, social audits etc. Women's and youth groups⁵, SHGs⁶, PDS monitoring committees⁷ etc. have been formed and capacitated in different project areas to enable them to raise their voice against corruption. In many cases the enhanced awareness and knowledge of the community has helped them to access improved services.

5.5.2 Publication/ production of IEC materials: Effective Information, Education and Communication (IEC) materials were produced and published by partner CSOs in respective project locations⁸. This material was produced in the local languages in the form of pamphlets, booklets, fliers, posters etc. on the provisions of the RTI Act, entitlements under PDS, ethical guidelines on drug trial etc. In Raichur, (Citizens Against Corruption project; NJMO) information on rights and entitlements regarding various schemes, importance of community based groups and citizen participation etc. was made available in a pictorial manner that helped even the illiterate people to understand their role in fighting corruption.

5.5.3 Networking and Alliance Building: In the course of the first year of the projects, a major result that has come to light is the strong emphasis on networking and alliance building that has taken place between partner CSOs and other like-minded organisations working on the issues of corruption, food security, livelihood, rights based approach etc. It could be seen that though the partner organisations were working in their respective intervention areas on concerned issues, they also became part of larger state and national level coalitions and platforms like Right to Food campaign (RTF), CIVIC Bangaluru⁹ etc. Also the concept of peer learning proved to be a crucial instrument in facilitating cross learning among the different partners.

5.6. Orissa

5.6.1 Good rapport with government departments/officials and elected representatives: In almost all the projects it was observed that the project teams were able to foster good rapport with the government line departments. Under the element of constructive engagement, the organizations (partners) have successfully sensitized and influenced govt. officials to participate in their anti-corruption initiatives at the local level. Apart from this, in many cases, local elected representatives have been made part of the anti-corruption committees or social watch committees so that they are constantly engaged in the process of fighting against corruption. This strategy has been really helpful as on the one hand it prevents the ERs and local government officials to indulge in corrupt activities themselves and on the other keeps a check on others to do so by creating a peer pressure.

5.6.2 Formation of community groups/organizations/centers: The second major result or achievement of the Orissa projects quite similar to the projects in Karnataka and Kerala is the formation of community groups and organizations. All the organizations have put in tremendous energy and time in mobilizing and collectivizing communities to form anti-corruption

⁵ In Mysore (SVYM), Bangaluru (CFAR and Paraspara Trust) and Raichur (NJMO)

⁶ In Raichur (NJMO)

⁷ In Bangaluru (Paraspara Trust)

⁸ Information kits on PDS and RTI by CFAR, handbook on ethical guidelines on clinical trials by Jananethi etc.

⁹ Citizens Against Corruption project (Raichur) and Paraspara Trust (Bangaluru)

committees/social watch groups/vigilance committees etc. Youth and women of the community have also been sensitized to come together and form collectives in order to raise their voice against corruption. Many of these committees have been able to identify and raise issues through the use of RTI and other social accountability tools like social audits, public hearings etc. The formation of a rural call center by Sambandh on entrepreneurship basis is another example of engaging the communities in the activities of the project as well as raising their awareness and knowledge on the use of RTI to curb corruption.

- 5.6.3** Apart from the above, it was also found that the partner organizations have identified and mobilized citizens as ‘citizen leaders’, ‘social watch monitors’, ‘village activists’ and ‘transparency level workers’. This reflects that active and vocal citizens were encouraged to participate and engage meaningfully in the implementation of the project activities like social audits, monitoring of services and schemes etc.

5.7. Specific Scheme Based Results

- 5.7.1** In addition to the results and impacts mentioned above, all the twelve organizations were also successful in bringing about some specific changes with respect to identified schemes and government programmes. Some of these results/impacts were in the form of improvements in service delivery of that specific scheme on the part of the authorities, while others were related to the efforts of the communities towards the better execution of the schemes. These results were gathered through discussions with the communities during field visits, reading the project reports as well as the anecdotes of the community. They can be elaborated separately as follows.

