

CMS-INDIA CORRUPTION STUDY 2015

Perception and Experience with Public Services in Delhi



CMS Transparency
Towards Responsive Governance

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Perception and Experience

with Public Services in Delhi

Foreword by
K.V. Chowdary
Central Vigilance Commissioner

Bibek Debroy
Member, NITI Aayog



*Dedicated in Memory of **Admiral R H Tahiliani**
(1930-2015)*

Content

Foreword

Preface

1. Introduction	1
2. Extent of Interaction with Public Services	2
3. Perception about Corruption in Public Services under three government agencies	3
4. Experience with Corruption/ Paid Bribe	4
5. Reasons for Paying Bribe and Amount Paid	6
6. Performance Score	8
7. Usage of RTI Act in Delhi	10
8. Usage of Helpline	10

SECTION II

Public Service wise Snapshot	11
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SECTION III

Comparison with Previous Rounds	28
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CMS- ICS 2015: At a Glance	34
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के. वि. चौदरि
K.V. CHOWDARY



केन्द्रीय सतर्कता आयुक्त
केन्द्रीय सतर्कता आयोग
Central Vigilance Commissioner
Central Vigilance Commission



Date: 24th September, 2015

MESSAGE

I am happy to note that Centre for Media Studies (CMS) has been carrying out the exceptional good work in various areas having substantial public interest. One of their initiatives is the study on corruption in the country in particular in certain specific geographical areas or on a theme. I am happy to inform that the earlier studies have been released with forewords from Central Vigilance Commissioners, Central Information Commissioner, Social Activists and other highly reputed persons. The usefulness and the impact of the services are substantial.

For 2015 Centre for Media Studies has in its CMS-India Corruption Study (CMS-ICS) focused on the National Capital in particular, it covers 15 basic public services falling under the Central and State Governments and Municipal Corporations such as Police, Passport, LPG Domestic Supply, Railways, Civil Supplies-PDS, Electricity, Water Supply, Hospital, School Education, Driving License, Sanitation/Garbage Disposal, Teh Bazari/Hawking Permits, Birth/Death Certificate, Park/Community Hall Booking & Building Plan Sanction. These affect the core activities and living of the citizens. While the occurrence of corruption impacts the area where it occurred locally in majority of the larger issues relating to corruption have their tremors in the capital whether the corrupt activity occurred in the Capital or elsewhere. Further, given that the Delhi is the seat of power for Central and State Government and the Hon'ble Supreme Court is also located in the capital to which most of the issues relating to corruption reach in some form or the other ultimately, the awareness in Delhi on corruption and corrupt practices is certainly believed to be much higher and it is appropriate that CMS has focused its study in the National Capital. The impact of the various anti corruption campaigns that were undertaken by the Government and various NGOs since 2011 would be an interesting study.

I am sure that this study will help the public at large, the researchers, NGOs, Government in tackling the menace of corruption. I am confident that CMS will come out with more such purposive, educative and impactful surveys in time to come.

(K. V. Chowdary)
Central Vigilance Commissioner

Foreword



Corruption plagues and agitates all of us and India doesn't score that well on many cross-country corruption indicators. However, one must be careful in using the word corruption, which carries the nuance of a "crime". A crime is always defined with respect to a specific piece of legislation, such as the Prevention of Corruption Act (PCA). For instance, private corruption may be morally perceived to be corruption, but isn't legally so. Alternatively, some forms of private lobbying in developed countries may be perceived to be moral corruption by many Indians,

but are perfectly legal under the law there. Any definition of corruption is often context and society specific. Corruption and its costs are extremely difficult to quantify and measure. With that qualification, cross-country, there is a clear correlation between corruption, however defined, and levels of economic development. But one needs to be careful. Empirically, all one has established is a correlation. It is impossible to establish causation. Do lower levels of corruption lead to higher levels of economic development, as one would like to believe? Why should that be? Is that because resources squandered on corrupt activities can be more productively used? Is there a sound theoretical or empirical basis for deducing that? Or is the argument that corruption isn't distributionally neutral, in the sense that it hurts the poor relatively more than the rich? Alternatively, do higher levels of economic development lead to better administrative and governance capacity by governments and is that the reason why relatively more developed countries have lower levels of corruption? Fifty years ago, many of these countries also had higher levels of corruption.

Corruption is sometimes divided into large-ticket and small-ticket. Large-ticket corruption is the kind of corruption one reads about in the newspapers. Few citizens encounter this in daily life. Once upon a time, this used to be equated with discretion in licensing regimes. It may now have moved on to discretion in the allocation of natural resources, or land conversion. Two points need to be made about this large-ticket corruption. First, it is difficult to see how this can be reduced without electoral reform and changes in political funding. Second, in this argument about increasing transparency and reducing discretion, one needs to be careful. It is possible to go overboard on this. At ministerial level or higher levels of bureaucracy, it is often impossible to eliminate discretion. The nature of such a job requires discretionary decision-making. Not every such decision is mala fide and bona fide decisions can have consequences that one can only imperfectly foresee ex ante. If protection is not granted to those taking such bona fide decisions, the broad brush argument for transparency, accountability and an end to discretion can lead to risk-aversion and a complete collapse of decision-making.

But this CMS study, the successor of many such earlier studies undertaken by CMS, is on small-ticket corruption. More specifically it is on 15 public services. In general, there are possibly several reasons why small-ticket corruption has declined somewhat, at least in urban and semi-urban India. First, if corruption has been caused by a shortage due to licensing, when that shortage disappears, corruption associated with that also vanishes. An example might be getting a telephone connection. Second, if discretion at a petty functionary level declines, so does corruption. Consider several elements of indirect tax and foreign exchange reforms. Third, if the human interface is reduced through greater use of information technology, corruption should decline. Online government procurement, or e-procurement, is an instance of this. Fourth, there has been countervailing pressure exerted through RTI legislation, Citizens' Charters, PILs and pressure by civil society in general. This CMS study belongs to the last category. It is restricted to Delhi and reasons have been given for this choice. Governance-wise, Delhi is of course a peculiar animal, straddling multiple layers of government, Union government, State government and municipal corporations. This makes the pinning down of responsibility somewhat difficult. Any study on corruption can only be done through surveys and questionnaires. Following the methodology used in earlier CMS studies, this one also quantifies perception, experience and estimates. It is a study worth reading and disseminating because of the awareness such studies create, contributing to the countervailing pressure.

The results are also worth probing. Consider Delhi Police, ranked high in terms of corruption among public service providers. Apart from the listing in the CMS study, what is the nature of this public service provided? Is it a right or an entitlement? For instance, the lodging of a FIR is a right. Is it an attempt to influence a favourable allocation decision? Unless there is no licensing regime, the putting up of a vending unit is not a right. Is it an attempt to bend the law in one's own favour? The removal of an accused's name or avoiding paying the penalty for driving a commercial vehicle without a license belongs to this category. Even within the police, these different categories lead to different public policy choices.

Happy reading and dissemination.

Bibek Debroy
Member, NITI Aayog

01 October 2015

Preface



Corruption free society is a dream we all aspire. Recent elections were won with curbing corruption as a key agenda. Unfortunate it may sound but presence of corruption is now an accepted norm, even in basic services. If we want to make any impact towards corruption free public services, we certainly need to understand the contributing factors and the trend.

CMS India Corruption Study (ICS) is the only one of its kind of studies consistently making this endeavour since 2000. Every year, we measure perception and experience of citizens about corruption in public services. A unique PEE (Perception, Experience and Estimation) methodology has been evolved by CMS to capture and discuss the complicated trend.

This report in 2015 is based on tenth round of India Corruption Study and focuses on Delhi. As there are so many contestants in all levels of governance for addressing corruption, we felt it appropriate to gauge any difference among Delhiites on their perception or experience of corruption.

I like to thank Mr K V Chowdary and Prof. Bibek Debroy for writing the foreword of this report. The ICS is an idea of Dr N Bhaskara Rao, Chairman of CMS and it is under his guidance the study has been conducted. The meticulous planning, designing, implementation and analysis is by Mr Alok Srivastava, Director CMS Social.

I hope this report inspires all stakeholders to take appropriate action to make our dream of corruption free society.

In solidarity

P N Vasanti
Director General, CMS
www.cmsindia.org

I. Introduction

CMS-India Corruption Study (CMS-ICS) 2015 focuses on users of public services in Delhi. The three key reasons for focusing on Delhi in this round are

- One, Delhi being the national capital is hub of policy makers, regulatory bodies, civil society, media, judiciary and people of different socio-economic and cultural background.
- Two, Delhi's public services are governed by three different agencies- Central Government; State Government and Municipal Corporations. The findings therefore could be viewed as a report card for each of the three.
- Three, Delhi is the centre stage of all governance related activities undertaken by the government or civil society organizations and closely observed by the watchdogs. Few of them have been talking about curbing corruption and also claimed initiatives.

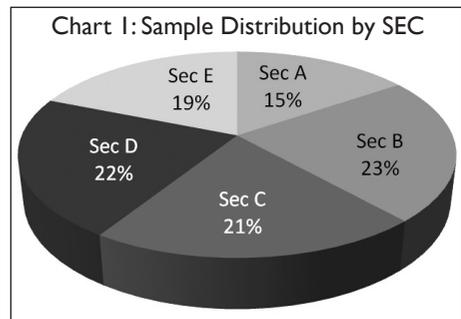
In recent past, Delhi with more than 3.3 million (33 lakh) residential households (Census 2011) has witnessed a lot of activities towards ensuring better governance, transparency and accountability. Moreover the change of governments at both central and state levels in Delhi was primarily based on anti-corruption promises, and hence the study is of immense importance to assess the change, if any in perception as well as experience of Delhi residents with the public services.

