

**Grant Agreement  
Between  
The Partnership for Transparency Fund  
And  
Consumer Unity & Trust Society**

1. The Consumer Unity & Trust Society (CUTS) has requested financial support of the Partnership for Transparency Fund (PTF) to implement a program for corruption awareness and prevention in Rajasthan, India by advocating exercise of citizens' rights provided in the Rights to Information (RTI) Act. The program will be called '**Combating Corruption in Rajasthan State, India, by Applying RTI Act as a Tool**' and will commence on **1 March, 2007**
2. CUTS has submitted the attached Project Proposal dated 5 February, 2007, which includes background information on CUTS, an operational plan for the project, and a detailed breakdown of costs.
3. On the basis of this information, PTF has approved a grant of US\$24,400 (United States dollars twenty-four thousand four hundred) to be disbursed in three tranches each for the purposes spelled out in the attached document. The tranches will be disbursed as follows:
  - First tranche of \$10,980 (United States dollars ten thousand nine hundred eighty) to be disbursed on signature of this Grant Agreement.
  - Second tranche of \$10,980 (United States dollars ten thousand nine hundred eighty) to be disbursed once the first tranche has been used and the Block Level Consultations (BLCs) have been satisfactorily completed.
  - Third tranche of \$ 2,440 (United States dollars two thousand four hundred forty) to be disbursed on receipt from CUTS of a satisfactory project completion report that describes and assesses the project achievements including some assessment of impact.
  - CUTS will use \$2,440 (United States dollars two thousand four hundred forty) from its own sources to complete the project after which it will be compensated once the third tranche has been disbursed.

The uses of the PTF funds will be for the budget items listed in the attached Project Proposal.

4. The PTF Grant will be made available to CUTS on the following conditions:
  - (a) The grant will be used only for the purposes described in the attached Project Proposal. Any material changes in the use of project funds or project design shall be made only with the agreement of the PTF.
  - (b) Any funds remaining at the end of the project shall be returned by CUTS to the PTF.
  - (c) CUTS shall keep a record of all expenditures incurred under the project and will provide PTF a full certified accounting of these expenditures, with relevant documentation, on completion of the project, or no later than May 2008. These expenditures will also be subject to the regular auditing requirements of CUTS and CUTS will furnish the PTF with a copy of the relevant audit if so requested.
  - (d) CUTS will make brief quarterly reports on the implementation of the project accompanied by a statement of expenditure showing the use of PTF funds and, on project completion, a full detailed final report summarising the implementation of the project and its outcome and assessing the impact of the project on reducing corruption in the Rajasthan, India, its likely sustainability and the lessons learned,

together with a certified final itemised statement of expenditure. The latter report will be sent within two months of the completion of the Project, together with a copy of any other reports prepared under the Project.

- (e) Following project completion, the PTF may make its own independent ex post evaluation of the implementation, outcome and impact of the project. CUTS will furnish the person appointed to undertake this task all possible assistance and access to all relevant documents.
- (f) CUTS will post this agreement, the Project Proposal, the final project report, and the statement of expenditures on the CUTS Website.

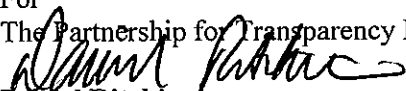
5. CUTS will be responsible for securing all necessary government approvals of the grant, if any, and any necessary government filings. CUTS will be responsible for paying any tax liability arising from the grant.

6. PTF will disburse the first tranche of \$10,980 (United States dollars ten thousand nine hundred eighty) on the signature of this Grant Agreement; the second tranche will be disbursed once a certified statement of expenditure is received by PTF showing the itemised use made of the first tranche funds accompanied by a brief report on progress made in the implementation of the project.


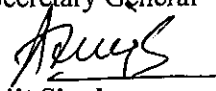
7. CUTS on its part commits to provide counterpart funding of \$2,440 (United States dollars two thousand four hundred forty) to make up the balance of \$26,840 (United States dollars twenty-six thousand eight hundred forty) estimated total cost of the project, and any additional balances needed to complete the project.

8. The signed copy of this Grant Agreement and the request for the subsequent tranche releases may be faxed to the Secretary of the PTF at 1-202-522-2653. The original copy of the Grant Agreement should be mailed to Daniel Ritchie, Secretary, PTF, at 4355 Klingle Street NW, Washington DC 20016, USA.

Dated: 2007.02.19

For  
The Partnership for Transparency Fund  
  
Daniel Ritchie  
Secretary

Agreed:

1.   
Pradeep S. Mehta  
Secretary General
2.   
Ajit Singh  
Secretary



Date: 2007.02.19

Attachment – Project Proposal and Budget dated 5 February 2007

Project Proposal

**I. Background Information:**

*1.1 Project Title:*

'Combating Corruption in Rajasthan State, India, by Applying RTI Act as a Tool'

*1.2 Organisation Submitting Proposal:*

CUTS Centre for Consumer Action, Research & Training (CUTS-CART)  
(A Programme Centre of Consumer Unity & Trust Society-CUTS)

*1.3 Full Legal Name and Address of the Organisation:*

CUTS Centre for Consumer Action, Research & Training (CUTS-CART), D-222, Bhaskar Marg, Bani Park, Jaipur 302 016, India, Tel: +91.141.228 2821/513 3259, Fax: +91.141.228 2485, Email: [cart@cuts.org](mailto:cart@cuts.org); [cuts@cuts.org](mailto:cuts@cuts.org); Web: [www.cuts-international.org](http://www.cuts-international.org)

*1.4 Contact Person/s and Title:*

Mr. George Cheriyan, Associate Director and Mr. R.K.Sharma, Programme Coordinator

*1.5 Organisation's Registration Details:*

Founded in September 1983 and registered (No. 99/84-85) on June 11, 1984 under the Rajasthan Society Registration Act, 1958. Registered (No. 125560044) on September 19, 1988 under the Section 6(1) (a) of Foreign Contribution (Regulation) Act, 1976.