5.7.2 Public Distribution System:

- a. Under the project run by CFAR in Bangaluru, Karnataka, 371 new ration cards were issued to the citizens. The efforts of the vigilance committee members, led to the declaration of two ration shops i.e. number 70 and 81 as ‘model ration shops’. As a result of 3 public hearings on issues of basic amenities and right to housing/food in Kaveri Nagar, Laxmi Devi Nagar and Hosabalunagar, KFCS (Karnataka Food and Civil Supplies department) officials seized a ration shop and also took back the inedible ration from two ration shops.
- b. Paraspara Trust in Bangaluru, Karnataka formed 30 PDSMCs (PDS Monitoring Committees) and capacitated their members (upto 300) to successfully identify and raise their voice against corruption issues in the distribution of ration in the slums. An apex PDSMC was also formed at the zonal level called “Danya Hakku Forum” with a membership of 15 active members. Apart from this, due to the efforts of the organization, 3 Fair Price Shops were also declared as ‘model ration shops’ as they complied with all the rules and norms under the PDS.
- c. The postcard campaign from one of the villages under the SVYM project (Mysore, Karnataka) proved so powerful that it made the district level authorities issue orders to the taluk officials to monitor the activity of the PDS shops and also conduct surprise checks. As a result of this the food inspectors now regularly monitor the PDS shops. Apart from this, the officials are also now available on a fixed day at the Taluk HQ, so that people can go and

meet them directly. In a number of cases pending ration cards have also been issued to the needy families after they demanded the same from the concerned officials. Due to constant pressure created by the citizens, 40 PDS shops have displayed information boards under section 4 of the RTI Act.

- d. Under the CAC project run by Youth for Social Development (YSD) in Orissa, it was revealed that the 'anti-corruption helpline' launched for PDS related complaint is being functioning successfully and a lot of citizens have registered their complaints through this system. Important information regarding PDS and ration (quantity, type etc.) is regularly disclosed by the PDS shops in their Citizen Informative Boards. The PDS shop opening time has also changed as per the order of the District Civil Supply Officer and corrupted PDS shop owners have been issued notices on the request of the citizens.
- e. In Orissa, due to the efforts of Adhar 95 eligible families got PDS cards that due since a long time. 20 out of 25 PDS shops ensured that actual quantities of rice, wheat and sugar are distributed to the citizens. In Thakurapalli village, through the efforts of the anti-corruption committee the discrepancies in distribution of kerosene oil were resolved and the dealer was suspended; in Uparbahal GP, the anti-corruption committee helped in ensuring that right (25 kgs) of rice was distributed to the beneficiaries as compared to 4-5 kgs that was given initially.
- a. In the project implemented by PREM in Orissa, the quality of food grains provided by the PDS shop owners improved after the intervention of the citizens. The citizens there started the process of returning the inferior quality ration then and there to the Gram Panchayat. 34 bogus/fake BPL ration cards were also exposed and confiscated by the Panchayats in the area.