I.1 Methodology

This tenth round of the “CMS- India Corruption Study“, a self-initiated initiative and not sponsored by any funding agency, has covered select public services which are governed by the three different governing agencies-centre, state and municipal in Delhi. The uniqueness of CMS-ICS is its methodology. It captures peoples' Perception (P) and Experience (E) with Public Services and further Estimates (E) the amount paid as bribe by common citizens to avail basic and essential public services during the previous one year.

The sample was covered from all the nine districts of Delhi with representation from different socio-economic strata (socio-economic classification) of the population i.e. SEC A, B, C, D and E. Though Delhi does not have a typical village, both urban and rural locations, as per definition of Census were selected randomly. To cover a sample of 1501 households distributed across different SECs, CMS study team visited nearly 160 localities spread over nine districts of Delhi. The distribution of sample households by SEC is given in Chart I.

The data collection was carried out during the third week of July and first week of August 2015.



The basic and essential public services, which have higher interaction with general public, were selected for the study. Also, while selecting the public services, it was ensured to include public services under the three different governing agencies i.e. Central, State and Municipal Corporations in Delhi.

In all, 15 public services were covered in CMS-ICS 2015, which include:

Table I: Public Services covered by Government agencies

Central government	State government	Municipal Corporation
Police	Civil Supplies-PDS	Sanitation/ Garbage Disposal
Passport	Electricity	Teh Bazari/ Hawking Permits
LPG Domestic Cylinder	Water Supply	Birth/ Death Certificate
Railways	Hospital	Park/ Community Hall booking
	School Education	Building Plan Sanction
	Driving License	

Source: CMS-ICS 2015

2. Extent of Interaction with Public Services

During the last one year, **the households in Delhi have interacted on an average with 6 of 15 public services** listed in Table I. These numbers are significant as it highlights two critical aspects- one, high dependency of households on public services, and two, the opinion of households are not based on just perception but experience as well. However, average number of public services under the three governing agencies availed by the Delhi households shows that these households have interacted with around 3 of the public services of the state government, around two of the central government and one public service of the municipal corporation, during the last twelve months. As far as high dependency is concerned, it also reflects monopolistic nature of public services in India. “Common Users” have no option but depend on these public services. **Among the most interacted services include - Electricity (82%) followed by LPG (81%) and Public health/Hospital Services (75%).** Other public services, where more than half of the households interacted at least once during the last one year are Railways (67%), Water Supply (65%), PDS (58%) and Sanitation/Garbage Disposal (55%).

3. Perception about Corruption in Public Services under three government agencies

Table 2: General Perception of Corruption in Public Service governed in Delhi during the last one year *by three Government agencies (in %)*

Government Agency	Increased	Decreased	Remained the Same
Central	22	39	38
State	20	45	34
Municipal	20	32	45

Source: CMS-ICS 2015

General perception about the three government agencies responsible for different public services indicates a similar trend. On the level of corruption in the departments of state government of Delhi, around 45 percent opined that it has decreased during the last one year as compared to 39 percent opining so about central government governed public services for residents of Delhi.

A slightly higher percentage of Delhi households feel that the level of corruption has remained same i.e. no change is noticeable in the level of corruption prevailing in public services under the Municipal Corporations of Delhi as compared to those public services, which are under state or central governments.

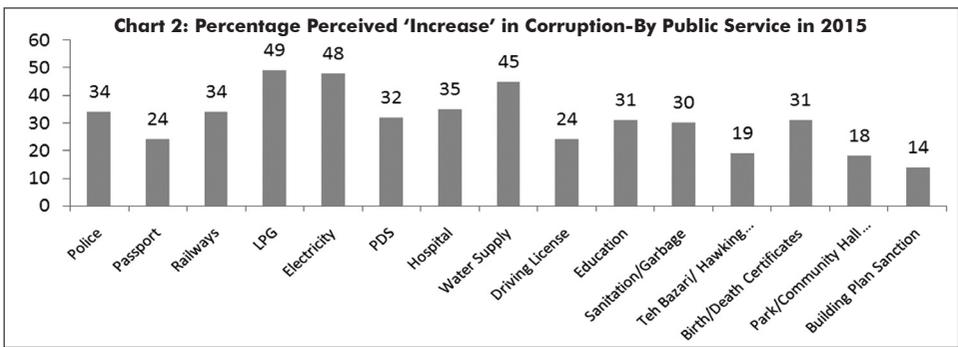
A significant percentage of Delhi households do not perceive any change in level of corruption in the public services, as more than one-third felt that level of corruption in state government has 'remained same' during the last one year compared to the preceding one year while around 38 percent opined so about the central government run public services in Delhi. The situation is much worse in the case of Municipal Corporations, where 45 percent of Delhiites find no change in the level of corruption.

No significant difference in perception of households belonging to different SECs indicate that the opinion is not skewed due to varying socio-economic profile of the households in Delhi. It may be pertinent to point here that this general perception of citizens of Delhi is based on their own understanding and knowledge of which services fall under various government. This understanding was further found to be vague and therefore, in further analysis perception, experience and estimation is based only on respective services.

3.1 Public Service wise Perception about Corruption

The percentage of Delhi households who indicated that corruption in the public service has 'Increased' during the last one year is higher in services related to domestic cooking gas-LPG (49%) followed by electricity (48%) and Water Supply (45%).

Among the services, where comparatively lesser percentage of Delhi households perceived 'increase' in level of corruption, such as, Building Plan Sanction (14%), Park/Community Hall



booking (18%) or Teh Bazaari/Hawking permit (19%), the percentage of the households which 'did not notice any change in the scenario' are comparatively higher i.e., 37%, 40% and 45% respectively. **A significant percentage of Delhi residents opining 'No change in level of corruption' suggest that people want more evidence to believe that the governance has changed for better.**

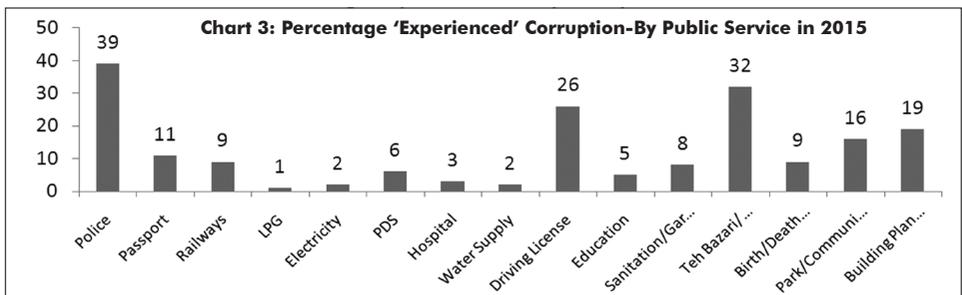
4. Experience with Corruption/Paid Bribe

Compared to perception, experience is reflection of the first hand exposure to the situation and reflects upon prevailing situation. **Nearly one-third of the households in Delhi had paid bribe at least once during the last 12 months.**

Of the households which were asked for a bribe or had to use contacts, 62% households experienced the demand for a bribe at least once during the last 12 months or had to use influence of influential person while another 29% came across such situation twice.

4.1 Experienced Corruption- by Public Service

Surveyed households in Delhi reporting 'experience with corruption' was highest in Delhi Police (39%) followed by Teh Bazaari/ Hawking permits (32%) and Driving license (26%). On the other hand, households having first-hand experience of corrupt practices in public services' in Delhi was almost negligible in LPG (1%), Electricity and Water Supply (2% each) and Hospital (3%). On line booking and delivery of gas cylinder or online payment of monthly bills, direct cash transfer of subsidy (in case of LPG domestic cylinder) could be the reasons behind lesser households in Delhi experiencing corrupt practices by service providers in these public services.

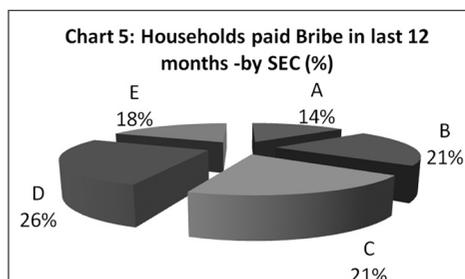
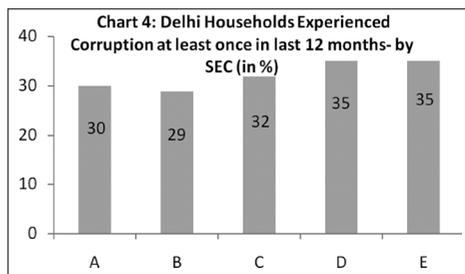


4.2 Experienced Corruption - by SEC

Socially and economically marginalized population suffer more due to the corrupt practices in public services. Inter-SEC comparison brings out that the households belonging to SEC E & D more often face the demand of bribe or had to use influence to avail public services in Delhi.

Around 35 percent of the households belonging to SEC E and D were demanded bribe or had to use 'contacts' for availing a public service. The percentage of such households was around 29 percent in case of households belonging to SEC A and B.

Overall around 29 percent of the households in Delhi had to pay bribe at least once during the last 12 months and nearly 45 percent of them belong to SEC D & E (poor).