*1.6 General Information on the Applicant Organisation:*

1.6.1 CUTS, the right-based advocacy group, began its journey in 1983 in Rajasthan, India from a rural development communication initiative, a wall newspaper Gram Gadar (Village Revolution). This monthly is published regularly and has been instrumental in providing a forum for the oppressed classes to get justice.

1.6.2 The vision of the organisation is "*consumer sovereignty in the framework of social justice and equality, within and across borders*".

1.6.3 The organisation has five programme centres in India: three at Jaipur and one each at Calcutta and Chittorgarh, besides an advocacy centre at New Delhi and a liaison office at Mumbai, India. It also has three resource centres overseas: at Lusaka (Zambia); Nairobi (Kenya) and London (UK).

1.6.4 Over 1200 individuals and 300 organisations are its members. The organisation is accredited to the UNCTAD, UNEP and the United Nations Commission on Sustainable Development. The organisation also works with several national, regional and international organisations, such as Consumers International; the International Centre for Trade and Sustainable Development; South Asia Watch on Trade, Economics & Environment; the Consumer Coordination Council of India, The World Bank etc. It also serves on several policy-making bodies of the Government of India and the Government of Rajasthan.

1.6.5 The organisation elects its board/executive committee every fourth year, while the Secretary General heads the secretariat. The policy directives lay down by the General Body and Executive Committee is followed. The secretariat implements decisions through a core management committee consisting of the Secretary General, Secretary, Directors, Advisors, Associate Directors, Assistant Directors and Co-ordinators.

1.6.6 CUTS-CART based at Jaipur works towards enabling people, especially women and other disadvantaged groups of society, to assert their rights so that they can achieve the right to basic needs and sustainable development through a strong consumer movement.

1.6.7 The Centre has formulated its mission: *"to enable people, particularly the poor and the marginalised, to achieve their rights to basic needs and sustainable development, through a strong consumer movement."*

1.6.8 The Centre with experienced staff and working in conjunction with other programme and resource centres in different locations is affiliated to important district, state and national level committees and to a number of international organisations. It has an advisory board of twelve members having diverse background and knowledge. The Centre has vast networking in Rajasthan State with over 500 voluntary organisations and grassroot groups and also campaigned successfully on a wide spectrum of public interest issues specially related to good governance.

1.6.9 The key functional areas of CUTS-CART are as follows:

- Consumer Education & Protection.
- Good Governance (*with an emphasis on accountability and transparency*).
- Utility Sector Reforms (*with an emphasis on power and water*).
- Investor Education & Protection.
- Sustainable mobility, which includes road safety.
- Sustainable Livelihoods (*with an emphasis on poverty alleviation, environment and MDGs*).

*For more details pl. do visit CUTS website: [www.cuts-international.org](http://www.cuts-international.org)*

1.6.10 The key public oriented interventions (in chronicle order) of CUTS-CART are as follows:

- The Centre is actively involved in multi-pronged interventions, where the impact directly lies on the public. The Centre as a catalyst and through increased people's participation using various methods, tools and techniques such as budget analyses, Participatory Expenditure Tracking Survey (PETS), Community Report Card (CRC), scoring card, campaigns, surveys, advocacy and so on over the past one decade in order to ensure corruption free governance and to bring adequate changes in developmental policies. The in-depth research, evaluation, advocacy and awareness generation on different issues for instance-environment, sustainable livelihood options, administrative reforms, decentralisation of financial and administrative powers in favour of grassroot level governance i.e. *the panchayati raj* etc. are being continued.
- By a class-action petition under the Consumer Protection Act, 1986 (COPRA, 1986), ensured the legal and human rights of nearly 800 poor victims of adulteration in edible oil in Kolkata in 1988-89, commonly referred to as the Behala Oil Tragedy.
- Succeeded in getting a toxic additive, BVO (Brominated Vegetable Oil) banned for use in soft drinks in 1990. The BVO episode triggered an amendment in the COPRA, 1986 in 1993, empowering the consumer courts to stop the sale of and/or order the withdrawal of any unsafe or hazardous goods from being sold in the market.
- Succeeded in introducing transparency, accountability and participatory approach in formulation of the state budget through building understanding of the poor rural masses through a project titled 'Promoting State Accountability and Citizens Empowerment through Budget Analysis' in active support with the Ford Foundation, New Delhi. The three-year project was implemented during 1999-2003.
- The World Bank, in July 2004, through the project Global Stock Taking on Social Accountability (SA) Mechanisms for Asia and the Pacific, identified CUTS interventions for a case study on pro-poor spending. The Philippine Centre for Policy Studies (PCPS), as commissioned by the bank, did the stocktaking.

- Successfully implemented a project on Rational Use of Drugs in 2005, supported by the World Health Organisation (WHO) in several states of India through survey, interview and meetings. The focus of the study was to check and curb the tendency of over-prescription by doctors and also to make people and doctors aware on this.
- Performed as a peer reviewer of the India budget in 2006 in active association with International Budget Project (IBP), Centre on Budget and Policy Priorities; Washington DC. The project aims to measure the level of transparency in national budgetary processes in 60 countries.
- Completed successfully a research project in 2006 in active support with the World Bank on Participatory Expenditure Tracking and Survey (PETS) on Mid Day Meal Scheme (MDMS) that is being implemented in the Rajasthan State. The pilot project aimed towards a scientific analysis of total budget planned and sanctioned by the Central and State Government during the last five years (2001-05) and detailed analysis of various aspects of the programme in order to build-up an informed and "critical-minded" society to contribute towards corruption fee improvements in MDMS.