5.7.3 National Rural Employment Guarantee Act:

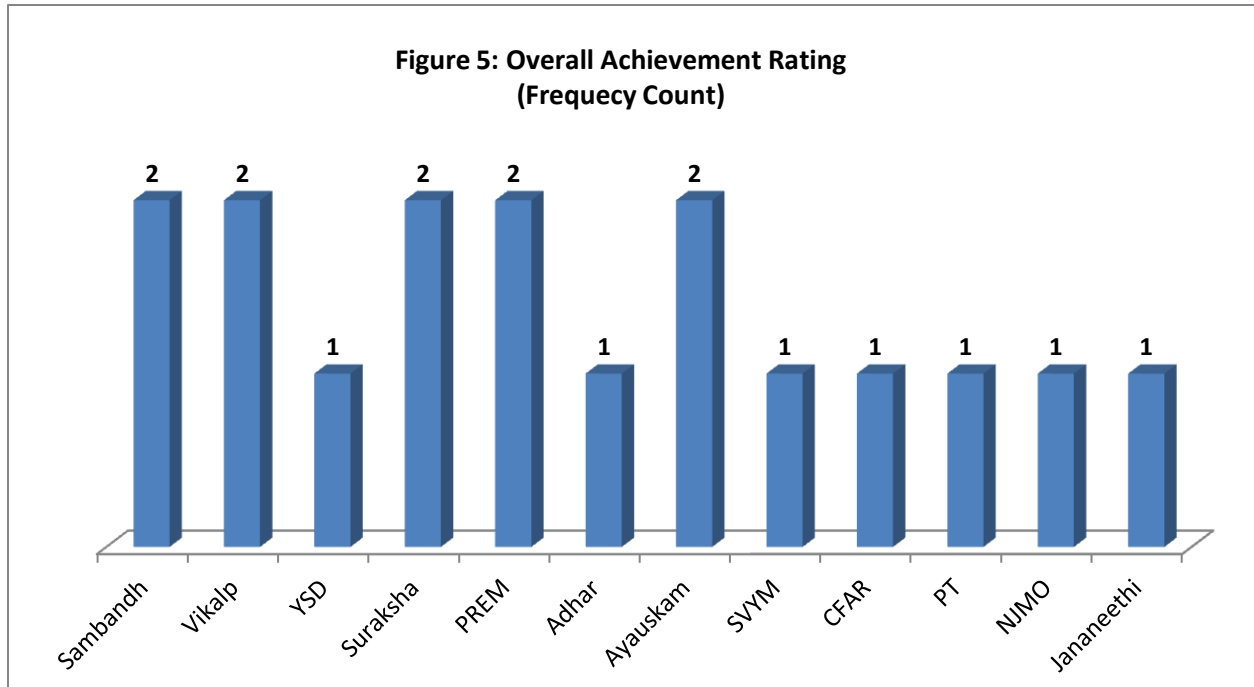
- a. The efforts of the CAC project in Jashipur (Orissa) by Sambandh led to the release of job cards to 274 citizens as well as payments for 173 workers, which had been delayed since a very long time. This was possible due to the formation of Rural Call Centre, which citizens used as a platform to gather information about different schemes and their provisions as well as the active involvement of members of the Social Watch Group.
- b. Under the project implemented by PREM in Orissa, a number of changes could be witnessed. For example, the average work days increased from 30 to 52 days, the percentage of job card holders having a bank account for direct and timely payment of wages also increased from 32% to 95%.
- c. In select gram panchayats in Balangir district, Orissa, 85% of NREGA work was conducted without the use of machines and 850 fake job cards were identified as a result of the myriad initiatives of the anti-corruption committees.
- d. In Mohana Block of Gajapati district, the efforts of Ekta Abhiyaan by Vikalp led to the submission of 29 new job demands by 3560 citizens from 68 villages resulting in new NREGS projects that provided employment to 2991 citizens. 90% worksites now have drinking water and 20% have child care facilities in the target villages due to the effective monitoring

of NREGS by the Social Watch Committees. The amount of wages was also increased from Rs.35 to Rs.90.