4.3 Could not Pay Bribe, Could Not Avail the Service

Table 3: Denied Service At least Once for Refusal to Pay Bribe-2015

Public Service	Denied Service (%)
Police	5.1
Passport	1.4
LPG Domestic Cylinder	0.2
Railways	0.3
Civil Supplies-PDS	1.1
Electricity	0.4
Water Supply	0.2
Hospital	0.5
School Education	2.0
Driving License	8.3
Sanitation/ Garbage Disposal	0.6
Teh Bazar/ Hawking Permits	1.1
Birth/ Death Certificate	2.6
Park/ Community Hall booking	2.0
Building Plan Sanction	5.7

Worst situation in corruption ridden public services is the denial of services on 'non-payment of bribe'. Though such cases were reported by less than one percent of the households in six out of 15 public services covered in CMS-ICS 2015; in six other public services, denial of services as households refused or could not pay bribe, was reported by 1-2% households. **Highest service denial rate was in Driving license (8%) followed by Building plan sanction (6%) and Police (5%).**

5. Reasons for Paying Bribe and Amount Paid

Table 4: Main Reasons for which Bribe Paid in Top 3 most corrupt Public Services

Public Service <i>(% HH paid bribe or used contact)</i>	Reason for paying Bribe
Police (39%)	<ul style="list-style-type: none"> • For putting up vending unit • Get the complaint/FIR registered • For driving commercial vehicle without license
Teh Bazari/ Hawking Permits (32%)	<ul style="list-style-type: none"> • For putting up vending cart/ sitting on the roadside • License for hawking
Driving License (26%)	<ul style="list-style-type: none"> • To get new driving license • Renew driving license • For commercial vehicle driving license

Source: CMS-ICS 2015

Around one third of the surveyed households in Delhi paid cash as bribe to avail the basic and essential services, which as a citizen they have a right to avail.

Public service wise, INR 45000 was paid as bribe by a household for approval of building plan while in education INR 10000 was paid for school admission.

In spite of advertisement by Delhi Police informing citizens that police cannot stop construction of buildings, CMS-ICS survey brought out that police charged INR 25000 to allow construction. Similarly, park and community halls can be done online but in spite of this, households had to pay bribe as high as INR 10000 due to proxy bookings.

Corrupt public service providers are not content with large amount only but are ready to take as low as INR 10/- to clean the garbage lying on streets or in front of the house (sanitation). Similarly, in case of public services like LPG cylinders, INR 20/- was charged to replace the damaged pipe connecting to the cylinder or INR 25/- at PDS shops during distribution of entitled food items to the households. In many cases, these are one time charge, while regular amount are also taken on a monthly basis. For example, as reported, INR 100/- per month is 'charged' for sweeping roads and picking garbage or INR 1000/- per month for roadside vending.

The range of bribe amount is very large across services. Depending upon the kind of specific service required and documents/process to be followed, the bribe amount gets scaled up. Range of bribe paid in each of the public services in Delhi during the last one year could be seen in the table below:

Table 5: Bribe Amount Paid during 12 months-2015

Public Service	Range (in INR)			
	Max.	Min.	Median	
Police	25000	50	1000	For allowing construction
Passport	1500	100	500	
LPG Domestic Cylinder	2500	20	800	For replacing gas pipe connected to cylinder
Railways	2000	50	200	
Civil Supplies-PDS	2000	100	100	
Electricity	5500	100	500	
Water Supply	5000	300	25	
Hospital	3000	30	500	
School Education	10000	200	2800	For admission in school
Driving License	13000	200	1000	For getting commercial license
Sanitation/ Garbage Disposal	1200	50	100	For sweeping street/picking up garbage
Teh Bazaari/ Hawking Permits	12000	100	1000	
Birth/death Certificate	5000	100	500	
Park/ Community Hall booking	10000	500	2000	
Building Plan Sanction	45000	2000	4000	For sanction of building plan

Source: CMS-ICS 2015

Nearly 30 percent of Delhi households had paid bribe at least once during the last 12 months. This cannot be considered low. As per CMS-ICS 2015, on an average a household in Delhi had to pay a bribe amount of INR 2486/- during the last one year. It is therefore estimated that the total amount paid by households in Delhi across 15 public services as bribe, during the last one year, is around INR 239.26 crore (INR 2392 million).

6. Performance Score:

Taking in to consideration, Delhi households' perception and experience with public services, a Performance Score card was developed for each of the fifteen public services, as well as combined score of the public services under three governments i.e. Central government, Government of NCT Delhi and Municipal Corporations of Delhi. The weights given to the two key indicators, Perception and Experience, as well as to the sub-indicators within these two key indicators are shown in the table below:

Indicator	Weight	Sub Indicator	Weight
A: Perception	0.4	a. Corruption level INCREASED	0.5
		b. Corruption level DECREASED	0.4
		c. Corruption level REMAINED SAME	0.1
B: Experience	0.6	d. Paid Bribe	0.4
		e. Asked but did not pay bribe so denied service	0.3
		f. Used Contacts	0.1
		g. Both i.e. used contacts and paid bribe	0.2

- Performance Score of each service, $S = \{A*(a*0.5+b*0.4+c*0.1) + B*(d*0.4+e*0.3+f*0.1+g*0.2)\}$, where A is 0.4 and B is 0.6
- Performance Score (combined) based on performance score of public services put together under each government = $(S_1+S_2...S_n)/n$, where n is number of public services covered in CMS-ICS 2015 under each government

Using the above, Performance Score (**lesser the score, lower the corruption**) based on perception and experience with public services under the control of three different governments i.e. Central, State and Municipal Corporations, public services under **state government of Delhi is rated as least corrupt (15.6)** followed by those under **Municipal Corporations (15.7)**. Public services under **Central government in Delhi (16.6) are rated as worst** among the three government agencies as far as level of corruption in Delhi is concerned.

Table 6: Performance Score of Public Services covered under each Government

Central Government		State Government		Municipal Corporation	
Service	Score	Service	Score	Service	Score
Police	21.53	Civil Supplies-PDS	14.89	Sanitation/ Garbage Disposal	16.02
Passport	13.24	Hospital	15.46	Teh Bazari/ Hawking Permits	19.22
LPG Domestic Cylinder	15.97	Water Supply	15.63	Birth/ Death Certificate	15.79
Railways	15.82	Electricity	15.80	Park/ Community Hall booking	13.89
		School Education	14.47	Building Plan Sanction	13.83
		Driving License	17.51		

Source: CMS-ICS 2015

(lower score indicates better performance)

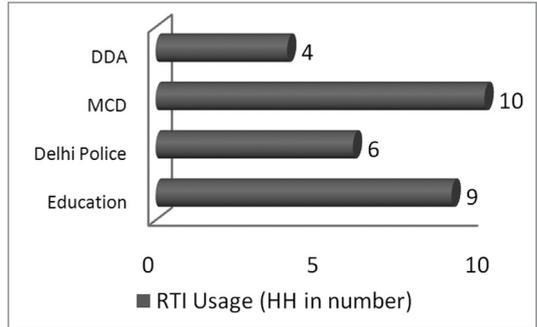
However, the narrow gap in performance scores of the three different governments suggests that nothing substantial has been done by the three governments, in terms of checking corruption in the public services under their supervision. It is therefore important to gauge performance score of each public service to understand the perception and experience with these services among citizens. The three high scores (indicating poorer performance) were Police, Teh bazari/Hawking permits and driving license.

7. Usage of RTI Act in Delhi

Right to Information (RTI) Act 2006 is an important tool for citizens to ensure transparency and accountability in the service delivery. This round of CMS-ICS assessed the extent to which households are using RTI for seeking information related to public services after 10 years of its inception.

Around 2.3 percent of the surveyed households in Delhi had sought

information using RTI Act, during the last one year. Further, on being enquired about 'ever used RTI Act', it emerged that around 51 households out of 1501, constituting 3.4 percent had ever applied under RTI seeking the information from 20 departments covering all three governing agencies- Central, State and Municipal Corporation. MCD and Education were the two most 'popular' departments where relatively more applications were filed under RTI (10 nos. and 9 nos. respectively).



8. Usage of Helpline

In order to curb corrupt practices by government officials/employees, the present state government of Delhi as well as Delhi Police had informed citizens of Delhi to send audio/video clippings after recording the demand for bribe by any state government's employee or call the helpline number to register their complaint against persons harassing them for bribes.

On being enquired, only six out of 1501 household reported sending audio/video clippings while around 1.3 percent (19 out of 1501) had called helpline number during the last one year. Among the public services against which phone calls were made include Delhi Police, MCD, Delhi Jal Board, Education, Health, Electricity, PDS, RTO and Post office.

Section II

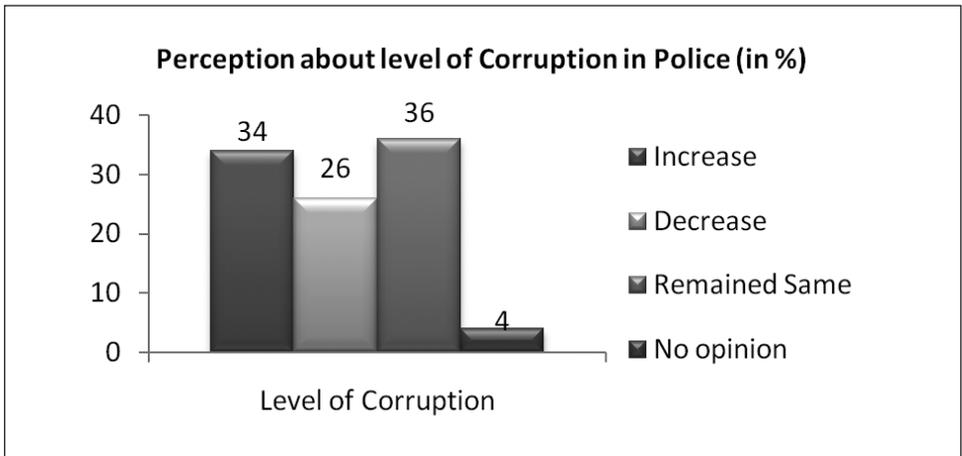
Public Service wise Snapshot

Public Service wise Snapshot

- 1. Police**
- 2. Passport**
- 3. Railways**
- 4. LPG domestic cylinder supply**
- 5. Public Distribution System (PDS)**
- 6. Health/Hospital**
- 7. Electricity**
- 8. Water supply**
- 9. Driving license**
- 10. Education**
- 11. Sanitation/ Garbage disposal**
- 12. Teh bazaari/ Hawking permits**
- 13. Birth/Death certificates**
- 14. Park/Community hall booking**
- 15. Building plan sanction**

I. Police

General Perception- Most (36%) feel that the level of corruption has remained same in Delhi Police during the last one year while 34 percent feel that the level of corruption has gone up during this period.



