

CMS-INDIA CORRUPTION STUDY 2018

2005 to 2018: How well are states placed?

Foreword by **Eminent Jurist Fali S. Nariman**



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CMS-INDIA

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Content

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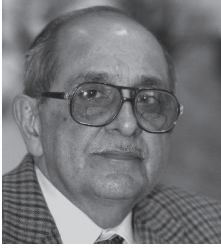
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Foreword



The experience of former colonies – colonies that emerged as independent developing nations after the end of the Second World War – was: freedom brings in its wake corruption! This was the dismal theme to which the Polish Nobel Laureate, Czesław Miłosz, gave eloquent expression:

*“Ill at ease in the tyranny
Ill at ease in the republic
In the one I longed for – freedom,
In the other – the end of corruption!”*

But in our part of the world, people’s expectations are that whatever be the form of government, corruption will ultimately corrode it!

They say that corruption in politics is as old as the hills! But never forget that in India it is older!

In a comprehensive treatise on public administration and statecraft in ancient India (Arthashastra), it is believed that Kautilya (also known as Chanakya) had perceptively written (circa fourth-century bce):

*“Just as it is impossible not to taste honey or the poison that one may find at the tip of one’s tongue so it is impossible for one dealing with government funds not to taste a little bit of the king’s revenue.
Just as it is impossible to know whether a fish moving in the water is drinking it, so it is impossible to find out when government servants employed in government work are taking money for themselves!”*

Kautilya is also credited with having enumerated in detail ‘forty different ways of embezzlement’! We have come a long way since those Machiavellian times (marked by cunning and duplicity). But judged by what we hear today, there are folks (whom I would not like to name) who could have taught a thing or two even to the crafty Kautilya!

In a weighty tome of 800 closely printed pages titled *BRIBES*,² its author (John Noonan Jr) links prosecutions for bribery to society’s search for purity. He says that just as sexual purity has decreased as a social objective, insistence on purity in government has gone up! After studying the problem over the ages, Noonan declares that the damage that bribe-givers and bribe-takers inflict is inestimable; their actions subvert the trust that accompanies public office, and obliterate the distinction between office and power. He also cautions that our judgment about corruption in society should never rest on a statistical basis: the common mistake is to use the number of laws enacted or convictions obtained as an index of corruption; *the only real index is the visible degree of tolerance of corruption, amongst people who individually abhor it.*

With all this background it is no surprise that the excellently phrased – intensely investigated – 12th Report of the CMS (Centre for Media Studies) for the year 2018 mentions that –

“[General Perception about Corruption in Public Service] – while 38 percent of the households across India feel that the level of corruption has increased, while another 37 percent households feel that the level of corruption in public services has remained the same as before.”

1 Quoted in Nadine Gordimer: *Living in Hope and History*, Bloomsbury London, 1999, page 73, Miłosz was awarded the Nobel Prize for Literature in 1980.

2 John T. Noonan (Jr): *Bribes*, Macmillan, New York, 1984. The blurb commends it as a brilliant and provocative chronicle – from Biblical days to the present – of the men and women involved in one of the most pervasive and least understood crimes against society.

But there is also – somewhere in the Report some good news:

“... in States such as Bihar and West Bengal, more than 40 percent of the households were of the opinion that the level of corruption in public services has decreased during the last one year prior to the survey....”!

In this world, there are two types of corruption; secret isolated instances; they happen everywhere, they are endemic: they take place without infecting the body politic. The other type is what has engulfed us in India – it is known as tidal corruption: which floods the entire State apparatus including those at the centre of power. The Judges of the Supreme Court have likened it to “a dreaded communicable disease” which must ultimately bring down the entire socio-political system.

Tidal corruption then remains the great tragedy of our times. It diminishes – day-by-day – the sovereignty of our great Republic. As we keep making more and more laws and rules, those in charge of enforcing them keep manipulating them to suit powerful individual or business interests; and integrity in public life (like the humble rupee) keeps getting devalued.

In my tenure as Nominated Member in the Rajya Sabha (1999 to 2005) – during the debate on the Central Vigilance Commission Bill 2003 – my distinguished friend Dr. P.C. Alexander spoke in extreme anguish. He said:

“When I entered the civil service way back in 1948, at the beginning of our independence, my worry was whether my tehsildar would be corrupt, my sub-inspector would be corrupt, my bench clerk in my court would be corrupt. I could never imagine that my senior officers would be corrupt. I could never imagine when I became a senior officer that I would ever become corrupt under the Bill, (we) have given senior officers protection, Government sanction is needed before even an inquiry can be started against them.”

Dr. Alexander characterized the single-directive Clause as the ‘Enemy Number One of the Bill’³. Whilst the intrepid Central Vigilance Commissioner, N.Vittal, had already gone on the record to say that this provision was ‘vicious’!

Significantly, the 2018 Report (CMS India Corruption Study 2018) ends guardedly – with a mark of interrogation: without an answer, not even a tentative one!:-

“Overall perception of people about corruption in availing public services continue to vitiate, determine and indicate helplessness of people. That is without addressing the phenomena of corruption, can we bring down the experience drastically across the public services and States?”

But this reticence is understandable because the perception of the public – is that the “Big Rats” never appear to meet their just desserts: it is only the small ones that get caught, sentenced and incarcerated: a perception galling for a practising lawyer to admit!

May 15, 2018
New Delhi

Fali S. Nariman
Senior Advocate, Supreme Court of India

³ The single directive was an order issued by the Government of India in 1969 (and thereafter frequently amended); it required prior sanction of the designated authority in Government to initiate investigation against officers above a certain rank – not only in the government, but also in public sector undertakings and in nationalized banks. The single directive was struck down in *Vineet Narain’s* case (1998) on the ground that it was not permissible under the Central Government’s general power of superintendence under Section 4(1) of the Delhi Special Police Establishment Act 1946, but it was revived under the Central Vigilance Commission Bill 2003 – which on being passed became an Act of Parliament.

Preface



CMS ICS is our effort and contribution to understand corruption so that it can be dealt with effectively. We focus on basic and need based services that all citizens are entitled by the state to provide, and yet to access these services we end up paying bribes or using influence. This is also known as petty corruption. This type of corruption is very different from the big ticket corruption and political scams that we hear from our media, as it directly affects the common person, specially the poor.