6. CAPACITY DEVELOPMENT (INSTITUTIONAL DEVELOPMENT)

- 6.1. One of the objectives of the Citizens Against Corruption project is to facilitate grassroots/local organizations to take up corruption issues prevalent in their areas in a participatory manner. This implies building the capacities of both the identified civil society partners (NGOs) as well as the community-based groups/organizations/structures promoted by these partners in due course of time to address emerging issues, especially those related to corruption.
- 6.2. In light of the above, capacities of partner CSOs have been enhanced through regular technical support and inputs from PAC and PTF. Initial workshops on documentation (proposal and report writing etc.) have helped them to understand the significance of quality documentation in working in a project approach. However, in spite of these inputs given by PAC and PTF it was felt that documentation of most of the partner organizations is not up to the mark. In most projects, there is ample room for improvement in the quality of documentation. The project staff though skilled in the art of mobilizing and working with the communities, many a times found it difficult to translate their thoughts and ideas into paper.
- 6.3. Apart from the issue of lack of capacities in effective documentation of the partner organizations, it was also felt that as compared to the projects assessed in Karnataka and Kerala, the partners in Orissa had more of a grassroots orientation. Their geographical and thematic spread was much less than those of their counterparts in the states of Karnataka and Kerala. It was also observed that in some organizations thematic knowledge on social accountability tools and government schemes was also not very strong.
- 6.4. In terms of building the capacities of the citizens' groups and community based organizations, it was seen that tremendous amount of time and energy has been put into mobilizing, organizing and capacitating local communities in all the twelve projects. Indeed one of the major results of the CAC programme can be said to be the formation of these groups in different project locations. However, it also needs to be understood that the mere formation of these groups, which in itself is an achievement and result of consistent hard work, does not ensure the desired impact. In other words, it can be said that community organization and collectivization is a means and not an end. Infact it's the first step to achieve the broader objective of empowerment. In light of the above, it was observed that though community groups were created in the form of anti-corruption committees/vigilance committees/social watch groups etc. but they were not found to be capacitated enough to deal with corruption issues and handle cases of corruption on their own.

7. CONCLUSION AND RECOMMENDATIONS



1: Above Satisfactory; 2: Satisfactory; 3: Less than satisfactory

- 7.1.** Taking a look at figure 5 above, it can be said that the overall achievement rating of 7 projects has been above satisfactory as compared to 5 projects that were rated as satisfactory. This rating is done on the basis of a frequency count¹⁰ of sub indicators under each broad category like Quality of Project Design, Implementation Performance and Results. They are consistent with the detailed individual ratings in the completion assessment section of individual project reports.
- 7.2.** From the figure above, it can be gauged that most of the projects were able to complete the CAC project in a satisfactory manner and showed some positive results, therefore they have been rated as 'above satisfactory'. For the other projects rated as 'satisfactory' it does not imply that these projects have not performed satisfactorily in any of the aspects, but that their performance has not been consistent throughout the implementation period. Again this can be attributed to both external and internal factors that cannot always be predicted or controlled.
- 7.3.** Based on the overall assessment of the twelve projects through field visits, interaction with the community and project staff as well as reading the project documents (reports, proposals etc.), following are a set of recommendations that can be useful for the concerned partner organizations as well as PAC and PTF to enhance the quality of the projects in the times to come.

¹⁰ Please refer to the table in Annexure 8.3

- a. **Shift from awareness generation to empowerment:** As mentioned earlier, it was felt that partner organizations have done an excellent job in mobilizing the community and generating awareness among the citizens on different issues of corruption, however, they are far behind when it comes to community empowerment. Most of the projects have been rated 3, i.e. moderately satisfactory in terms of effectiveness of community empowerment activities (in individual reports). Thus there is a dire need for taking the next steps in the ladder and moving towards the goal of community empowerment. This can be achieved through taking up activities that involve greater participation and ownership of the community apart from building their capacities through either structured training programmes or regular handholding support. Also the communities need to be strengthened in taking up monitoring of services and schemes on their own so that corrupt practices are checked from time to time. Positive changes as a result of these initiatives (evidence of which can already be seen in the communities) would help in building the confidence of the communities and empower them to raise their voices against corrupt practices and behavior. Therefore, it can be said that unless there is a shift in the focus of activities/strategies from community awareness and sensitization to that of community empowerment, not much change and impact can be envisaged from the projects.
- b. **More structured attempt towards sustainability:** In line with the first recommendation, the need of the hour is to view the projects from lens of sustainability. The individual assessment reports also reveal that most of the projects were rated as 3 and 4 (moderately satisfactory and moderately dissatisfactory) with regard to the prospects of sustainability of project activities. Though most of the project proposals talk about sustainability of the projects in very elaborate manner, but it was found that it is generally not being translated into practice. It is recommended that more structured/adequately planned interventions need to be incorporated into project design so that sustainability does not come along as a mere by-product of certain activities/initiatives but as a strategic impact of the project. The strategies from the initial stage of introducing the project to the communities, to creating ownership of the communities on the project, to withdrawal of the organization from area to that of handing over the project to the communities should be well planned and worked out in advance. The strategies for each of these stages then further need to be broadened and activities planned accordingly to ensure that the transition among them is smooth and less complicated.
- c. **Towards better constructive engagement:** One of the strong pillars that bind all the CAC projects is constructive engagement, i.e. the notion of constructively engaging and involving different stakeholders from the community (target audience), government, media, academia and other civil society organizations in the activities of the project to develop their interest as well as seek their support. It was found that in most of the projects, constructive engagement was limited to forging ties with the government departments only, there is a need to re-emphasize this aspect and work on it more effectively. It was also gathered from the conversations with the project staff during the field visits, that they were not much clear on the concept of constructive engagement and its significance for the CAC programme. Thus, there is a need to demystify the ideology and rationale behind this element, which indeed is an important instrument in widening the scope of the CAC programme as a whole.