Of 1501 households visited during CMS-ICS 2015, 28 percent had interacted with the police of Delhi for something or other.

Among those who interacted, 39 percent experienced corruption either in the form of demand for bribe or had to use contacts, or both, to avail the service. The major brunt is faced by households belonging to socio-economic class D & E; more than half of the households who paid bribe to Delhi Police belong to these two poor strata.

Around 5 percent of the households were denied service by Delhi Police because the households did not pay bribe. The percentage deprived of police service is high compared to other public services.

Key reasons cited for paying bribe to Delhi Police include

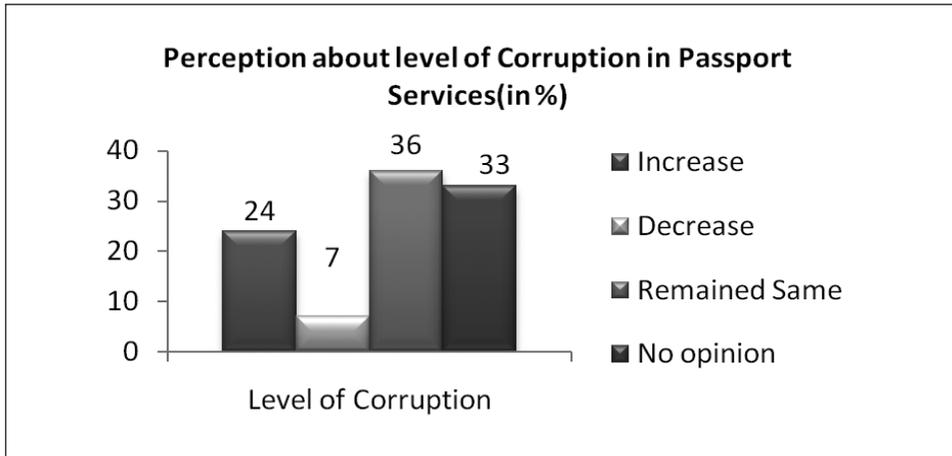
- 'Get the complaint/FIR registered'
- 'To drive commercial vehicle without driving license' or
- To allow 'putting up the vending cart/selling along the roadside'.

For 'removal of name as accused' and 'getting favourable police verification' were some other reasons cited where Delhi households end up paying bribe specially in cases where there was no influence of 'contacts'.

On an average, households in Delhi paid around INR 2165/- as bribe during the last one year, with maximum amount being INR 25000/- for allowing building construction work and minimum amount of INR 50/- for driving without license.

2. Passport

General Perception- Most (36%) feel that the level of corruption has remained same in Passport services during the last one year while 24 percent feel that the level of corruption has gone up during this period.



Around one-third hold 'no opinion' on level of corruption in passport related service primarily due to the fact that they did not ever try to avail its services.

Of 1501 households visited during CMS-ICS 2015, around 10 percent had dealt with Passport related services in Delhi during the last one year.

Among those who interacted, 11 percent experienced corruption either in the form of demand for bribe to avail the service.

A little more than one percent of the households were denied passport related service because the households did not pay bribe.

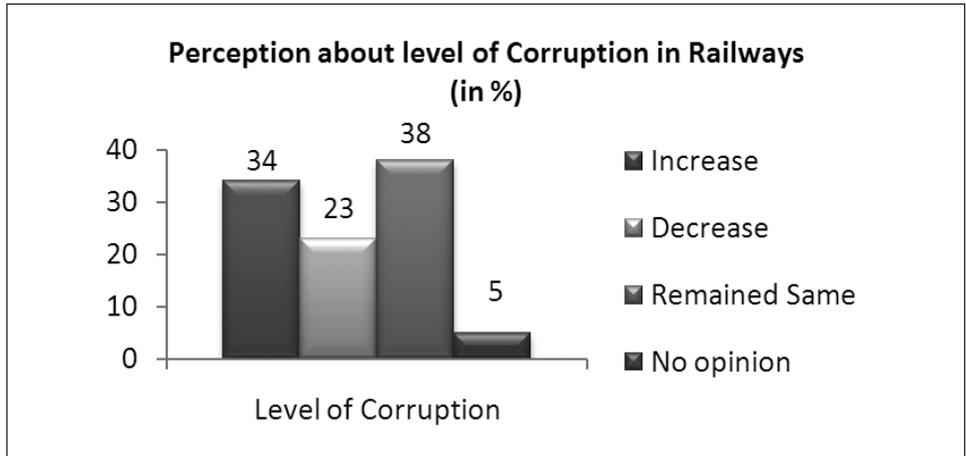
Key reasons cited for paying bribe include :

- 'To get new passport
- 'Police Clearance Certificate
- Identity documents.

On an average, households in Delhi paid around INR 727/- as bribe during the last one year, with maximum amount being INR 1500/- and minimum amount of INR 500/- both for getting a new passport.

3. Railways

General Perception- Most (38%) in Delhi feel that the level of corruption has remained same in Indian Railways during the last one year while 34 percent feel that the level of corruption has gone up during this period.



Of 1501 households visited during CMS-ICS 2015, 67 percent had interacted to avail the services of Indian Railways.

Among those who interacted, around 9 percent experienced corruption either in the form of demand for bribe or had to use contacts, or both, to avail the service.

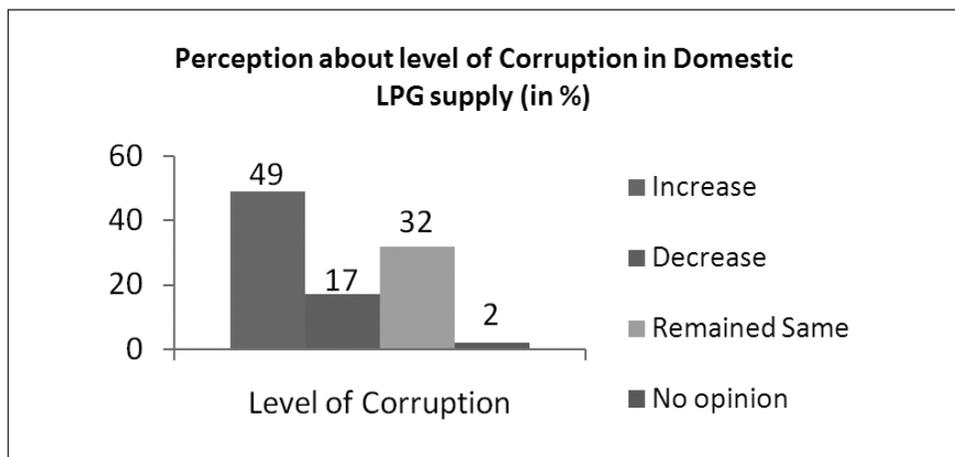
Key reasons cited for paying bribe to railways include

- To traveling ticket examiner for getting a reserved seat
- Booking of reservation tickets
- Booking of luggage/parcels

On an average, households in Delhi paid around INR 360/- as bribe during the last one year, with maximum amount being INR 2000/- for booking of luggage and minimum amount of INR 50/- for confirmed seat.

4. LPG Domestic Cylinder Supply

General Perception- Nearly 50 percent feels that the level of corruption has gone up in LPG cylinder supply for domestic purpose during the last one year while 32 percent feel that the level of corruption has remained same during this period.



Of 1501 households visited during CMS-ICS 2015, more than 81 percent had interacted for availing the services of LPG domestic cylinder supply.

Among those who interacted, less than 2 percent experienced corruption either in the form of demand for bribe to get the service. The noticeable vast gap between perception and experience is primarily due to the fact that though there was no demand for money as far as supply of gas cylinder is concerned but households feel that the quantity of gas expected to be in a cylinder is less than prescribed.

Denial of service was also reported by a miniscule proportion of households.

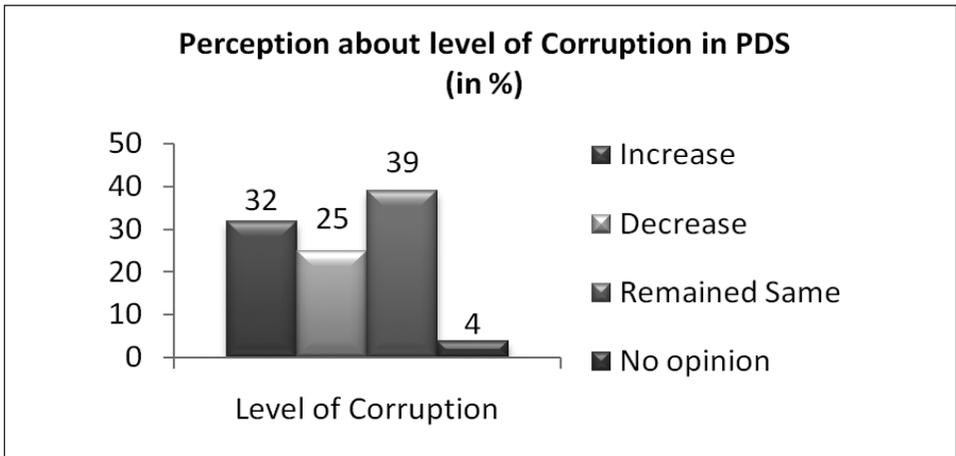
Key reasons cited by those who paid bribe

- To get a new connection
- For delivery of refilled cylinder
- For change of name/address

On an average, households in Delhi paid around INR 1100/- as bribe during the last one year for services related to LPG domestic cylinder supply, with maximum amount being INR 2500/- to get new connection and minimum amount of INR 20/- for replacing supply pipe connected to the gas cylinder.