Even in 2018, our study shows that the dependency on public services for essential services continues to be high for general public. The good news of the 2018 findings are that households experiencing corruption while availing any of the ten public services has come down by almost half—from 52% in 2005 to 27% in 2018. This can have many interpretations, but surely efforts made to streamline services and use of technology, have most direct implications on this trend. However, perceptions about corruption in various services are still high (thanks mostly to our ubiquitous media) and do not correlate to actual experience.

The unique feature in this round is grouping and rating of states by Corruption in availing Public Services and Citizen Activism. The idea is to provide direction for policy makers and civil society initiatives to learn from the better performing states and improve or further work on poor performing states, to provide basic services to citizens.

My colleagues and I are proud that we have been able to continue this endeavor for the 19th year to undertake this 12th round of CMS ICS in both urban and rural locations across 13 states and 11 public services. Each of our rounds of study is usually focused on various services or type of users, like women in 2013 or slums in 2012 or BPL in 2008. It is pertinent to point out that this study is completely our own initiative with no grants or funding.

I like to admire and thank the persistence of Dr. N. Bhaskara Rao in taking the lead in making this exercise possible. I like to also compliment Mr Alok Srivastava, for overseeing this study and meticulous efforts in compiling this report. We are delighted and honored that eminent jurist Shri Fali Nariman wrote the foreword of this report.

Please do send us your feedback and suggestions on our endeavors towards a vision of equitable development and responsive governance.

In solidarity

May 16, 2018
New Delhi

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

Key Findings

- This is 19th year and 12th round of CMS-India Corruption Study (CMS-ICS).
- CMS-ICS 2018 covered both rural and urban locations of 13 states and 11 public services.
- In CMS-ICS 2018, 75 percent households have the perception that the level of corruption in public services has either increased or remained same during the last 12 months.
- 27 percent households experienced corruption at least once while availing any one of the 11 public services covered in CMS-ICS 2018.
- Compared to 2005 round, households experiencing corruption while availing any of the ten public services has come down by almost half—from 52% in 2005 to 27% in 2018.
- Among states, 73% households in Telangana, 38% in Tamil Nadu, 36% in Karnataka, 35% in Bihar, 29% in Delhi, 23% in Madhya Pradesh; 22% in Punjab and 20% households in Rajasthan experienced demand for bribe or had to use contacts/middlemen, to access the public services.
- Among public services, where households experiencing corruption while availing its services was high during the last 12 months include, Transport (21%), Police (20%), Housing/land records (16%) and Health/hospital services (10%). Less than one percent of the households experienced corruption in banking services.
- While 99% of the respondents had Aadhaar but 7% of them paid bribe to get it. In case of Voter ID, around 92 percent had one but 3 percent paid bribe to get the Voter ID made. This is high and reflects continued malice.
- Perception about Union Government's commitment to reduce corruption in public services has seen a decline from 41% in 2017 to 31% in this round (2018)

- Compared to previous rounds, the reasons for paying bribe continues to be the primary services which public services offer such as get/renew driving license; registering complaint/ FIR registered; getting PDS/ration card; as in-patients; school admission; correction of inflated bills, are the specific services sought.
- Dependency on public services for essential services continues to be high for general public. More than 70 percent households interacted with public services such as Electricity, Hospital and PDS. As high as 84% of households interacted with the banking services while households interacting with Judiciary services was least (12%) in the last one year. As compared to 2008 round, the households interacting with banking services increased more than two times-from 38% to 84%.
- Perceptions continue to be dominated or pre-determined the way it is reported and covered by the news media.
- States rating by- a) Corruption in availing Public Services and b) Citizen Activism
 - a). Grouping of States by **People's Perception and Experience with Corruption while availing Public Services** put Tamil Nadu, Punjab, Telangana, Andhra Pradesh, Gujarat and Rajasthan among the 'poor performing' while West Bengal, Maharashtra, Madhya Pradesh, Uttar Pradesh and Bihar among the 'better performing' states.
 - b). States' position on the basis of **Citizen Activism**-Use of RTI; online complaint registering; participation in public protest rally against corruption; Use of Digital payment gateway, having Aadhaar- Maharashtra, Delhi, Gujarat, Bihar and Telangana among 'better performing' states and states namely, Andhra Pradesh, West Bengal, Karnataka, Uttar Pradesh and Madhya Pradesh, among 'poor performing'.
- States like Maharashtra, Delhi and Bihar can be seen as good examples of citizen activism having a role in improving public service delivery system and reducing corruption in availing public services.

Section I: Introduction

CMS-India Corruption Study (*herein after referred as CMS-ICS 2018*) is in its 19th year and 12 rounds have been completed with focus on basic public services, citizen activism and use of ICT or digitalization of public service delivery system. Since the year 2000, most of the rounds, except three, have covered households in both rural and urban locations. In CMS-ICS 2010 focus was only on rural households, while 2012 round covered slums across nine cities and 2015 round focused on public services in Delhi only.

It is pertinent to mention that CMS-ICS rounds has been self-funded study undertaken by CMS using its own financial resources and without any external funding. Not all states and UTs could be covered in each round. Major states or states which have shown variation in its results as far as their performance with regard to corruption in public services, has been included in most of the rounds of CMS-ICS. In this round, states like Kerala, Haryana and Himachal Pradesh were not included due to their consistent better ranking in different rounds of CMS-ICS.

CMS-ICS 2018 round covered both urban and rural locations across **13 states and 11 public services**.

Table I: States covered in CMS-ICS 2018

1. Andhra Pradesh	5. Bihar	9. Delhi	12. Maharashtra
2. Karnataka	6. Madhya Pradesh	10. Punjab	13. Gujarat
3. Tamil Nadu	7. Uttar Pradesh	11. Rajasthan	
4. Telangana	8. West Bengal		

The data collection was conducted during **February-March 2018**.

As in all rounds of CMS-ICS, the reference period is 'during last 12 months' prior to the survey. Similarly, as in earlier rounds, this round too had focused on perception and experience with regard to corruption prevailing in public services at G2C (Government to Citizen) level i.e. at service delivery end of the public services.

CMS-ICS focus has been always on capturing people's perception and experience while availing the public services. Systemic or G2B level corruption does not fall in the ambit of CMS-ICS.

This report discusses findings of CMS-ICS 2018 and also gives a comparative picture of the findings with earlier round of CMS-ICS 2005 i.e. 2005 vis-à-vis 2018. The comparison of corruption over the two periods captures opinion of citizens, across socio economic class, on how different public services were perceived and experienced by the citizen/service seekers. Additionally, this round includes Citizen Activism and Digital Usage.