## **II. A Concise Description:**

### *2.1 The Context:*

2.1.1 Corruption poses fundamental questions about the relationship and boundaries between "public" and "personal interests". It directs our attention to the ways officials and institutions perform in government mechanism, and the age-old issue of "who gets what". It also poses questions about the ways citizens participate in public life to influence their government and responsiveness of government itself.

2.1.2 If we peep into the global scenario, it is apparent that by and large every country is facing this trouble severely. Everyday, the daily newspapers reveal high pace of corruption in our governance as well the public life. Due to corruption, every one suffers directly or indirectly but still very few dares to stand against this abominable behaviour of corrupt people. This certainly does not mean we cannot distinguish between right and wrong.

2.1.3 In a recent report of the World Bank, the India's rank is 47 amongst the most corrupt countries. The report is based upon six indicators in which the "good governance" is the prime indicator. In the list of 200 countries, the rank of China is 31. The report says, "both countries are weak in enforcing the rules and regulations".

2.1.3.1 The India Corruption Study-2005, the large study ever undertaken in the country by the Transparency International (TI) with a sample of 14,405 spread across 20 states reveals that "common citizens of the country pay bribes totalling Rs. 21,068 crore availing of one or more of eleven public services annually".

2.1.3.2 India has scored 3.3 against 2.9 in 2005 on a 10-0 scale on graft watchdog Transparency International's (TI) annual Corruption Perception Index (CPI), report for the year 2006, which was released on 6<sup>th</sup> November 2006. Ten indicates the cleanest score and 0 the most corrupt.

2.1.3.3 Though the RTI Act (Right to Information Act) is only one year old (Passed on October 12, 2005 by the Indian Parliament), it had already started exhibiting the potential of the act in various states/sectors. It is considered as a powerful weapon to change the corrupt work culture of the Government. India is perceived to be marginally less corrupt than in 2005 - climbing to 70 by improving its position from 88 among 183 countries.

2.1.3.4 As per the report, India has made "a significant improvement in perceived levels of corruption". The improvement in India is attributed to the RTI Act, which is a big step towards countering corruption and the untiring efforts of Civil Society Groups. However, much more needs to be done in the years ahead, says the TI.

2.1.4 It is not an exaggeration to talk about corruption in terms of a crisis or a cancer endangering India's society, polity and economy. There has been a distinct increase in transactions in Central and State Governments, where the presence of corruption has been substantiated. Evidence points to an increase of corruption in higher bureaucracy and elected functionaries, often in collusion or in nexus with criminal elements.

2.1.5 In India, the corruption is rampant in administration of welfare schemes meant for the poor, public distribution system, police, revenue and irrigation departments and several other sectors, where people come into contact daily with administration. Corruption at lower levels takes the form of speed money for expediting approvals or providing legitimate services, or bribes for twisting rules.

2.1.6 A matter of grave concern is the vertical integration of corruption at various levels of government officials and politicians and the inability of top functionaries to check the prevalence and growth of corruption. Corruption in public life is of course part of the malaise of black money and erosion of the moral fibre of Indian society. The affect of corruption on the economy and public administration in terms of waste, distorted resource allocation, reduced revenues, unfavourable perceptions of foreign investors etc. is obvious.

2.1.7 More insidious from the point of view of responsive government and the welfare of the poor is the diluted standards of services, construction, safety of the public from spurious goods, leakage of benefits, subsidised mean for the poor and the denial of fair treatment and justice to people other than those able to access money and influence. That is why there is a strong demand is emerging from the public for effective punitive and corrective measures to tackle the problem.

2.1.8 An open responsive and effective governance requires a significant amount of citizen trust in government and in each other. Corruption undermines this trust and destroys it. Some citizens may conclude that it is futile to deal with government through official channels; others often approach through bribery and influences.

2.1.9 Corruption cannot be minimised unless political actions receive some scrutiny as administrative actions and people are empowered about the redressal mechanism and make aware about its ill effects on the public life and hindrance in the economic growth of the nation as well other developing areas of the "human upliftment".

## *2.2 The Perceived Role of RTI Act in addressing corruption:*

2.2.1 The Indian Parliament passed the RTI Act on October 12, 2005, thus opening up the transparency of the governance processes of our country to the public. RTI is part of the fundamental right to freedom of speech and expression, as mentioned in Article 19(1) of the constitution. The RTI Act is a key enabler of good governance and an effective tool to ensure transparency and accountability in the government.

2.2.2 It also provides an advantage to ensure greater participation of public in governance, eliminate corruption and empower the people. It gives the citizen the right to seek information and makes it binding on officials to store and make the information easily available to the public, with the exception only when with holding the information is in public interest.

2.2.3 This Act had ushered in a new hope for India, under siege by the corrupt public officials. The enthusiastic use of the RTI Act by the citizenry to reveal scores of illegal dealings by the public authorities, promised the beginning of an era of true participatory democracy. This campaign sent shivers down the spine of the corrupt bureaucracy. The **Annexure – I**, illustrate the case of an illiterate woman named Ms. Pana Devi of village Bhadla in Nokha tehsil in Bikaner district, Rajasthan endorse that what possible quantum and quality of impact could result in, if the citizens are empowered for effective application of the RTI Act.

2.2.4 It is a fact that even after completion of one year of the RTI, the general level of awareness about the act is very low among the common public specially the village population. There is a great need to take the RTI to the grassroots level. Hence, there is a need for awareness generation and training for the information seekers for effectively invoking the RTI Act.