5. Public Distribution System (PDS)

General Perception- Nearly 39 percent feels that the level of corruption has remained same during the last one year while 32 percent feel that the level of corruption has gone up during this period.



Of 1501 households visited during CMS-ICS 2015, more than 58 percent had interacted with PDS for getting subsidized supply of food grains.

Among those who interacted, around 6 percent experienced corruption in the form of demand for bribe to get the service.

Denial of service was also reported by lesser proportion of households.

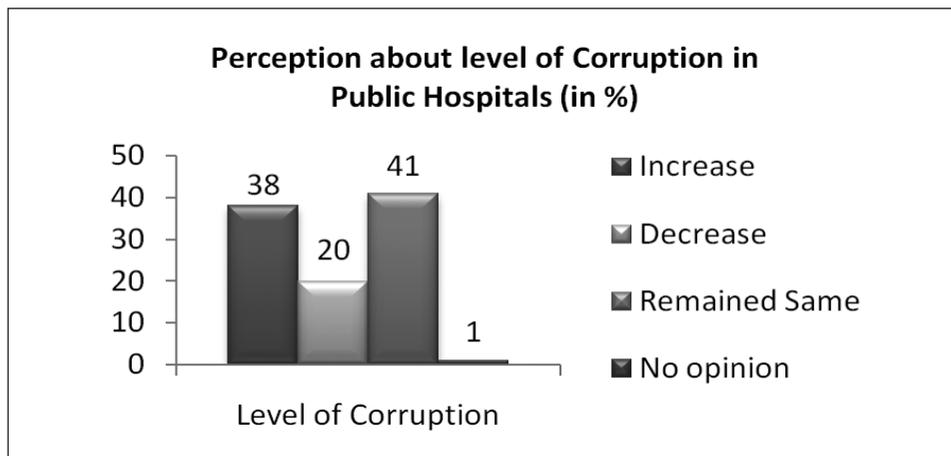
In this round, the key reasons cited by those who paid bribe

- To get a new ration card
- Paid more but got less quantity of entitled food grains
- Deletion/Addition of names in the ration card

On an average, households in Delhi paid around INR 590/- as bribe during the last one year, with maximum amount being INR 2000/- to get new ration card and minimum amount of INR 100/- for getting entitled food grains. The minimum amount of INR 100/- is sum of total 'extra' money paid during a year while getting the food grains.

6. Hospital Services

General Perception- Nearly 41 percent feel that the level of corruption in public hospitals has remained same during the last one year while 38 percent feel that the level of corruption has gone up during this period.



Of 1501 households visited during CMS-ICS 2015, 75 percent had interacted/visited public hospitals, suggesting high dependence on the services of government hospitals for treatment.

Among those who interacted, around 3 percent experienced corruption in the form of demand for bribe to get the service at public health facilities in Delhi. However, compared to previous round of CMS-ICS (2013), the demand for bribe has come down by nearly 10 percentage points.

Denial of service for not paying bribe was less than one percent but similar to previous rounds.

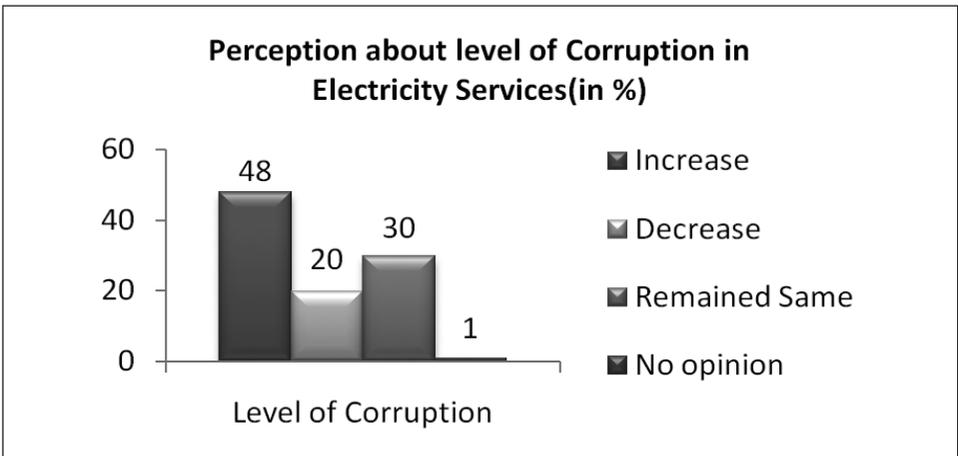
In this round, the key reasons cited by those who paid bribe include

- As in-patients, to get bed
- As out-patient
- For availing diagnostic services

On an average, households in Delhi paid around INR 723/- as bribe during the last one year related to hospital services, with maximum amount being INR 3000/- to avail diagnostic services and minimum amount of INR 30/- as out-patients.

7. Electricity Services

General Perception- Nearly 48 percent feel that the level of corruption in electricity services has gone up during the last one year while 30 percent feel that the level of corruption has remained same during this period.



Of 1501 households visited during CMS-ICS 2015, 82 percent had interacted with electricity service providers. Electricity is one of the services, which has no alternatives in terms of service providers except using other sources of energy such as kerosene oil or solar, which as of now is minuscule in Delhi.

Among those who interacted, around 2 percent experienced corruption in the form of demand for bribe to get the services in Delhi. However, compared to previous round of CMS-ICS (2013), the demand for bribe has come down by nearly 7 percentage points.

Denial of service for not paying bribe was less than one percent but similar to previous rounds.

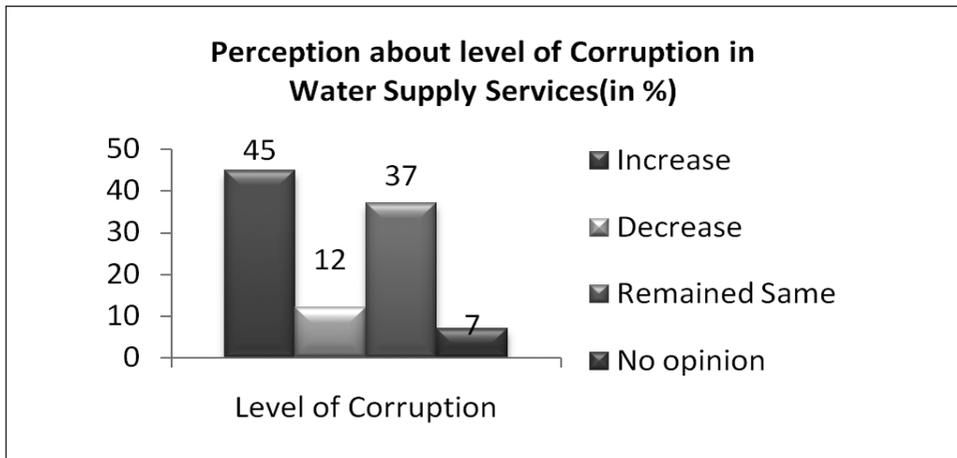
In this round, the key reasons cited by those who paid bribe include

- To get new connections
- Faulty meter/inflated bills
- To get electricity without legal connections

On an average, households in Delhi paid around INR 1324/- as bribe during the last one year, with maximum amount being INR 5500/- and minimum amount of INR 100/-, both being paid by different households while getting a new connection.

8. Water Supply

General Perception- Nearly 45 percent feels that the level of corruption in water supply services has gone up during the last one year while 37 percent feel that the level of corruption has remained same during this period.



Of 1501 households visited during CMS-ICS 2015, 65 percent had interacted with water supply service providers. Like electricity, water supply is also one of the services, which has no alternatives in terms of service providers except using other sources of energy such as private tankers or ground water.

Among those who interacted, less than 2 percent experienced corruption in the form of demand for bribe to get water supply in Delhi. However, compared to previous round of CMS-ICS (2013), the demand for bribe has come down by nearly 5 percentage points.