Table 2: Public Services Covered in CMS-ICS 2018
Public Distribution System (PDS)
Electricity
Health/Hospital
School Education
Water Supply
MGNREGS (only rural)
Banking Services
Police
Judiciary
Housing/ Land records
Transport

Methodology followed for this round of CMS-ICS is same as in the earlier rounds. Perception, Experience and Estimation (PEE) approach was followed for this round as well. 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 public services during the previous one year. Perception and Experience related to both basic and need based public services. In all, eleven (11) public services that a household is more likely to avail at least once in a year, was covered in this round.

In each state, a sample of 160 households was covered from 2 districts (*one of the districts covered was the state capital*) spread across 10-12 locations (rural and urban). In all, nearly 200 clusters were covered during the study. The sample is good enough because of accumulated survey data of over 15 years indicate consistency in findings and in consonance with expert's opinion.

The study also ensured that a minimum sample for each public services get covered.

Section II: Salient Findings of CMS-ICS 2018

Interaction with Public Services

Table 3: Public Services interacted with during the last one year (in %)

Public Services	Households 2018
PDS	71
Health/Hospital	72
Electricity	73
School Education	44
Water Supply	28
Housing /Land Records	23
Banking Services	84
Police	30
Judiciary	12
Transport	25
MGNREGS (only rural)	15

Source: CMS-ICS 2018

Dependency on public services continues to be high. In spite of the presence of private providers for many services such as Hospitals, Schools, Banks, the common citizens/households continue to depend on essential and most frequently needed public services. Primarily due to no or nominal/subsidized user fee to be paid.

On an average, in a year, a household interacted with 4 out of 11 public services covered in this round. Particularly, in case of Banking services, the percentage of households interacting with the banking services has seen a parabolic rise in terms of interaction, as compared to pre-2014 years i.e. before launch of *Jan Dhan Yojana* for opening of savings bank account. In this round, more than four out of every five surveyed households reportedly availed banking services during the last

one year prior to the survey. Amongst others, the more availed public services continue to be Electricity (73%), Health/Hospital services (72%) followed by PDS (71%). Less than half of the surveyed households interacted for School Education related services. In case of other public services such as Police, Water Supply, Housing and Transport services, less than one-third of the households reported interacting with the respective services.

Table 4: General Perception of Corruption in Public Service- by State (in %)

State	Increased	Decreased	Remained Same*
Andhra Pradesh	72	14	14
Bihar	25	45	30
Delhi	34	26	40
Gujarat	48	9	43
Karnataka	24	29	47
Madhya Pradesh	37	32	31
Maharashtra	21	35	44
Punjab	56	9	35
Rajasthan	51	19	30
Tamil Nadu	53	6	41
Telangana	13	34	53
Uttar Pradesh	38	23	39
West Bengal	25	43	32
States Combined	38	25	37

Source: CMS-ICS 2018

*include No opinion

However, keeping the uncertainty in agriculture sector, farmer's distress and employment uncertainty faced by rural population, only 15 percent of the households interacting with government officials with regard to MGNREGS, to seek wage labour, is a matter of concern. This could be due to lesser work undertaken in MGNREGS during the period. The Ministry of Rural Development's official data also shows that the average days of work provided is less than 40 days in 2017-18, against mandated 100 days of work in a year to each willing household.

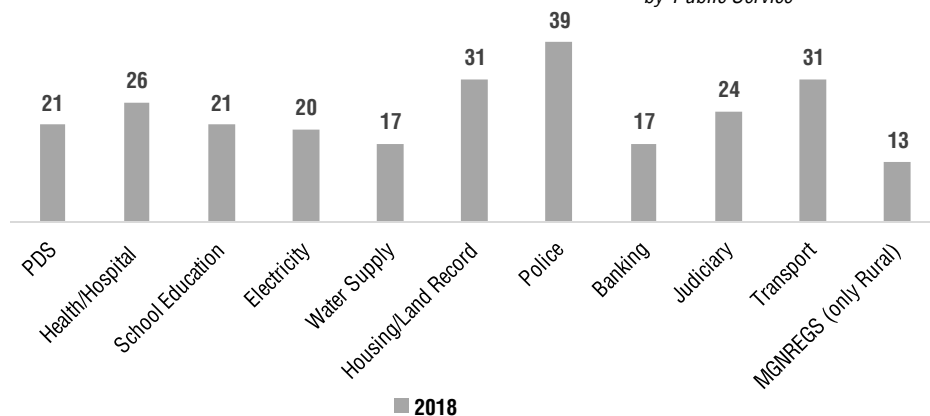
General Perception about Corruption in Public Services

While 38 percent of the households across India feel that the level of corruption has *increased*, another 37 percent households feel that the level of corruption in public services has *remained same* as before. States where nearly half of the households perceived that the level of corruption has *increased* during the last one year include Andhra Pradesh, Punjab, Tamil Nadu Rajasthan and Gujarat. While in states such as Bihar and West Bengal, more than 40 percent of the households were of the opinion that the level of corruption in public services has *decreased during the last one year prior to the survey*. In states like, Telangana, Karnataka, Maharashtra, Gujarat, Tamil Nadu, Delhi and Uttar Pradesh, nearly 40 percent or more feel that the level of corruption has *remained same* during the last one year prior to the survey conducted for CMS-ICS 2018.

Perceive Increase in Corruption in Public Services-2018

Among the public services, police services emerged as the ones where nearly 40 percent of the citizens perceived that the level of corruption has increased during the last one year.

Graph 1: Percentage of Households Perceived 'Increase' in Corruption
-by Public Service



Transport, Housing/land records and Health/ hospital services emerged as the other three public services, which are perceived as showing increase in corrupt practices during the last one year.

With Union government's aim at 'Housing for All', 'Road safety' and 'Health services for all' the perception about increase in corruption level in respective public services need urgent redressal with effective action to plug sources of corrupt practices.

Noticeably, except these four public services (police, transport, health and housing), for all other public services, around 20% or lesser of the respondents opined that level of corruption has *increased* during the last one year. Compared to previous rounds, the percentage of such households who perceived *increased* level of corruption in these public services has come down significantly in most of the public services except police, housing and health/hospital services. Particularly, perception about PDS services have shown improvement as far as level of corruption is concerned, which otherwise used to be one of the public services, where corruption was reported to be very high. Use of ICT to eliminate 'ghost' ration card holders seems to have helped in reducing corruption in PDS. For wrong reasons, judiciary and banking services have been in news recently, and may have dented perception among citizens about these two public services.