2.2.5 The above endorsed with one of the recommendations of the National Convention on One Year of RTI (CUTS was part of the convention) held in New Delhi from 13-15 October 2006, which was inaugurated by the President of India, concluded with the address by the Prime Minister of India, and attended by a cross section of the society including the bureaucracy, academia, members of legal fraternity, representatives of media, CSOs, citizens groups and the general public, which says *awareness of RTI has come in the urban areas but the use and impact of RTI is much less in rural areas.*

### 2.3 Summary of Right to Information Act 2005:

2.3.1 One of the main provisions of the Central RTI Act is the provision for the appointment of an Information Commission (IC) comprising of a Chief Information Commissioner (CIC) and other Commissioners. The decision of the proposed Commission will be binding and it will enjoy the powers of civil court. In its mandate, the Commission will have the powers to order the public authority to act in accordance with the provisions of the Act.

2.3.2 The main provisions in the Act are:

- Obligations of public authorities [S.4(1)].
- Designation of Public Information Officers and Assistant Public Information Officers[S.5(1) and 5(2)].
- Constitution of Central Information Commission (S.12 and 13).
- Constitution of State Information Commission (S.15 and 16).
- Non-applicability of the Act to Intelligence and Security Organizations (S.24).
- Power to make rules to carry out the provisions of the act(S.27 and 28).

2.3.3 The Act specifies that citizens have a right to:

- Request any information (as defined).
- Take copies of documents.
- Inspect documents, works and records.
- Take certified samples of materials of work.
- Obtain information in form of printouts, diskettes, floppies, tapes, video cassettes or in any other electronic mode or through printouts.

2.3.4 Under the Act, all complying departments have to designate an official as the Public Information Officer (PIO). Any citizen of India may submit a request to the PIO for information in any format, paper or electronic. It is the PIO's responsibility to ensure that the information is obtained from the appropriate department or section. If the request pertains to another public authority (in whole or part) it is the PIO's responsibility to transfer/forward the concerned portions of the request to a PIO of the other within 5 days.

2.3.4.1 The highlights are:

- The person making the request is not obliged to explain why the information is needed. The Act specifies timeframes for complying with the request.
- If the request has been made to the PIO, compliance is expected within 30 days.
- If the request has been made to an APIO, compliance is expected within 35 days.
- If the PIO transfers the request to some other department(better concerned with the information requested), the time allowed is 35 days.
- Information about Human Rights violations by Security agencies have to be provided within 45 days.
- However, in any of the above cases, if life or liberty is involved, the PIO has to comply within 48 hours.
- If information is not provided within this period, it is treated as a refusal. Refusal with or without reasons may be ground for appeal.

2.3.4.2 For Central departments as of 2006, there is a fee of Rs. 10 for filing the request, Rs. 2 per page of information and Rs. 5 for each hour of inspection after the first hour. States fix their own rules.

### 2.4 The Rajasthan State Scenario:

2.4.1 Rajasthan is one of the states, which spearheaded the right to information movement in the country and the State Government enacted the RTI Act in the year 2000, several years before the central act came into existence.

2.4.2 Looking to the gravity of the issue, like others, the state government has also taken steps to curb corruption in the governing system. Promoting transparency within the system has been identified as a major tool to do so, along with vigilance activities.

2.4.3 In fact, Rajasthan was the leading state to implement the *Lokayukta* Act (The Ombudsman Act, Rajasthan) in the year 1973, and has set up departmental vigilance committees too. A separate anti-corruption department is also working with the sole mandate to weed out the corruption from the governing system.

2.4.4 However, perceived effectiveness of these mechanisms is debatable among the people in general and Civil Society Organisation (CSOs) in particular. Majority of them found it frustrating, thus becoming apathetic. This is not a good sign since corruption is ruining the entire system, hence combating the same must be a major strategy to achieve the goal of good governance as well as curbing corruption in public life.

2.4.5 Published news brief in a leading daily newspaper states regarding growing corruption in Rajasthan that "nefarious corruptness is decomposing the government mechanism as well as other areas of administration".

### 2.5 *The Project's Objectives:*

- Awareness generation, and provoking/encouraging the common citizens towards application of RTI act, as a tool in addressing corrupt practices in the governance.
- Empowering the CSOs and the vulnerable sections at the grassroots in curbing the corrupt practices by improving functioning of the existing accountability mechanisms and legal measures.
- Advocate with the policy makers to sharpen further specific tools i.e. The RTI Act, The Citizen Charters and The *Lokayukta* Act ensuring good governance and accountability in order to address the deep rooted corruption in the state.
- Revealing the corrupt practices and officials pertaining to the selected department i.e. Panchayati Raj & Rural Development (PR & RD).

### 2.6 *The Proposed Activities:*

2.6.1 The project duration is proposed for one year i.e. from the date of project award by the Partnership for Transparency Fund (PTF).

2.6.2 A daylong State Level Launch Meeting (SLLM) will be organised in order to seek active cooperation of different stakeholders in project implementation. The event invited participants will be selected concerned authorities of the Union and State Government, CSOs, social activists, researchers engaged in work of good governance, institutions working on corruption related issues and vigilant citizens. The participants will be introduced about project and inputs by them will be consolidated for effective interventions in achieving project objectives. The focused themes of the event will be the RTI Act, The Citizen Charters and The *Lokayukta* Act.

2.6.3 Under the project, an effective agenda will be developed in a participatory manner through organisation of two Divisional Level Workshops (DLWs), each at selected two divisional headquarters of the state. Each DLW will be residential and will be of two-day duration. The selected divisional headquarters (cluster of districts) are – Ajmer and Jaipur. Under the Ajmer and Jaipur divisional headquarters, two districts namely Bhilwara and Tonk will be taken up for project activities respectively. These two districts are comprised of total 17 blocks (11 in Bhilwara district and remaining 6 in Tonk district).