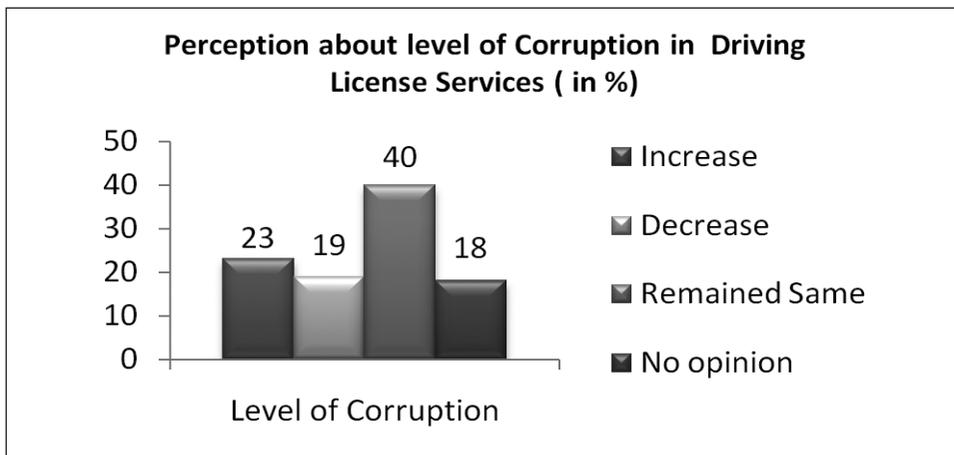
In this round, the key reasons cited by those who paid bribe include

- To get water tanker from DJB
- For installation of piped water supply
- Repair of water pipeline

On an average, households in Delhi paid around INR 1270/- as bribe during the last one year, with maximum amount being INR 5000/- for bringing down inflated bill and minimum amount of INR 300/-, to get water tanker during the year.

9. Driving License

General Perception- Nearly 23 percent feels that the level of corruption while getting driving license, both private and commercial, has gone up during the last one year while 40 percent feel that the level of corruption has remained same during this period.



Of 1501 households visited during CMS-ICS 2015, around 22 percent had interacted with service providers to get the driving license related services.

Driving license department has no alternatives in terms of service providers not only in Delhi but across the country. This could be the reasons that compared to other public services except Police, a higher percentage (28%) of those who interacted, experienced corruption in the form of demand for bribe to get the driving license in Delhi.

More than 8 percent of the households, which availed driving license related services were denied service because they could not/refused to pay bribe.

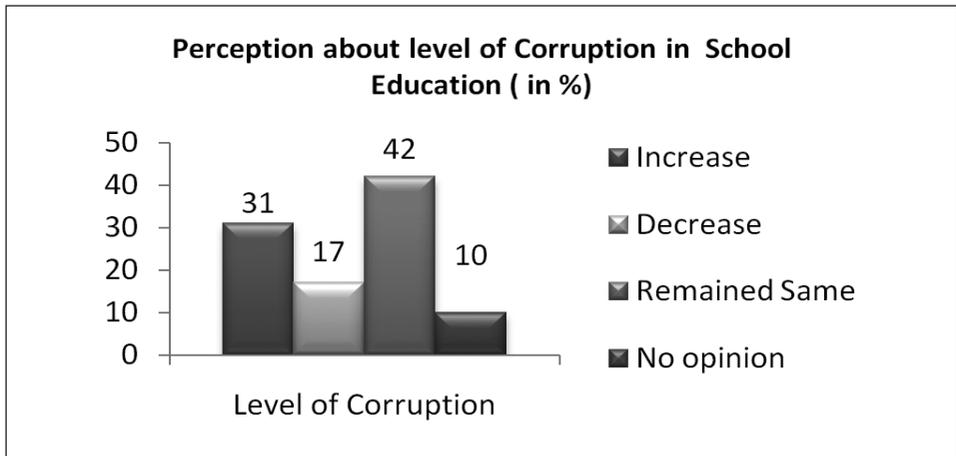
The key reasons cited by those who paid bribe include

- To get new driving license
- Renewal of driving license
- To get commercial driving license

On an average, households in Delhi paid around INR 1844/- as bribe during the last one year, with maximum amount being INR 13000/- for getting commercial license and minimum amount of INR 200/- to get a new private (non-commercial) license.

10. School Education

General Perception- Nearly 42 percent feel that the level of corruption in school education related services has remained same during the last one year in Delhi while 32 percent feel that the level of corruption has gone up during this period.



Of 1501 households visited during CMS-ICS 2015, around 36 percent had interacted with school education related services.

Nearly five percent of the households that interacted with schools/education department in Delhi experienced demand for bribe to provide the desired service.

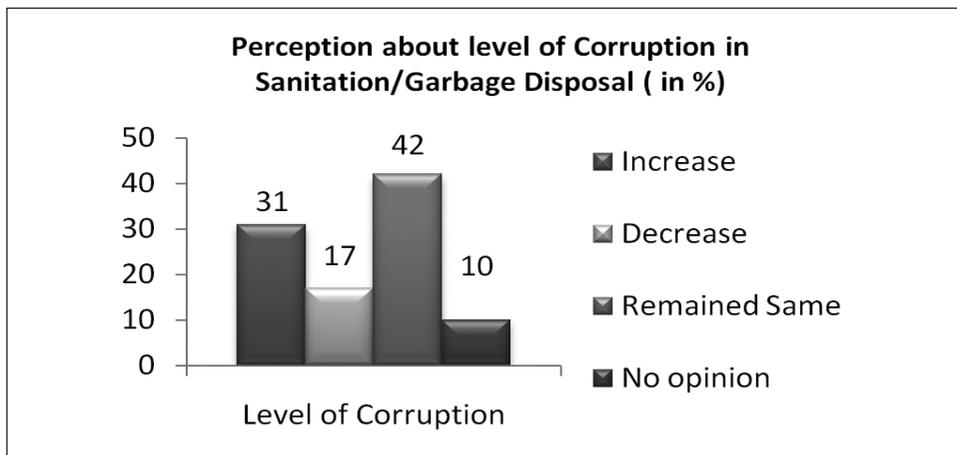
Surprisingly, in spite of free education under RTE Act, the households reported demand for bribe to get admissions for their wards in the government schools of their choice or in private schools under economically weaker section (EWS) category. Poor households, mainly migrants not possessing required documents, make them prey to the 'bribe seekers'.

All the households who experienced demand for bribe cited the reason 'to get admission in school for their ward'.

On an average, the households in Delhi paid around INR 2618/- as bribe during the last one year, with maximum amount being INR 10000/- and minimum amount of INR 200/-, both for getting admission in schools. Recent scams unearthed related to school admissions under EWS quota suggests an amount of INR 10000/- being paid as bribe to be a conservative figure for getting admission in schools in Delhi.

11. Sanitation/Garbage Disposal

General Perception- Nearly 46 percent of the households in Delhi feel that the level of corruption in sanitation related services has remained same during the last one year in Delhi while 30 percent feel that the level of corruption has gone up during this period.



Of 1501 households visited during CMS-ICS 2015, around 55 percent had interacted with sanitation/garbage related services, which is under Municipal Corporations of Delhi (MCD).

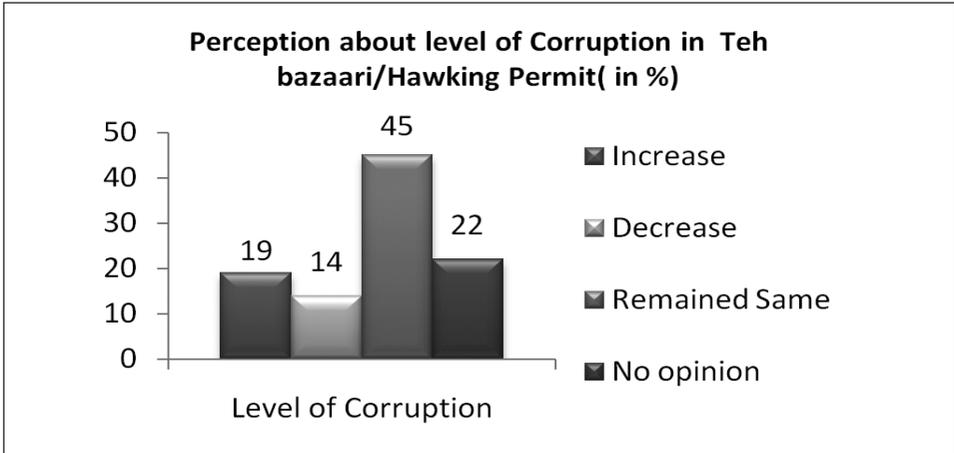
Around 8 percent of the households in Delhi experienced demand for bribe to provide the desired service related to sanitation and garbage disposal.

Nearly eight out of ten households in Delhi, who came across demand for bribe by service providers of MCD, shared that the demand was for getting the road/street/lane in front of their houses cleaned/swept. Around 15 percent were demanded bribe to get the blocked drains cleaned.

On an average, the households in Delhi paid around INR 283/- as bribe during the last one year, with maximum amount being INR 1200/- and minimum amount of INR 50/-, both for getting the street/lane in front of the house cleaned. It is pertinent to mention that Rs 1200/- is not one time payment but an amount of Rs 100/- is charged every month by MCD sweepers to get the street cleaned in front of the victim household, in spite of being paid a salary for the purpose.

12. Teh Bazaari/ Hawking Permit

General Perception- Around 45 percent of the households in Delhi feel that the level of corruption in getting Teh bazaari or hawking permit related services has remained same during the last one year in Delhi while 19 percent feel that the level of corruption has gone up during this period. A sizeable proportion (22%) had no opinion on this.



Of 1501 households visited during CMS-ICS 2015, around 12 percent had interacted to get teh bazaari/hawking permit, under Municipal Corporations of Delhi (MCD).