Table 5 : Perception and Experience of Households about Corruption in Public Service (in %)

	Perceived 'Increase' Corruption level*	Households Experienced Corruption**
Andhra Pradesh	72	17
Bihar	25	35
Delhi	34	29
Gujarat	48	13
Karnataka	24	36
Madhya Pradesh	37	23
Maharashtra	21	15
Punjab	56	22
Rajasthan	51	20
Tamil Nadu	53	38
Telangana	13	73
Uttar Pradesh	38	14
West Bengal	25	15
States Combined	38	27

*Base for calculating Perceived Corruption is all respondents

**Base for calculating Experienced Corruption is those who interacted with at least one public service during last one year

Source: CMS-ICS 2018

Around 27 percent of the households covered in CMS-ICS 2018 experienced corruption i.e. 'demand for bribe or had to use contacts'.

However, in states like Bihar, Karnataka, Tamil Nadu and Telangana, the percentage of households, who *experienced* corruption, was more than 33% of the total households surveyed in the respective states.

Noticeably in Telangana, a state which came in to existence in 2014, as high as 73 percent of the households experienced demand for bribe or had to use contacts/middlemen to avail the public services at least once during the last one year, prior to the survey.

Extent of Corruption in Public Services

Table 6: Households Experienced Corruption by Public Service-2018 (in%)

Public Service	Households *
PDS	8
Health/Hospital	10
School Education	6
Electricity	6
Water Supply	8
Land/Housing	16
Police	20
Banking	1
Judiciary	8
Transport	21
MGNREGS (only rural)	5

*out of those HHs who interacted with respective public services

Source: CMS-ICS 2018

Among the public services, where nearly one out of every five households *experienced* corruption, include Transport, Police and Housing/Land Records.

Certain services provided by Transport department being monopolistic in nature, households have no option but to avail their services such as to get new/renew driving license or registration of vehicles. Other public services which had more incidences of corruption are also monopolistic such as Police and Housing/ Land records.

Around 10 percent households availing public health facilities too experienced corruption. Though people have an option to opt for private health facilities but for common public, going to private

hospitals/clinics will mean spending from their own pocket for services, which are otherwise free or available at a nominal fee in a public health facility.

Denial of Services on Not able to Pay Bribe or Use any Contacts

In PDS and Police, around 2 percent of the households were denied services for not being able to pay bribe or had no contacts/middlemen to take forward their request for a particular service. In all public services, except Banking and Judiciary, around one percent of the households were denied the services they were in need for, as the households could not pay bribe.

Table 7: Households Denied Service for not paying Bribe or Had no Contacts at Public Service-2018

Public Service	Households* Denied Service
PDS	1.9
Health/Hospital	0.9
School Education	0.8
Electricity	1.0
Water Supply	0.9
Land/Housing	1.2
Police	1.9
Banking	0
Judiciary	0.4
Transport	0.8
MGNREGS (only rural)	1.4

**out of those HHs who interacted with respective public services*
Source: CMS-ICS 2018

Reasons and Average Amount Paid as Bribe

Table 8: Reasons and Average Amount Paid for availing Public Services

Public Service	Reason for paying Bribe (%age HHs paid bribe)	Average amount Paid in a year (INR)
PDS	To get new ration card (39%)	256
	Deletion/Addition of name in ration card (20%)	220
	For taking monthly ration (28%)	202
Health/ Hospital Services	Getting the prescribed medicine (18%)	160
	As in-patient/ for getting bed/services(15%)	207
	For diagnostic services/Pathological tests (10%)	275
	As out-patient (49%)	126
School Education	School Admission(45%)	217
	Issuance of certificate(12%)	271
	Low Attendance/promotion to higher class (19%)	311
	Application for scholarship (22%)	329
Electricity	Correction of the faulty meter/inflated bills (56%)	357
	New connection(25%)	367
	Load enhancement(11%)	245
	Change/Correction of name/address and bill (6%)	204
Land Record/ Housing	To get plots in auction/Transfer of ownership/ Mutation (27%)	212
	Purchase of land/Stamp paper/ obtaining land and property document (54%)	327
	Building approval/get house plan sanctioned/new construction (13%)	712
Police	Get the complaint/FIR Registered (29%)	313
	Remove name as an accused/witness (19%)	460
	Avoid Challan for Violation of traffic rule (34%)	234
Water Supply	Installation of new water connection (36%)	278
	Installation/Maintenance of water supply (70%)	333
Banking	To take loan (30%)	5250
	To open account/ documentation process(40%)	225
	To get pension/scholarship(20%)	350
Judiciary	To get hearing date of choice (52%)	220
	To get certified copy of the order(43%)	314
Transport	To get new/renew driving license (83%)	518
	Registration of Vehicle (12%)	327

The reasons cited for paying bribe continues to be the primary functions involved in availing the services which these public services are meant for. And yet the incidences of paying bribe continues to be high, though in varying degree, in one public service to another.

CMS-ICS reports over the years have specifically indicated why and for what bribes are being paid in these public services. The focus has to be to address the efficiency level in this regard.

These around 30 specific functions (listed in Table 8) involved in availing these public services are critical. If these are included in citizen charter and social audit, the corruption level can be brought down even more.

Governments' Commitment to Reduce Corruption: People's perception

Union Government's Commitment: Less than one-third feel that the Union Government or Modi-Government, as it is popularly known, is committed towards reducing corruption in public services.

Table 9: Perception about Union Governments' Commitment Towards Reducing Corruption (in %)

State	Union Government is...		
	Committed	Not much	Not at all
Andhra Pradesh	2	31	67
Bihar	50	25	23
Delhi	44	41	13
Gujarat	12	46	17
Karnataka	32	31	15
Madhya Pradesh	33	50	15
Maharashtra	24	52	21
Punjab	38	28	32
Rajasthan	36	33	28
Tamil Nadu	15	27	52
Telangana	42	44	11
Uttar Pradesh	23	40	33
West Bengal	43	42	5
States Combined	31	38	26

* Total may not add to 100.0, as rest responded 'Can't Say'.