2.6.3.1 The participants for proposed DLWs would be the representatives from relevant departments including the Panchayati Raj Institutions (PRIs), district level CSOs and Community Based Organisations (CBOs), social activists, researchers, larger civil society groups and selected citizens of various locations from their respective division.

2.6.4 Before starting organisation of DLWs, the process for formation of the Consortium of Groups Combating Corruption (CGCC) will start in Ajmer and Jaipur divisional headquarters, which will be an intensified and careful action under the project. In each consortium at divisional level, the number of members of CGCC will vary from 10 to 15. These CGCC being an informal structure, but perform a vigilant and proactive role in their



respective division, will be trained and empowered through DLWs to deal with the corrupt practices by ensuring more and more initiation from the public towards application of the RTI Act in their respective areas.

2.6.5 Under the project, a Critical Analysis (CA) will be conducted on functional accountability mechanism in selected department i.e. PR & RD of the state government analysing their mandate of public service. The CA work will be taken up prior to the organisation of DLWs.

2.6.5.1 The CA will also cover the analysis of different measures provided by the Legislative, Executive and Judiciary in form of law, rules and verdicts in favour of common citizens for addressing the corruption related matters and making the governance more accountable and reliable. The corruption combating measures that will be covered specifically under the study will be the RTI Act, selected Citizen Charters (Five), *Rajasthan Lokayukta* Act and Anti Corruption Code. The key provisions of these Acts and rules will be discussed thoroughly in DLWs. Also the analysis of the Acts will be consolidated in a document form for wider dissemination and advocacy with the government at different level.

2.6.5.2 Under the CA, a Comprehensive Questionnaire (CQ) will be developed to gather perceptions on corruption and information level about RTI Act of the common citizens, CSOs, CBOs and academicians through a Field Survey (FS). The gathering and consolidation of survey finding in directing the interventions to combat corruption in an effective manner. The questionnaire will also have a separate set of questions to assemble perceptions of relevant authorities of the corruption handling agencies that will help in framing the recommendations for advocacy with the policy/decision makers for adequate changes in corruption defeating measures. The FS will be conducted in selected Bhilwara and Tonk districts.

2.6.6 Selected cases/interventions on defeating corruption from each division as a result of citizens initiations and their pursuance in combating the corruption by applying the RTI Act will also be documented and disseminated widely at national and sub-national level through a bi-lingual (English and Hindi) Quarterly Newsletter (QN). The QN will be published exclusively on corruption issues.

2.6.7 The all above process will facilitate combat with corruption through an active involvement of relevant stakeholders and introducing a positive change in their attitude. The process will also help in identification of real factors and players responsible for corrupt practices, review of corruption controlling measures and formulation of suitable strategies to get rid of this dangerous evil, which has excavated the whole progressive roots of the society. The FS will also facilitate the formation process of the CGCC.

2.6.8 For filling the questionnaires during the FS, prior to that an activity of Selection of Surveyors (SoS) will be taken up. The selection process of the surveyors will be done carefully by taking into account their general understanding on corruption issues, willingness to work up on corruption issues, academic qualification, basic knowledge/information about various service providing departments/agencies of the government functioning in their respective localities.

2.6.8.1 In selection of the surveyors, preference will be given to the citizens specially the youth residing in Bhilwara and Tonk districts where the survey will be conducted. The "gender" aspect also will be another important factor in selection of the surveyors. The team of surveyors will be "gender balanced".

2.6.8.2 Under the FS, a minimum of 125 questionnaires will be filled at Bhilwara and Tonk districts. Thus, the total number of completed survey questionnaire will be 250 in both the selected districts of the state and the findings will be analysed. In order to conduct the FS in an organised manner, an Orientation Workshop (OW) will be conducted for the surveyors at state capital. The OW will be two-day duration and six selected surveyors (one female and one male) from each selected districts will be invited to participate in OW. Thus, the team of surveyors will consist to 12 members.

2.6.8.3 The surveyors will be oriented thoroughly in order to assemble responses of the common citizens and relevant persons addressing the questionnaire mentioned issues in an appropriate manner. The surveyors will also be oriented on how to make impressive visits to project selected department of the state government at divisional level dealing with the corruption issues. Also, they will teach up on collection of adequate supporting data, data feeding in the questionnaire format and primary analysis of the data.

2.6.9 In order to develop a sense of ownership for the project and RTI Act amongst the larger group of citizens of the Bhilwara and Tonk districts, a series of Block Level Consultations (BLCs) will be conducted in each block of these two districts. The total number of blocks in both the districts is seventeen. The BLCs will provide an opportunity for close interaction with the non-urban citizens for consulting upon the RTI and findings of the FS.

2.6.9.1 This will also help in receiving their inputs in terms of knowing ground realities in detail and assessing their level of negotiation skill with the grassroot level government functionaries under the purview of the RTI Act application. The inputs that will be assembled in these BLCs from the non-urban population will add value to the findings of the FS and organising the Mid-term Dissemination Meeting (MDM).

2.6.9.2 Following the BLCs, in mid-duration of the project, a day long MDM will be organised at state level. The purpose of organising MDM is to debrief key findings of the field survey and outcomes through the analysis. The members of the CGCC along with key officials of corruption defeating agencies will be invited for participation in MDM. The MDM exercise will help in further update of the key findings and suitable changes in the strategy being adopted for project implementation.