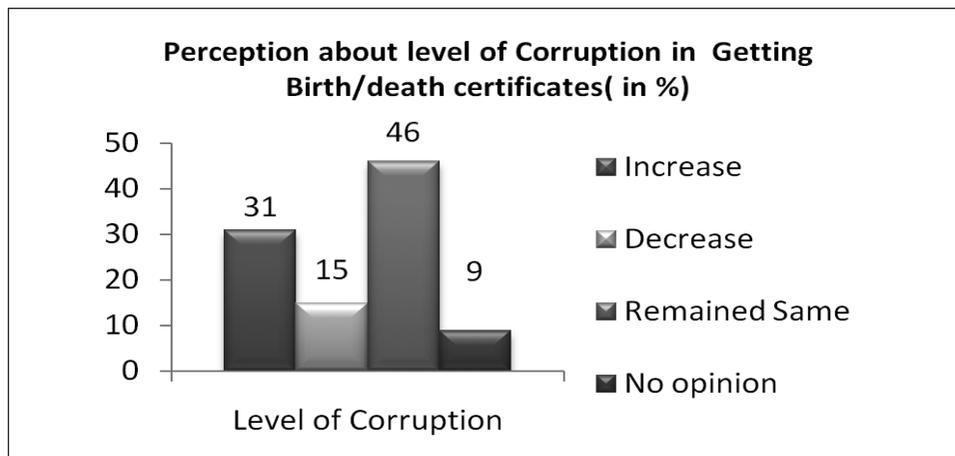
Nearly one-third of the households in Delhi experienced demand for bribe when they approached to get the teh bazaari/hawking permits or set up a vending/hawking unit. It is pertinent to mention that those interacting for the service mainly belong to poor socio-economic strata.

More than two-third of the households that paid bribe paid to install shop and vending unit. Around 15 percent were demanded bribe to get the permit/license for teh bazaari/hawking.

On an average, these poor households in Delhi paid around INR 3080/- as bribe during the last one year, with maximum amount being INR 12000/- and minimum amount of INR 100/-, for getting the hawking permit and vending space respectively.

13. Birth/ Death Certificates

General Perception- Around 46 percent of the households in Delhi feel that the level of corruption in getting birth/death certificates has remained same during the last one year in Delhi while 31 percent feel that the level of corruption has gone up during this period. Around 9 percent had no opinion on this.



Of 1501 households visited during CMS-ICS 2015, around 23 percent had interacted to get birth/death certificates, which is under Municipal Corporations of Delhi (MCD).

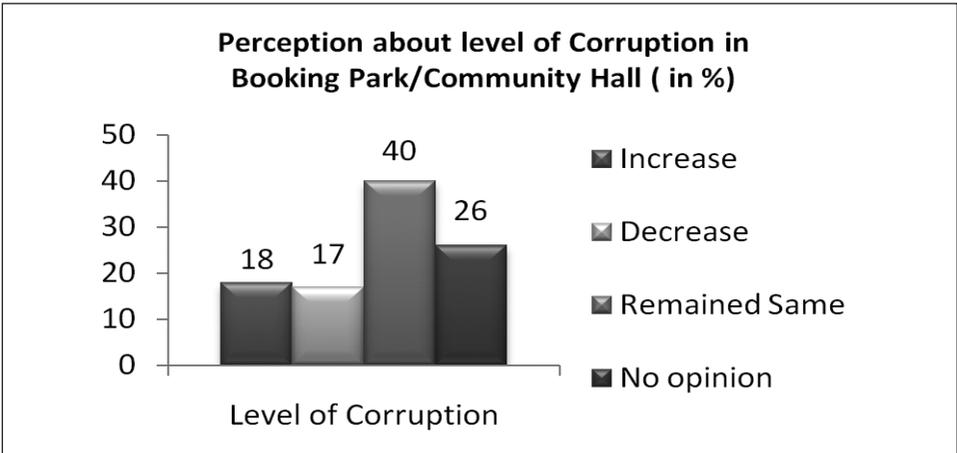
Nearly 9 percent of the households in Delhi experienced demand for bribe when they approached to get the birth/death certificates.

Majority paid to get either birth or death certificates, which are an important documents to avail services like school admission or access to bank account of deceased person. Around 10 percent had to pay for getting the correction made in the certificate issues by the department.

On an average, the households in Delhi paid around INR 902/- as bribe during the last one year, with maximum amount being INR 5000/- for getting death certificate and minimum amount of INR 100/- for getting birth certificate.

14. Park/ Community Hall Booking

General Perception- Around 40 percent of the households in Delhi feel that the level of corruption while interacting with MCD office for booking of park/community hall has remained same during the last one year in Delhi.



Around 18 percent feel that the level of corruption has gone up during this period. More than one-fourth of the households was unable to form any opinion in this regard.

Of 1501 households visited during CMS-ICS 2015, around 10 percent had interacted to book park/community halls, which are under Municipal Corporations of Delhi (MCD) for family functions/ceremonies.

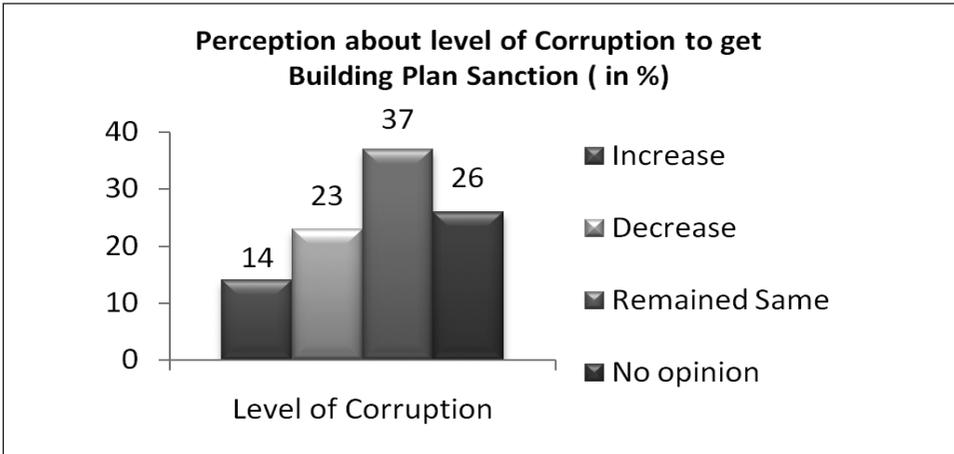
Nearly 16 percent of the households that interacted with service providers during the last one year to book a park/community hall in Delhi experienced demand for bribe.

Three-fourth of those paid bribe had to pay for booking a community hall and rest to book a park.

On an average, the households in Delhi paid around INR 3364/- as bribe during the last one year, with maximum amount being INR 10000/- to book a park and minimum amount of INR 500/- for booking a community hall.

15. Building Plan Sanction

General Perception- Around 37 percent of the households in Delhi feel that the level of corruption while interacting with MCD office for building plan sanction has remained same during the last one year in Delhi.



Around 23 percent feel that the level of corruption has come down during this period. More than one-fourth of the households were unable to form any opinion in this regard.

Of 1501 households visited during CMS-ICS 2015, less than 5 percent had interacted for sanction of building plan, which is under Municipal Corporations of Delhi (MCD). Lesser proportion of sample households interacting for the purpose is primarily due to the service being need-based and not one of the basic and services. Also the sample households covered in unauthorized colonies are not required to get the building plan sanctioned.

Nearly 19 percent of the households that interacted for the purpose of building plan sanction during the last one year in Delhi experienced demand for bribe.

More than 46 percent of those paid bribe had to pay while seeking permission for construction of new room/floor.

On an average, the households in Delhi paid around INR 3364/- as bribe during the last one year, with maximum amount being INR 10000/- to book a park and minimum amount of INR 500/- for booking a community hall.

Section III

Comparison with Previous Rounds

Comparison with Previous Rounds

CMS-India Corruption Study (CMS-ICS) since its first round in 2000 has included Delhi as one of its study states in most of the ten rounds conducted till date. Some of the public services, which are included in this round (2015) such as, Police, PDS, Electricity, Water Supply, Hospital, School Education and Sanitation & garbage collection services were covered in earlier rounds of CMS-ICS as well.

In the last ten years i.e., since 2005, CMS-ICS had focused on general population as well as specific sections of the society. For instance, while in 2005 round, CMS-ICS sample included general population, the next round in 2007-08, focused on below poverty line (BPL) households and in 2012, the study sample covered households residing in slums of Delhi. The last round (2013) interacted with only women users of the public services.

Though specific sections of the Delhi population such as BPL, slum dwellers or woman users constituted the study sample in previous rounds but it is pertinent to compare the perception and experience about the public services to assess the noticeable difference in opinion as well as experience of households over the years.

By and large the experience with demand for bribe is coming down across public services though in varying degree. Demand for bribe includes households, who paid bribe as well as those households who were asked for bribe but did not pay. On the other hand, perception about corruption in public services continues to be significantly higher.

Police Services:

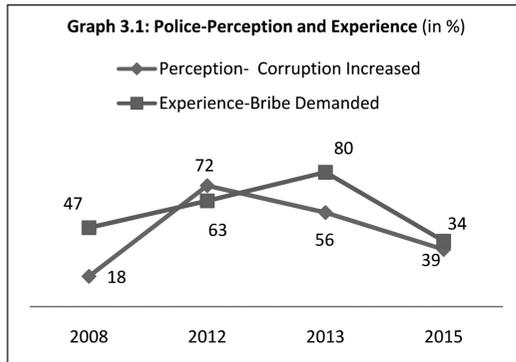
Compared to previous rounds in the earlier years, experience with regard to demand for bribe in Police service in Delhi has come down in 2015. Perception too has shown a downward trend since 2012.

Perception about corruption in Police service is relatively higher than in most of the other public services.

Though both perception and experience about corruption in police services in Delhi has shown a decline but still continues to be significantly high.

Comparative picture also shows narrowing of gap between perception that 'level of corruption has increased' and experience i.e. came across demand for bribe, suggests that perception is not merely based on hearsay.