Source: CMS-ICS 2018

Another 38% feel that the government is not much committed i.e. committed to some extent only, while a little more than 25% feel that Union government is not at all committed in reducing corruption. Vacant Lokayukta's (Ombudsman) position at the national level after being in power for around 4 years, or recent cases of non-performing assets (NPAs) in banking sector

(infamous cases of Mallaya and Nirav Modi), could be the factors contributing in building people's perception that government at the national level is not committed to reduce corruption. States where around 40% or more population feel that the Union government is committed to bring down corruption in public services include, Bihar, Delhi, West Bengal and Telangana while in states like Andhra Pradesh and Tamil Nadu, more than half of the people feel that the Union Government is not committed at all to eliminate corruption in public services.

Table 10: Perception about Union Governments' Commitment Towards Reducing Corruption (in %)

State	Union Government is Committed	
	2018	2017
Andhra Pradesh	2	42
Bihar	50	54
Delhi	44	73
Gujarat	12	10
Karnataka	32	54
Madhya Pradesh	33	25
Maharashtra	24	9
Punjab	38	92
Rajasthan	36	46
Tamil Nadu	15	38
Telangana	42	51
Uttar Pradesh	23	28
West Bengal	43	6
States Combined	31	41

Source: CMS-ICS 2018 and 2017

Compared to previous year (2017), in 2018 round, the percentage who feel Union government is committed to reduce corruption (31%), should be a matter of concern for the Modi-led government. In 2017, the percentage of such population was more than 40 percent.

Respective State Government's Commitment: Overall, less than one-fourth feel that their respective state governments are committed towards reducing corruption in public services in their state. In states like West Bengal, Bihar, Telangana, 40% percent or more feel that their state government is committed to reduce corruption in public services while in AP and Tamil Nadu, only 1 and 6 percent respectively feel that their respective state government is committed to reduce corruption in public services in their states.

Table 11: Perception about Respective State Governments' Commitment Towards Reducing Corruption (in %)

State	Respective State Government is...		
	Committed	Not much	Not at all
Andhra Pradesh	1	44	55
Bihar	44	26	27
Delhi	29	43	25
Gujarat	13	69	12
Karnataka	27	23	29
Madhya Pradesh	27	51	21
Maharashtra	16	58	21
Punjab	28	28	41
Rajasthan	11	34	51
Tamil Nadu	6	13	74
Telangana	39	41	18
Uttar Pradesh	20	38	39
West Bengal	48	32	9
States Combined	24	39	33

*Total may not add to 100.0, as rest responded 'Can't Say'.

Source: CMS-ICS 2018

Table 12: Perception about State Governments' Commitment Towards Reducing Corruption (in %)

State	Respective State Government is Committed	
	2018	2017
Andhra Pradesh	1	42
Bihar	44	19
Delhi	29	19
Gujarat	13	13
Karnataka	27	13
Madhya Pradesh	27	36
Maharashtra	16	11
Punjab	28	74
Rajasthan	11	30
Tamil Nadu	6	34
Telangana	39	61
Uttar Pradesh	20	32
West Bengal	48	3
States Combined	24	30

Source: CMS-ICS 2018 and 2017

Compared to 2017 round, the perception about the respective state government's commitment towards reducing corruption has further deteriorated in most of the surveyed states in 2018 round, except, Bihar, Delhi, Karnataka and Maharashtra to some extent. No change in opinion about the state government in Gujarat is observed, as far as people perception about the respective state government's commitment to reduce corruption in public services is concerned.

Estimation of Bribe Paid: Further to assess the quantum of bribe money paid across public services an estimate of the total bribe amount paid during last one year in the surveyed states across all public services was done. Due to smaller sample size at the state level, estimation of bribe paid in respective states was not calculated, rather an overall estimate of bribe amount that exchanged hands between citizens and service providers is done.

A conservative estimate brings out that around INR 2500-2800 crores (INR 25000-28000 million) as bribe amount paid in 13 states across 11 public services.

Overall Assessment

While perception about extent of corruption in public services has shown some improvement as compared to findings of previous rounds of CMS-ICS, a significant percentage of households continue to experience corruption in availing public services. To curb corruption in public services, some measures taken by the governments include lesser interface with service providers, encouraging citizen's feedback over phone/online, improving digital network and encouraging digital transfer of money/benefits.






























In this round, assessment of states using key indicators has been done on two broad parameters- one, People's perception and experience with corruption in availing public services in their states; two, Citizen Activism to curb corruption in availing public services. While the first, helps to assess the prevailing situation as far as corruption in availing public services is concerned, the second assessment gives a reflection on the state governments encouragement to citizens to participate in activities to curb corruption in availing public services.

For the two assessment parameters, indicators include,

- **People's Perception and Experience** with Corruption in Public Services- include 11 public services and to get Aadhaar and Voter ID.
- **Citizen Activism**-Use of RTI; registering online complaint; participation in public demonstration against corruption; Use of Digital payment gateway; have Aadhaar; have a bank account.

States like Maharashtra, Delhi and Bihar performing better in ‘Citizen Activism’ rating and low on ‘Corruption in Public Services’ rating can be seen as relatively better examples of citizen activism playing a critical role in reducing corruption in availing public services.

Table 13: States’ Overall Performance on Corruption in Public Services and Citizen Activism

State	Overall Performance	
	Corruption in Public Services	Citizen Activism
Maharashtra		
Delhi		
Bihar		
Madhya Pradesh		
Uttar Pradesh		
West Bengal		
Karnataka		
Gujarat		
Telangana		
Rajasthan		
Punjab		
Tamil Nadu		
Andhra Pradesh		
<i>Index</i>	 Low corruption / High Citizen Activism	
	 Moderate Corruptiton / Moderate Citizen Activism	
	 High Corruption / Low Citizen Activism	

Score Sheet1: Corruption in Availing Public Services- by State

- High composite score indicates state's Poor performance i.e. states fight against corruption needs more vigor and enforcement.
- Tamil Nadu followed by Telangana, Punjab, Andhra Pradesh, Gujarat are the 'poor' performers in terms of curbing corruption in availing public services while Rajasthan, Karnataka and Delhi are identified as 'moderate' performers.

For detail data, see Annex table 1.0

Score Sheet2: Citizen Activism to Curb Corruption- by State

- More score indicates better performance of states i.e. higher citizen activism
- States like Maharashtra, Delhi, Gujarat, Bihar and Telangana have seen higher citizen activism while state governments and civil society organizations need to motivate more citizen activism in states like Andhra Pradesh, West Bengal, Karnataka, Uttar Pradesh and Madhya Pradesh.