2.6.10 On completion of the project, a day long Dissemination Meeting (DM) will be organised at state capital with an aim to disseminate the final outcomes of the project (Results through the RTI Act application) and recommending collectively the government at national and sub-national level to curb corruption in the governance and public life. The DM will again provide an opportunity to obtain suggestions on corruption handling from wide range of participants. Also, it will provide a clear agenda to all CGCC to work intensively on corruption issues in their respective division.

2.6.10.1 The CGCC structures equipped with a clear agenda on “effective/maximum application of the RTI Act” will ensure sustainability of themselves in their respective divisions/locality extending relief to the common citizens by combating the corruption effectively.

2.6.10.2 Under the project, a Final Document (FD) after organisation of MDM will be prepared and further submitted to the ‘Partnership for Transparency Fund (PTF)’. The FD will also distributed to the prime pillars (Legislative, Executive, Judiciary and Media) of democratic governance to take impressive punitive measures to curb corruption.

## *2.7 The Expected Impact/Outcome:*

2.7.1 Towards completion of the project, a vibrant informal structure in the form of CGCC will take place in Ajmer and Jaipur divisional head quarters of the state.

2.7.1.1 These CGCC will be enough empowered with resources in terms of knowledge, information, active support from functional network of CSOs/CBOs, constant cooperation from the vigilant citizens, support from the proactive and committed government officials and access to corruption defeating agencies/mechanism.

2.7.1.2 The CGCC will be able to support corruption-combating attempts by the common citizens especially the poor rural citizens. Hence, the CGCC will perform the role of a “watchdog” as well as local resource centre for application of RTI.

2.7.1.3 Each CGCC will be assigned with achieving a minimum target of submission of two hundred fifty applications under the RTI Act by the public. Thus, a total of five hundred RTI applications in the Ajmer and Jaipur divisions will be filed by the public, asking for specific information, related to their grievances and in public interest in entire duration of the project. These numbers of submitted applications in the PR & RD department will substantially reduce the corrupt practices and discourage the belonging corrupt officials.

2.7.2 The CA of “corruption handling mechanism” will put pressure on the government to take timely and effective punitive measures discouraging the corrupt practices. The entire process will ultimately help in facilitating the development growth of the state and reducing the poverty.

2.7.3 In long term, an enabling and conducive environment would be created at the grassroots making the governance more transparent and accountable. The legal provisions of Right to Information Act, Citizen Charter and certain other codes and manuals will no longer remain merely on papers rather the common citizens by effectively exercising such provisions in accessing information and get their legitimate entitlement.

2.7.4 The project will also create a synergy in various actions/movements combating corruption at national and sub-national level. The production of the QN and FD will be an effective tool of advocacy for the CGCC and generating awareness in the society at large on corruption issues.

### III. The Proposed Plan of Action:

Activities (in sequence)	Month											
	1	2	3	4	5	6	7	8	9	10	11	12
Formation of the Project Management Team (PMT)	√											
Organisation of State Level Launch Meeting (SLLM) on the RTI Act, Citizen Charters (Five), <i>Rajasthan Lokayukta</i> Act and Anti Corruption Code	√											
Critical Analysis (CA) of the RTI Act, Citizen Charters (Five), <i>Rajasthan Lokayukta</i> Act and Anti Corruption Code		√										
Consolidation of CA of the RTI Act, Citizen Charters (Five), <i>Rajasthan Lokayukta</i> Act and Anti Corruption Code in Form of a Document		√										
Development of Comprehensive Questionnaire (CQ) with focus on the RTI Act			√									
Selection of Surveyors (SoS)		√										
Orientation Workshop (OW) for 12 Surveyors			√									
Field Survey (FS)			√	√								
Consolidation and Analysis of Perceptions of 250 Field Survey (FS)				√								
Formation of the Consortium of Groups Combating Corruption (CGCC)			√	√								
Preparation of Charts Showing Key Provisions of the RTI Act, Citizen Charters (Five), <i>Rajasthan Lokayukta</i> Act and Anti Corruption Code for DLWs			√									
Selection of Resource Persons for the Training Workshops.		√										
Two Divisional Level Workshops (DLWs)					√	√						

Development of an Action Agenda the CGCCs with a target of ensuring 500 application under the RTI Act					√	√							
Block Level Consultations (BLCs)					√	√							
Mid-term Dissemination Meeting (MDM)						√							
Dissemination Meeting (DM)										√			
Preparation of the Final Document (FD)											√		
Periodic Reporting				√		√				√			√
Intensive Monitoring	√	√	√	√	√	√	√	√	√	√	√	√	√
Engagement of an Evaluator												√	
Final Evaluation (FE)													√
Submission of Final Evaluation (FM) report													√
Submission of Final Document (FD) to PTF													√
Distribution of Final Document (FD)													√
Regular Visits to Governmental and Non-governmental Agencies	√	√	√	√	√	√	√	√	√	√	√	√	√
Publication of Bi-lingual Quarterly Newsletter (QN)				√		√			√				√
Intensive Advocacy with Policy/Decision Makers to support intensively the application of the RTI Act, Citizen Charters (Five), Rajasthan Lokayukta Act and Anti Corruption Code						√	√	√	√	√	√	√	√

3.1 The Itemised Budget:

(Amount in Rupees. Considering \$1=Rs.46)