- d. **Greater emphasis on capacity building:** More thrust needs to be given on the elements of capacity building. This should be taken up from a two-pronged perspective of demand and supply i.e. capacitating the partner CSO as well as the government officials concerned with the delivery of services and schemes. This is important, as desired results cannot be achieved if both demand and supply do not work in unison. It is only when CSOs would be strengthened to demand from the state (govt.) and government officials/departments sensitized enough to deliver that both ends could be met. This can be done through structured training programmes, geared towards building their respective strengths on different areas. For example, partner CSOs can be trained on issues like communication and networking, negotiation skills, documentation and effective articulation, tools of social accountability etc. As far as the supply side is concerned, government officials and elected representatives, specially ration shop owners, food inspectors, gram panchayat members etc. can be capacitated through regular orientation/awareness programmes on the provisions of related schemes/policies like PDS, MGNREGA, RTI etc. which they are not aware of many times. Apart from this an exposure visit of both the supply and demand side groups can be conducted to a location where best practices in corruption free delivery of services are to be found.
- e. **Up scaling of the projects:** Another way in which the CAC programme as a whole can benefit is through a process of up-scaling its activities and initiatives at a higher level. This can be done through strengthening ties with like-minded groups at the block and district level. This can also be done by organizing multi-stakeholder dialogues and involving different stakeholders including government departments and local media. Although some partner CSOs are already engaged with some networks and coalitions outside the confines of their geographical location, this aspect is not ingrained in the design of most of the projects. PAC as the nodal agency should encourage and promote this kind of interface to consolidate issues at a higher level, where they can be addressed more effectively. Indeed, the different projects under the CAC programmes in South Asia can be brought together at a common platform where, the challenges, issues, achievements and results can be shared and deliberated upon.
- f. **Effective and clear line of communication:** In the conversation with project staff during the field visits, it was revealed that there is lack of clarity in communication between the partners and PAC especially with regard to the funding of the projects. In one of the projects assessed in phase I, the project coordinator quit his job as his salary could not be paid due to the unavailability of funds on time. In other projects also the staff mentioned that they have not been given any indications as to whether they would get funds for the second year. It is here that PAC needs to play a critical role in addressing these issues of the partner organizations.

8. ANNEXURE

8.1. Statistical Table 1 (Original Ratings)

S.No	Particulars	Project Ratings											
		P1	P2	P3	P4	P5	P6	P7	P8	P9	P10	P11	P12
1	Quality of Project Design												
1.a	Elaboration of the corruption problems to be addressed	2	4	2	3	2	2	4	1	1	2	1	1
1.b	Clarity and relevance of the objectives to the corruption problem being addressed	3	4	3	4	4	4	3	1	2	2	2	1
1.c	Proposed Community empowerment activities	4	3	2	3	3	2	3	1	1	1	2	1
1.d	Coherence of Results Framework (Log frame)	2	3	2	3	3	2	3	2	2	1	1	1
1.e	Constructive engagement plans	3	3	2	3	3	3	3	2	1	2	1	1
2	The Implementation Performance												
2.a	Extent to which the planned project activities completed	3	3	2	3	3	4	2	1	1	1	2	1
2.b	Extent to which the planned outputs completed	3	3	2	3	3	3	3	1	1	1	2	1
2.c	Community empowerment initiatives implemented	4	3	3	3	3	3	2	1	1	1	1	2
2.d	Constructive engagement during implementation	2	4	2	2	2	4	2	1	1	1	1	1
2.e	Focus on sustainability	3	4	2	2	2	2	3	1	1	2	1	1
3	The Results												
3.a	Accomplishments of the results specified in the log frame	3	2	2	3	3	3	2	1	1	1	2	1
3.b	Responsiveness of authorities to constructive engagement	2	3	2	2	2	4	3	1	1	2	1	1