Among the reasons cited, it is observed that the top 2-3 reasons cited for paying bribe remain same in the police service. Among the key reasons are 'get the complaint/FIR registered' and 'for removal of name as an accused'. This suggests that more effective measure needs to be taken to plug the scope of corrupt practices that common citizens face while interacting with police service in Delhi.

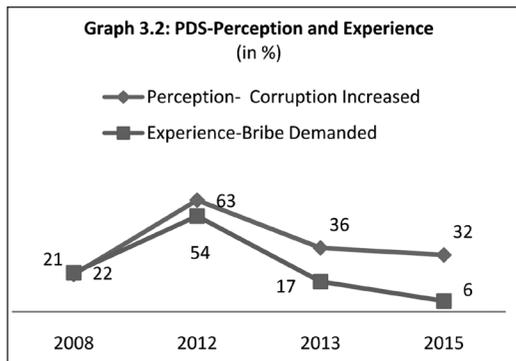


PDS Services:

With public distribution system (PDS) in Delhi, experience of demand for bribe has come down in 2015 round as compared to previous rounds in 2008, 2012 and 2013.

The perception about level of corruption in PDS has slightly come down than the previous round in 2013.

Both Perception and Experience about corruption was high during 2012. It is important to mention that in 2012 round,



the study focused on slum population, which is highly dependent on PDS for subsidized food supplies. Many a times due to lack of proper documents required to get a ration card, the households fell prey to the corrupt practices in PDS.

The gap between perception about level of corruption and experience of bribe has further increased in 2015.

Universalization of PDS and close monitoring of PDS supplies in Delhi to plug diversion of supplies along with measures to remove ghost ration cards have shown positive change in terms of reducing corrupt practices, as households facing demand for bribe has come down in 2015.

Electricity Services:

Households facing demand for bribe in electricity services in Delhi has come down in 2015 compared to earlier years while the perception about corruption has gone up.

A wide gap between the perception about corruption and experience of bribe in electricity service is observed in 2015.

In spite of lesser percentage of households in Delhi paid bribe, nearly half of the

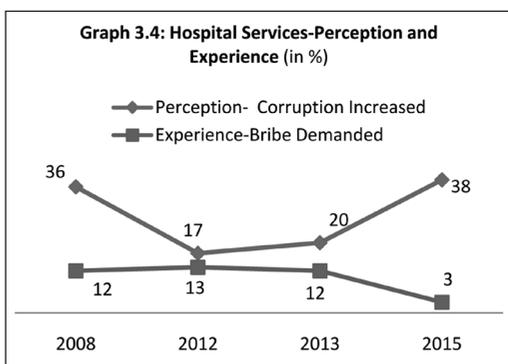
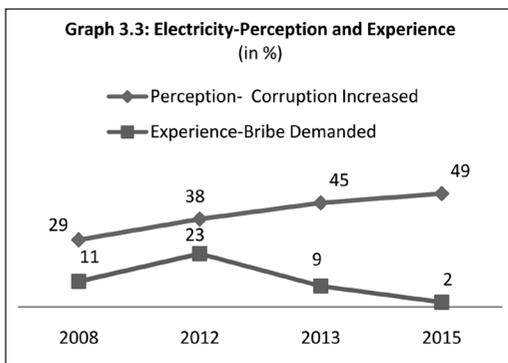
households in Delhi opined about corruption in electricity services in Delhi. On enquiry, it emerged that though households during the last one year did not come across demand for bribe but felt that many households and business units in connivance with the staff of electricity department in Delhi use illegal means to run appliances.

Another issue of concern among households, which in turn influences their perception is that while tariffs has increased, the power cuts continue, which shows systemic corruption in place, as money is not spent on improving the infrastructure.

Hospital Services:

Perception about corruption in hospital services in Delhi has increased in 2015 compared to earlier years.

Delhi households that experienced corruption in hospital services has come down in 2015 (3%) compared to earlier years, when around 12-13 percent of the households in Delhi experienced corruption while interacting with hospital services.



A wide gap between the perception and experiencing corruption in electricity services is noticeable.

A lesser percentage of households in Delhi experienced demand for bribe, still a much higher proportion of households observed that corruption has increased in public hospitals in Delhi.

Though households did not directly come across demand for bribe but non-availability of beds or diagnostic services and medicines, long waiting time in OPDs while others jump queues using contacts, are some of the reasons for influencing perception of households.

Water Supply Services:

In water supply services in Delhi, the percentage of Delhi households that experienced demand for bribe has come down over the year.

The perception about corruption is showing an upward trend since 2012.

The gap between the perception and experience about corruption is noticeable. Systemic corruption like private water tankers and non supply of water on

a regular basis is contributing largely to the perception about corruption in water supply services in Delhi.

Among the reasons cited for paying bribe, 'to get water tanker' and 'repair of water pipe' continues to be the key reasons.

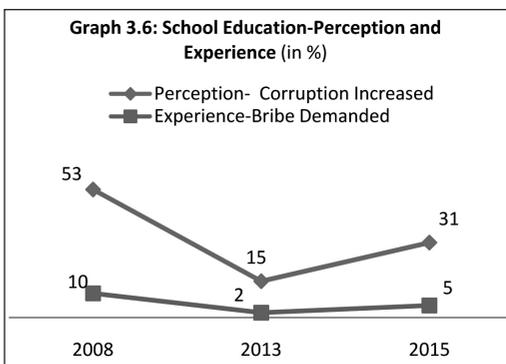
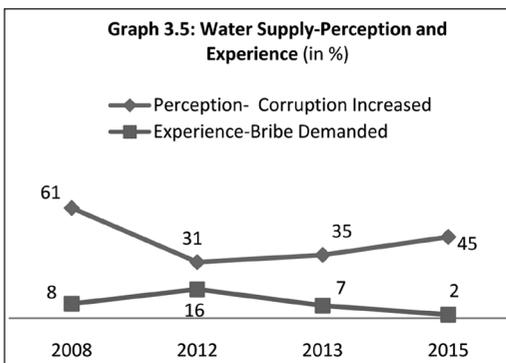
The state government of Delhi taking note of the private water tank mafia has initiated online public monitoring of water tankers. It is expected that households in Delhi will see noticeable curbing of corrupt practices related to water supply in coming months. This in turn is likely to lower the perception about corruption.

School Education Services:

In 2015, both perception and experience about corruption in school education related services in Delhi has gone up by two times compared to 2013.

Compared to 2013, the gap between the perception and experienced about corruption has doubled in 2015.

In spite of five years of RTE Act in place,



the increase in both perception and experience about corruption in school education related services in Delhi could be attributed mainly to 'school admission' process.

Media reporting on ineligible households, i.e. children of economically better offs, being admitted under EWS (economically weaker section) category in private schools have made respondents believe that corruption has increased in school education in Delhi.

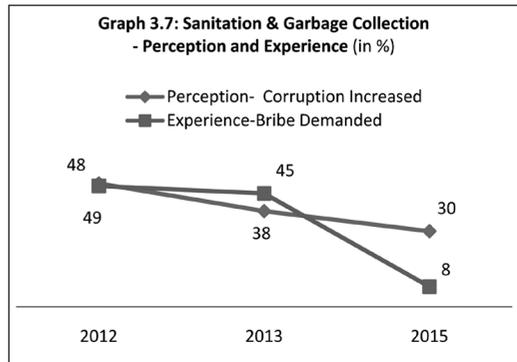
Among the households that paid bribe, had to do so in absence of possessing necessary documents, such as birth certificate or proof of residence required while seeking admission in schools.

Sanitation & Garbage Disposal Services:

After police (34%), sanitation & garbage disposal services (8%) emerge as the public service where demand for bribe is comparatively higher.

Compared to earlier years, the gap between the perception and experience about corruption is noticeable in 2015.

The percentage of households that paid bribe for availing sanitation and garbage disposal related services has come down significantly in 2015 as compared to 2012 and 2013.



Noticeably, the key reasons for paying bribe, such as 'to ensure garbage is collected on a regular basis' and 'streets/lanes are swept daily' are common across 2012,2013 and 2015,. Getting blocked drains cleaned is another important reason for paying bribe.

Households forced to make a request or pay bribe to get the garbage removed or streets cleaned is a matter of great concern, more so when governments at all levels are aiming for 'Swach Bharat'.

CMS- ICS 2015:At a Glance

- Around 20 percent of Delhi households feel that the level of corruption in public services has increased during the last one year while around 39 percent feel that there is no change i.e. level of corruption has remained same.
- Nearly 30 percent of Delhi households had paid bribe at least once during the last 12 months.
- Around 8 percent of Delhi residents seeking driving license were denied services because they did not (or could not) pay a bribe; 6 percent reported so in case of Building Plan Sanction and 5 percent of those seeking services from Delhi Police were denied services because they could not pay bribe.
- On an average a household in Delhi had to pay a bribe amount of INR 2486/- during last one year. It is estimated that the total amount paid by such households across 15 public services as bribe is around INR 239.26 crore.
- Average number of public services interacted by a household during the last one year was six out of 15 public services.
- Most interacted services include, Electricity (82%) followed by LPG (81%) and Public health/Hospital Services (75%).
- 'Perception' about corruption in a particular public service was highest in Police Service.
- Highest percentage of households reported paying bribe was in Police services (39%) and least in LPG connection/supply for domestic use (1%).
- The highest amount (INR 45000) among services was 'to get the building plan sanctioned' from MCD.
- The least amount paid was (INR 20) 'to replace gas pipe connected to the cylinder'.
- A little more than 3 percent of Delhi households had sought information under RTI Act; of these around 20 percent each applied to Education department and MCD.

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- Transparency Review, a bi-monthly journal since 2006