Item	Amount	Amount
<b>I. Personnel Costs [No. X Months X Salary per Month X Time]</b>		<b>4,80,000</b>
1.1 Project Coordinator [1 X 12 X 15,000 X 100%]	1,80,000	
1.2 Assistant Project Coordinator [2 X 12 X 10,000 X 100%]	2,40,000	
1.3 Support Staff [1 X 12 X 5,000 X 100%]	60,000	
<b>II. Honorarium Costs [Days X Honorarium per Day X Time]</b>		<b>51,500</b>
2.1 Resource Persons for Two DLWs [4 X 1,500 X 100%]	6,000	
2.2 Consultancy for QS Development [5 X 1,000 X 100%]	5,000	
2.3 Resource Persons for One O.W [2 X 1,500 X 100%]	3,000	
2.4 Field Survey Inclusive of Conveyance [6 X 2000 X 100%]	12,000	
2.5 Resource Persons for Seventeen BLCs [17 X 1,500 X 100%]	25,500	
<b>III. Programme Costs</b>		<b>5,91,000</b>
3.1 State Level Launch Meeting	50,000	
3.2 Printing & Distribution of Critical Analysis (CA)	10,000	
3.3 Printing of Comprehensive Questionnaire (CQ)	5,000	
3.4 Orientation Workshop (OW)	23,000	
3.5 Documentation of Field Survey (FS)	10,000	
3.6 Printing & Distribution of Charts for DLWs	4,000	

3.7 Divisional Level Workshops (DLWs)	95,000	
3.8 Block Level Consultations (17 BLCs)	85,000	
3.9 Mid-term Dissemination Meeting (MDM)	50,000	
3.10 Dissemination Meeting (DM)	1,00,000	
3.11 Printing & Distribution of Final Document (FD)	50,000	
3.12 Periodic Reporting	10,000	
3.13 Final Evaluation (FE)	50,000	
3.14 Advocacy, Networking & Representation	20,000	
3.15 Printing & Distribution of Quarterly Newsletter (QN)	24,000	
3.16 Audit Fees	5,000	
	<i>Total</i>	<i>11,22,500</i>
	<b><i>Grant Requested From PTF</i></b>	<b><i>11,22,500</i></b>
	<i>CUTS Contribution Towards Overheads (10%)</i>	<i>1,12,250</i>
	<b><i>Total Project Cost</i></b>	<b><i>12,34,750</i></b>

### 3.2 The Budget Explanation:

3.2.1 Budget provisions are internally adjustable under the heads to each other.

3.2.2 One person will act as Project Coordinator at CUTS-CART, Jaipur. S/he will spend 100 percent of the time on this project. The cost includes social security benefits, such as provident fund.

3.2.3 Two persons will act as Assistant Project Coordinators at CUTS-CART, Jaipur. They will spend 100 percent of the time on this project. The cost includes social security benefits, such as provident fund.

3.2.4 One person will act as Support Staff at CUTS-CART, Jaipur S/he will spend 100 percent of the time on this project. The cost includes social security benefits, such as provident fund.

3.2.5 An honorarium of Rs.1, 500 per day will be provided to the resource persons in the DLWs, OW and BLCs. A consultancy fee of Rs.1, 000 per day will be provided to a person who will be engaged in developing the CQ in consultation with the PMT at CUTS-CART. An honorarium of Rs. 6,000 will be provided to a team of six surveyors (a female and a male) at each divisional headquarter. Each team of the surveyor will complete the survey in their respective division in duration of six days.

3.2.6 The SLLM will be organised in the first quarter of the project. Estimated budget break-up for the SLLM is as follows.

- |   |        |
|---|--------|
| • Travel [50 X average 500]:                        | 25,000 |
| • Accommodation [25 X Rs. 500 per night X 1 night]: | 12,500 |
| • Venue, Meals, Equipment, etc:                     | 12,500 |

3.2.7 The CA will be printed and distributed in the state. Total 2,000 copies will be printed and distributed. The cost of per copy printing and distribution is estimated Rs. 5.

3.2.8 The CQ will be printed for FS. Total 500 CQs will be printed. Per copy cost of printing is estimated Rs. 10.

3.2.9 The OW will be organised in the first quarter of the project. Estimated budget break-up for the OW is as follows.

- |   |        |
|---|--------|
| • Travel [12 X average 500]:                        | 6,000  |
| • Accommodation [12 X Rs. 500 per night X 2 night]: | 12,000 |
| • Venue, Meals, Equipment, etc:                     | 5,000  |

3.2.10 The findings of the FS will be analytically consolidated and documented for wider dissemination. In entire process, per copy cost is estimated Rs. 10. Total 1000 copies will be distributed.

3.2.11 For DLWs, the charts will be developed and printed. Total 40 charts will be developed and printed. The cost of developing and printing of one chart is estimated Rs. 100.

3.2.12 Two (each of two-day) DLWs will be organised at each divisional head quarter of the state. These DLWs will be organised in second quarter of the project. Estimated budget break-up for one DLW is as follows.

Travel [25 X average 500]:	12,500
Accommodation [25 X Rs. 500 per night X 2 nights]:	25,000
Venue, Meals, Equipment, etc:	10,000

3.2.13 The BLCs will be conducted in last two month of the second quarter of the project. Estimated budget break-up for the BLCs is as follows:

• Travel [50 X average 20]:	1,000
• Venue, Meals, Equipment, etc:	4,000

3.2.14 The MDM will be organised at the end of second quarter of the project. Estimated budget break-up for the MDM is as follows.

• Travel [50 X average 500]:	25,000
• Accommodation [5 rooms X Rs. 500 per night X 1 night]:	5,000
• Venue, Meals, Equipment, etc:	20,000

3.2.15 The DM will be organised at the end of third quarter of the project. Estimated budget break-up for the DM is as follows.

• Travel [100 X average 500]:	50,000
• Accommodation [25 X Rs. 1000 per night X 1 night]:	25,000
• Venue, Meals, Equipment, etc:	25,000

3.2.16 Total 1,000 copies of the FD will be printed and distributed. The printing and distribution cost of per FD is estimated Rs.50.

3.2.17 Since the reporting (inter and intra) will be an integral part of the project and also reporting (in form of feedback) to PMT from various stakeholders will be very useful inputs for the project. To keep the reporting channel alive under the project, the cost is estimated Rs. 10,000.