3.c	Effectiveness of community empowerment initiatives	4	3	3	4	3	3	3	1	1	2	1	2
3.d	Value added of peer learning activities and events	2	3	2	2	2	2	2	1	1	1	1	1
3.e	Project contribution to CSO partner capacity to carry out anti-corruption work	2	3	2	2	2	2	2	1	1	1	1	1
3.f	Prospects for sustainability of project activities	4	4	3	2	2	2	3	1	1	2	1	1
4	Impact and Sustainability Assessment	3	2	3	2	3	3	2	4	4	3	3	3
5	Overall Achievement Rating	2	3	2	3	3	3	3	1	1	1	1	1

Where:

- P1: Sambandh
- P2: Vikalp
- P3: Youth for Social Development (YSD)
- P4: Suraksha
- P5: PREM
- P6: Adhar
- P7: Ayauskam
- P8: Swami Vivekanand Youth Movement (SVYM)
- P9: Centre For Advocacy and Research (CFAR)
- P10: Paraspara Trust
- P11: Nav Jeevan Mahila Okkoota (NJMO), Prerna
- P12: Jananeethi

8.2. Statistical Table 2 (Modified Ratings)

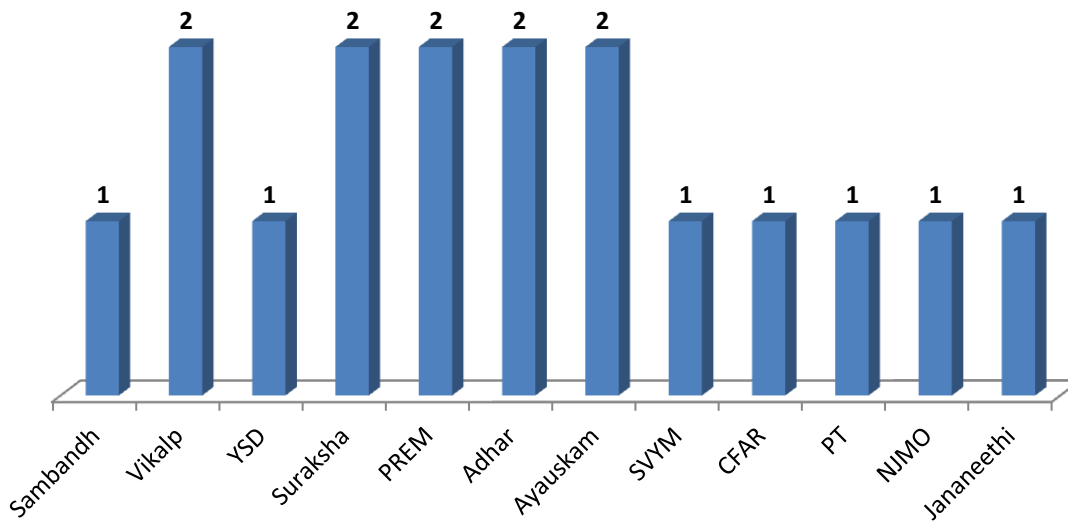
S.No	Particulars	Project Ratings											
		P1	P2	P3	P4	P5	P6	P7	P8	P9	P10	P11	P12
1	Quality of Project Design												
1.a	Elaboration of the corruption problems to be addressed	1	3	1	2	1	1	3	1	1	2	1	1
1.b	Clarity and relevance of the objectives to the corruption problem being addressed	2	3	2	3	3	3	2	1	2	2	2	1
1.c	Proposed Community empowerment activities	3	2	1	2	2	1	2	1	1	1	2	1
1.d	Coherence of Results Framework (Log frame)	1	2	1	2	2	1	2	2	2	1	1	1
1.e	Constructive engagement plans	2	2	1	2	2	2	2	2	1	2	1	1
2	The Implementation Performance												
2.a	Extent to which the planned project activities completed	2	2	1	2	2	3	1	1	1	1	2	1
2.b	Extent to which the planned outputs completed	2	2	1	2	2	2	2	1	1	1	2	1
2.c	Community empowerment initiatives implemented	3	2	2	2	2	2	1	1	1	1	1	2
2.d	Constructive engagement during implementation	1	3	1	1	1	3	1	1	1	1	1	1
2.e	Focus on sustainability	2	3	1	1	1	1	2	1	1	2	1	1
3	The Results												
3.a	Accomplishments of the results specified in the log frame	2	1	1	2	2	2	1	1	1	1	2	1
3.b	Responsiveness of authorities to constructive engagement	1	2	1	1	1	3	2	1	1	2	1	1
3.c	Effectiveness of community empowerment initiatives	3	2	2	3	2	2	2	1	1	2	1	2