For detail data, see Annex table 2.0

Section III: 2005 to 2018 - Trend Analysis

The Trend

Public Services	Households	
	2005	2018
PDS	68	71
Health/Hospital	54	72
Electricity	62	73
School Education	40	44
Water Supply	15	28
Land/Housing	14	23
Banking Services	38*	84
Police	17	30
Judiciary	14	12
Transport Services	NC	25
MGNREGS (Rural)	40*	15

*2008, as in 2005, study covered only rural financial institution

NC = not covered

Source: CMS-ICS 2018 and 2005

Comparison of two rounds of CMS-India Corruption Study brings out households' high dependence on public services. Some of the public services such as Electricity, Water Supply, Housing/Land records, Police, Judiciary, Transport and MGNREGS are monopolistic in nature and therefore households have no option but to depend on them for the services.

However, in spite of having private banks as an option, dependence on public sector banking services is very high. Also, compared to an earlier round (2008), a huge jump in percentage of households that interacted with banking services could be seen in 2018 round (from 38% in '08 to 84% in '18). As far as the percentage of households, in a year, interacting with other public services such as Police, Water Supply and Housing/Land records, is concerned, an increase by around two times is noticeable. While interaction with services like Water Supply and Land/Housing could be seen as a welcome change, as more and more households are availing the services. However, increase in percentage of households interacting with Police, have both the facets. While on one hand more interaction suggests that police services are becoming more accessible to common people, which is a welcome sign but on the other hand, it also suggests increase in number of crimes, which in turn is forcing people to approach police for availing their services. However, in no way people's interaction with any of the public services should be discouraged, probably more efforts may be made to make the interactions virtual, as much as possible and less in person.

Despite perception about public services improving as compared to previous rounds of CMS-ICS, still a sizeable population (38%) holds a perception that level of corruption has increased in last 12 months while another 37% feel there is no change in level of corruption in public services.

Table 15: General Perception about Corruption in Public Service- by State (in %)

State Rounds	Increased		Decreased		Remained the Same	
	2005	2018	2005	2018	2005	2018
Andhra Pradesh	72	72	9	14	19	14
Bihar	87	25	1	45	12	30
Delhi	73	34	6	26	21	40
Gujarat	69	48	8	9	21	43
Karnataka	82	24	1	29	15	47
Madhya Pradesh	75	37	6	32	18	31
Maharashtra	83	21	4	35	11	44
Punjab	60	56	11	9	29	35
Rajasthan	71	51	6	19	22	30
Tamil Nadu	69	53	12	6	18	41
Telangana*	-	13	-	34	-	53
Uttar Pradesh	67	38	6	23	25	39
West Bengal	74	25	6	43	18	32
States Combined	74	38	6	25	20	37

* undivided Andhra Pradesh

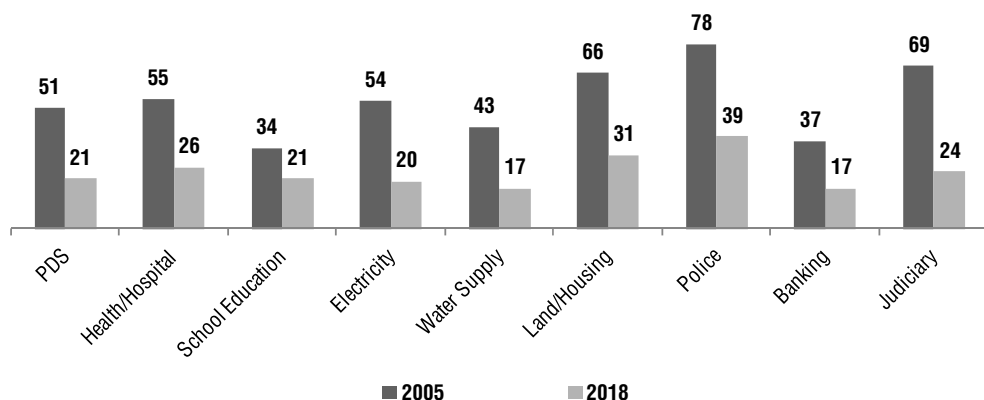
Source: CMS-ICS 2018 & 2005

Noticeably, in this round, in states like Gujarat, Punjab and Tamil Nadu, people's perception suggest not a significant decrease in corruption level in their respective states.

Perception about Corruption in Public Services: 2005 vs 2018

The perception about level of corruption has shown a significant declining trend in 2018 as compared to 2005 round findings. This was observed across all services. While perception about corruption in availing most of the public services have improved during the last 12 years, services like judiciary, police and land records/housing have shown more significant change in people's perception that the level of corruption in public services has not increased. In spite of the relative improvement in people's perception about these three public services from 2005 round findings, in 2018 the three public services compared to other public services continue to remain as infamous top three as far as perception about level of corruption in availing public services is concerned.

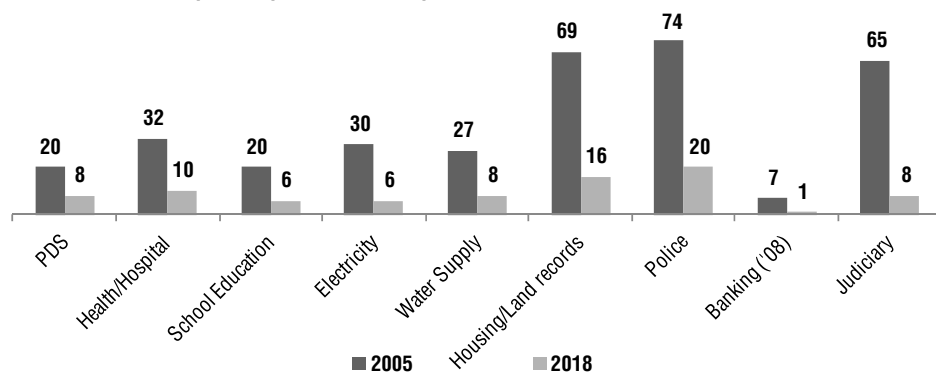
Graph 2: Percentage Perceived 'Increase' in Corruption in Public Services-2005 vs 2018



Experienced Corruption in Public Services: 2005 vs 2018

The incidences of corruption in public services has shown a significant decline in last decade across all public services. However, a significant percentage in services like Police, Housing/Land records and Health/hospital services, out of those interacted with a particular public service did pay bribe or used influence to avail the services.