3.2.18 An independent and professional agency/person will be engaged for the FE to assess the project's achievements against its objectives and impact that were framed prior to the launch. For thorough evaluation, the fees that will be provided to the evaluator is estimated Rs. 50,000.

3.2.19 The advocacy, networking and representation will be the constant feature under the project. To build logic and fact supported pressure up on various agencies of the government; total estimated cost is Rs. 20,000.

3.2.20 The printing and distribution cost of one four-page QN will be Rs. 6. The total number of QN decided for printing and distribution is four thousand i.e. 1000 copies per quarter.

3.2.21 Rs. 5,000 will be paid to the auditor as fees for auditing the expenses to be incurred under the project.

#### **IV. Detailed Statement on the Proposed Reports:**

##### *4.1 The Financial and Narrative Reporting:*

4.1.1 At CUTS, for every project under implementation, the project staff meets on fortnightly basis with the head of the branch/office. The progress in the project is reviewed *vis-à-vis* the terms of sanction, timelines,

achievements, problems encountered and suggestions to overcome the same. Course of action is decided and minutes prepared for distribution within the team. On subsequent meetings, minutes of the previous meeting are the starting point of discussions.

4.1.2 The system has proved to be effective in not only monitoring the progress of projects but also to identify bottlenecks, achievement of objectives and in planning and reporting. Since the system has been tried and tested over a long period of time, it would be adequate to meet the requirements of the project under consideration. In the system *per se*, there is no scope for improvement.

4.1.3 The financial and narrative reporting (quarterly, half yearly and the final) to the PTF, or as agreed upon, will be an integral part of the project. Beside that, the Project Management Team (PMT) at CUTS-CART will ensure timely internal reporting of the activities/events and their assessment in order to avoid probable shortfalls in achieving project's outcomes and objectives.

4.1.4 The PMT, through intensive monitoring by involving senior staff persons of the organisation and inviting regular feedback from project's stakeholders will introduce the suitable changes, if required while implementing the project under prior intimation to the PTF. Towards project end by hiring a reputed agency that has an in-depth experience of evaluating the governance related projects, would do the Final Evaluation (FE) of the project.

#### *4.2 The Financial and Administrative System:*

4.2.1 CUTS is a non-governmental organisation and does not deal in commodities, trading or manufacturing. It follows a system of maintaining proper and permanent control of the fixed assets.

4.2.2 CUTS has substantial experience in implementing projects and has developed adequate systems and controls and has put in place adequate infrastructural resources to handle the proposed project. All the units and branches forecast the expected receipts and expenses for the next month and submit it to the Finance & Administrative (F&A) Department. The F&A will consolidate the information and circulate it to the management for their information.

4.2.3 The funds are transferred on a monthly basis to the branches on the basis of the forecast so received by F&A. These inter-branch transfers will be authorised by officials before any remittances are made to the branches. CUTS and its branches/divisions also carry out this exercise for each project and event that is organised. The branches for a better control of operations send a weekly cash & bank statement. These statements are consolidated and presented to the management on a weekly basis.

4.2.4 The branches also maintain the records for the same and these are subject to periodic audit by the management and the statutory auditors. The F&A maintains the records for capital assets. At the time of yearly consolidation of accounts, the same appear as a part of the 'General and Consolidated Balance Sheet'. Depreciation is charged as per the rates of Income tax Act prevalent for the year. Since, the accounts are maintained on a cash basis, depreciation is not charged on income and expenditure account, instead the net block of assets is shown in the books.

4.2.5 For purchases a detailed policy is in place and the procurement process includes competitiveness, transparency, accountability besides being non-discriminatory, equitable and environment-friendly to achieve economy and efficiency. Terms of reference are prepared for high value procurement, potential suppliers are identified, quotations obtained and analysed and a written purchase order made.

4.2.6 The Assets are shown in the Balance sheet with Gross and Net blocks. The assets including cash in hand and in transit (to and from bank) are insured on yearly basis. The asset that needs regular maintenance is maintained by taking preventive maintenance contracts viz. Annual Maintenance Contracts.

4.2.7 The accounts at HO are maintained on Tally software and at the branch level only cash & bank books are maintained. The accounts team at HO comprises:

- Mr. L. N. Sharma – (M.Com) – Working as Accounts officer. Total working experience 16 years. In NGO 9 years.
- Mr. Sudhir Kumar – (M.Com) – Working as Accounts Officer. Total working experience 14 years. In NGO 1 year.
- Mr. T. R. Jain – (B.Com, CA Inter) – Working as Assistant Accounts Officer. Total working experience 8 years. In NGO 1 year.

4.2.8 Apart from the above every branch office has an Accountant to look after daily operations of that place. Primary books of accounts, vouchers, cash books and ledgers are being maintained. Cash book is maintained and is balanced every day.

4.2.9 For every financial transaction, a detailed voucher is prepared with supporting documents, wherever required, checked and authorised. In case of payments, acknowledgement is obtained on the voucher. Posting in the ledger (and correlation of entries in other books) is automated in the Tally software that CUTS uses.

4.2.10 CUTS prepares three sets of balance sheets to meet the norms of various laws/acts of the land. These are:

- The Foreign Contribution Regulation Act (FCRA) Balance Sheet and Receipts & Payments Accounts (on cash basis).
- The general Balance Sheet and Receipts & Payments Accounts.
- Consolidated balance sheet and receipts and payments accounts.

4.2.11 The process of bank reconciliation is carried out on monthly basis. CUTS carries out Internal Audit as well as the Statutory Audits by external professional accounting firms. The audits are also carried out for the branches.