3.d	Value added of peer learning activities and events	1	2	1	1	1	1	1	1	1	1	1	1
3.e	Project contribution to CSO partner capacity to carry out anti-corruption work	1	2	1	1	1	1	1	1	1	1	1	1
3.f	Prospects for sustainability of project activities	3	3	2	1	1	1	2	1	1	2	1	1
4	Impact and Sustainability Assessment	3	2	3	2	3	3	2	4	4	3	3	3
5	Overall Achievement Rating	1	2	1	2	2	2	2	1	1	1	1	1

Where:

- P1: Sambandh
- P2: Vikalp
- P3: Youth for Social Development (YSD)
- P4: Suraksha
- P5: PREM
- P6: Adhar
- P7: Ayauskam
- P8: Swami Vivekanand Youth Movement (SVYM)
- P9: Centre For Advocacy and Research (CFAR)
- P10: Paraspara Trust
- P11: Nav Jeevan Mahila Okkoota (NJMO), Prerna
- P12: Jananeethi

Figure 5: Overall Achievement Rating (Modified Ratings)



8.3. Overall Rating of the Projects based on Frequency Count

Particulars	P1			P2			P3			P4			P5			P6			P7			P8			P9			P10			P11			P12		
	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3
Quality of Project Design	2	2	1	0	3	2	4	1	0	0	3	2	1	3	1	3	1	1	0	4	1	3	2	0	3	2	0	2	3	0	3	2	0	5	0	0
Implementation Performance	1	3	1	0	3	2	4	1	0	2	3	0	2	3	0	1	2	2	3	2	0	5	0	0	5	0	0	4	1	0	3	2	0	4	1	0
Results	3	1	2	1	4	1	4	2	0	4	1	1	4	2	0	3	2	1	3	3	0	6	0	0	6	0	0	3	3	0	5	1	0	5	1	0
Total	6	6	4	1	1	5	1	4	0	6	7	3	7	8	0	7	5	4	6	9	1	1	2	0	1	2	0	9	7	0	1	5	0	1	2	0
Overall Rating	2			2			1			2			2			1			2			1			1			1			1					

Where:

- P1: Sambandh
- P2: Vikalp
- P3: Youth for Social Development (YSD)
- P4: Suraksha
- P5: PREM
- P6: Adhar
- P7: Ayauskam
- P8: Swami Vivekanand Youth Movement (SVYM)
- P9: Centre For Advocacy and Research (CFAR)
- P10: Paraspara Trust
- P11: Nav Jeevan Mahila Okkoota (NJMO), Prerna
- P12: Jananeethi