Graph 3: Experienced Corruption in Public Services-2005 vs 2018



Overall in terms of decline in percentage points between two rounds (2005 and 2018), it has come down sharply across public services, indicating curbing of corrupt practices to a large extent in the public services. This has been observed all across public services.

In fact, overall, *experience* with corruption in availing public services has come down significantly in the last 13 years in Police, Housing/Land Records and Judiciary services by more than 50 percentage points. However, endeavour need to be continued as a top most priority of the governments, both at Union and state levels.

A time series reflection of the scenario across the more often interacted public services show a decline as far as percentage of households that reported experiencing corruption in availing public services is concerned.

Table 16: Households Experienced Corruption in Public Service - A Comparative Picture 2005-2018 (Households in %)

Public Services	2005 (R+U)	2008 (BPL)	2010 (R)	2012 (S)	2013 (W)	2017 (R+U)	2018 (R+U)
PDS	20	8	22	34	18	12	8
Health/Hospital	32	11	19	32	16	8	10
School Education	20	5	15	NA	NA	6	6
Electricity	30	11	NA	35	21	7	6
Water Supply	27	12	16	50	20	9	8
Housing/Land Records	69	34	NA	52	24	24	16
Police	74	52	NA	75	59	34	20
Banking	30*	7	NA	NA	NA	7	1
Judiciary	65	NA	NA	NA	59	18	8
Transport	NA	NA	NA	NA	NA	44	21

Note: NA- not covered in this round; R+U=Both rural and urban locations, BPL-only BPL households; R= only in rural locations; S=only in slums; W=only women respondents

*Only Rural Financial Institutions

Source: CMS-ICS 2005,2008,2010,2012,2013, 2017 and 2018

Table 17: Households Experienced Corruption in Public Services (in %)

State	2005	2018
Andhra Pradesh	51**	17
Bihar	73	35
Delhi	44	29
Gujarat	43	13
Karnataka	57	36
Madhya Pradesh	51	23
Maharashtra	39	15
Punjab	47	22
Rajasthan	58	20
Tamil Nadu	59	38
Telangana	**	73
Uttar Pradesh	51	14
West Bengal	47	15
States Combined	52	27

Source: CMS-ICS 2018 & 2005 **undivided Andhra Pradesh

State wise variation or change for each public service has not been measured in this round as a lesser proportion of households out of the total sample covered at the state level, reported interacting with a particular public service during the last one year.

Overall, the percentage of households in each state *experiencing* corruption in at least one public service too has come down significantly in all states, except Telangana which was not created in 2005.

Reasons for Paying Bribe in Public Services: 2005 vs 2018

Among the reasons cited for paying bribe, noticeable is the fact that main reasons continue to be similar in most of the public services over the last 13 years.

Public Service	Reason for paying Bribe	Households Paid Bribe* (in %)	
		2005	2018
PDS	To get new ration card	46	39
	Deletion/Addition of name in ration card	13	20
	Get monthly ration/change not returned	29	28
Health/ Hospital Services	As in-patient/ for getting bed/services	42	15
	For diagnostic services/Pathological test	17	10
	Get medicine from dispensary/store	16	18
	For Health Card	-	12
	For OPD card	25	49
School Education	School Admission/books/uniforms	37	45
	Issuance of certificate	27	12
	Avoid retention due to low attendance	6	19
	Application form for scholarship	3	22
Electricity	Change/Correction of name/address	27	6
	Correction of faulty meter/inflated bills	18	56
	New connection	25	25
	Load enhancement	2	11
Housing/ Land Record	Property registration/mutation/transfer of ownership	47	27
	Purchase of Stamp paper/obtaining land and property document	28	54
	Building approval/get house plan sanctioned / new construction	54	13
Police	Registration of FIR/arrest of accused/ ensure follow up	52	29
	Police verification for passport/job	11	16
	Remove name as an accused/witness	11	19
	Avoid Challan for violation of traffic rule	15	34
Water Supply	For installation of new water connection	57	27
	Installation/ Maintenance of water pipeline	19	70
Banking	To take loan/defer loan payment	85	30
	To open account/documentation process	15	40
Judiciary	To get certified copy of the order	28	43
	To get early hearing date of choice	31	52

*** %age is out of those who experienced Bribe demand**
Source: CMS-ICS 2018 & 2005

These reasons for corrupt practices could be broadly categorized as the ones related to procedural; documentation related; payment evasion; and dependency on service provider.

Section IV: Citizen Activism and Empowering

Apart from the government action to eliminate corruption from public services, citizens too have a major role to play individually or in group. Citizen activism expects that on coming across any incidence of corrupt practices in public services, the citizen should inform the concerned public complaint officer or grievance redressal officer about the unfair practices in the public service. Also, as a citizen of the country, from time to time, citizens may raise their voice against corrupt practices in public services and the desired changes at policy level to plug source(s) of corruption in public services; bring more transparency and accountability in public services.

Ever complained about Corruption in Public Services

Around 20 percent of the households ever registered their complaint on coming across any kind of corrupt practices while they interacted with public services to avail one or the other services. In states like Maharashtra and Delhi, more than one-third of the surveyed households registered their complaint. While in states like Karnataka, West Bengal and Andhra Pradesh, less than 10 percent ever complained about corruption in public services.

Medium of registering complaints: Out of 20% who ever complained, the medium of informing about corrupt practices was mainly 'verbally in person' or 'over phone', as reported by around 8% each. The other mediums of registering complaint include, mails/letters and e-mails (2% each).

**Table 19: Medium of Registering Complaint about Corruption in Public Services
- by State (in %)**

State	Letter	Phone	E-mail	In Person (Verbally)
Andhra Pradesh	-	0.6	-	-
Bihar	4	11	-	10
Delhi	2	15	8	10
Gujarat	9	12	2	1
Karnataka	1	2	-	5
Madhya Pradesh	2	8	1	12
Maharashtra	4	9	10	14
Punjab	2	8	2	15
Rajasthan	2	10	1	3
Tamil Nadu	4	4	4	12
Telangana	-	9	1	3
Uttar Pradesh	1	9	-	9
West Bengal	1	1	-	7
States Combined	2	8	2	8

Source: CMS-ICS 2018

Ever Participated in Public Meetings/Protest Rally to raise Concern about Prevailing Corruption in Public Services

Public protests and public meetings to raise concern about corruption in public services is sometimes important to bring the issue on the forefront and to the notice of officials and policy makers. Around 10% households interviewed reported having participated in any such public gathering.

Table 20: Ever Participated in Protests or Public Meetings to Raise Concern about Corruption in Public Services (in %)

State	2018
Andhra Pradesh	3
Bihar	11
Delhi	13
Gujarat	12
Karnataka	3
Madhya Pradesh	10
Maharashtra	14
Punjab	17
Rajasthan	9
Tamil Nadu	8
Telangana	10
Uttar Pradesh	9
West Bengal	12
States Combined	10

Source: CMS-ICS 2018

Awareness and Usage of RTI Act

Table 21: Heard about RTI Act (in %)		
State	2008*	2018
Andhra Pradesh	17	4
Bihar	3	53
Delhi	10	68
Gujarat	6	66
Karnataka	15	71
Madhya Pradesh	10	57
Maharashtra	14	34
Punjab	5	42
Rajasthan	10	66
Tamil Nadu	8	50
Telangana	**	41
Uttar Pradesh	2	57
West Bengal	2	22
States Combined	8	49

*RTI Act came in to force in 2005 but after CMS-ICS 2005 round survey was over.

**Telangana was created in 2014.

Source: CMS-ICS 2008 and 2018 rounds

Table 22: Used RTI Act to Seek Information (in %)	
State	2018
Andhra Pradesh	0
Bihar	2.5
Delhi	5
Gujarat	0.6
Karnataka	0.6
Madhya Pradesh	0.6
Maharashtra	0.9
Punjab	0
Rajasthan	4.4
Tamil Nadu	1.3
Telangana	4.4
Uttar Pradesh	0.6
West Bengal	0
States Combined	1.7

Source: CMS-ICS 2018

Awareness about the Right to Information (RTI) Act has jumped many folds as compared to 2008. While in states like Karnataka, Delhi, Rajasthan and Gujarat, every two out of three persons interviewed were aware about RTI.

However, its usage to seek information still remains a matter of concern even after 12 years of RTI Act coming into force. Usage of RTI Act by general public has not picked up yet. Though it is expected that more the use of RTI Act as a tool for seeking information on public funding and expenditure, more the accountability of service providers could be ensured, which in turn will improve delivery of public services.

As of now, the study found that less than 2 percent of the respondents had used RTI to seek information. Those used RTI i.e. sought information, asked from public services namely, Education, Land Registration, Municipal Corporation or Block office and Revenue Office. Among states, most of the RTI applicants came from Delhi, Rajasthan and Telangana states. Motivating citizens to use RTI to bring transparency and accountability in public services should be taken up more vigorously.

Online Complaint Registration or Sought Information

Nearly one out of every three households covered across socio-economic categories in this study, reported seeking information or registering complaint online. States where a high percentage used internet for seeking information or register their complaint using internet include Gujarat (75%), Maharashtra (70%), Delhi (50%) and Telangana (46%).

Table 23: Seek Information or Register Complaint Online (in %)

State	Online Complaint registration	Online Sought Information	Both (online complaint+ seek information)
Andhra Pradesh	3	3	0
Bihar	6	23	5
Delhi	16	26	8
Gujarat	12	59	4
Karnataka	2	3	2
Madhya Pradesh	3	6	5
Maharashtra	16	36	17
Punjab	3	1	5
Rajasthan	5	26	6
Tamil Nadu	4	9	4
Telangana	9	34	3
Uttar Pradesh	4	4	0
West Bengal	0	2	0
States Combined	6	18	5

Source: CMS-ICS 2018

Complaining should not be viewed as an allegation on the government, rather as a constructive criticism of the functioning of a particular public service. Service providers should encourage such feedback for improving the existing public services delivery system

Section V: Digital India - How far or to what extent

Union government is on a mission mode aimed at 'digital inclusion' of households for financial inclusion and direct benefit transfer of subsidies, social security pensions (old age, disability, widow), and scholarships to students. One of the efforts in this direction by the Union government is to link bank accounts with Aadhaar, to ensure that benefits are transferred to the genuine beneficiaries' account.

Table 24: Social, Financial and Digital inclusion (in %)

State	Aadhaar	Voter ID	Savings Account	Mobile Phone
Andhra Pradesh	99	93	89	99
Bihar	99	89	98	98
Delhi	98	76	87	98
Gujarat	100	96	91	100
Karnataka	100	96	91	91
Madhya Pradesh	98	94	94	96
Maharashtra	99	91	98	100
Punjab	98	88	96	98
Rajasthan	99	94	94	96
Tamil Nadu	99	96	96	98
Telangana	100	95	96	99
Uttar Pradesh	100	93	94	93
West Bengal	100	100	91	95
States Combined	99	92	93	97

Source: CMS-ICS 2018 rounds

Social, Financial and Digital Inclusion

Households were enquired about the status of them processing documents such as Aadhaar, Savings Account, Voter ID, among others.

Nine out of every ten persons interviewed possess at least one personal identification document. Except one percent, rest have Aadhaar number. Similarly, as high as 97% of respondents have a mobile phone while 93% have a savings bank account.

Around 7 percent of these respondents reported paying a bribe to get the Aadhaar number while around 3 percent had to pay to get a Voter ID.

Usage and Access to Internet: More than 60% of the households, across socio-economic categories, reported using internet facilities. States where internet facilities are used by a high

percentage of households include Gujarat (99%), Maharashtra (94%), Delhi (84%) and Bihar (81%). While in West Bengal less than one-fourth are using internet facilities.

Table 25: Access to Internet Facility, Free Wi Fi and Broadband Connectivity (in %)

State	Internet Facility	Households having...		Broadband Connectivity
		Free Wi Fi zone Nearby	In City	
Andhra Pradesh	42	0	4	4
Bihar	81	0	7	0.6
Delhi	84	2	10	19
Gujarat	99	4	28	8
Karnataka	45	2	14	6
Madhya Pradesh	40	0	14	2
Maharashtra	94	0	17	29
Punjab	64	4	12	17
Rajasthan	51	2	0	2
Tamil Nadu	66	1	7	7
Telangana	70	1	19	16
Uttar Pradesh	42	0	17	0.6
West Bengal	23	2	3	8
States Combined	61	1	12	9

Source: CMS-ICS 2018

Among the key sources of accessing internet facility are 'own mobile phone' (89%) or 'own tablets/laptop/desktop' (7%).

Free Wi-Fi Zone in Neighbourhood or City: Only 1% of the households informed that a public Wi-Fi zone i.e. free Wi-Fi hotspots are available in the vicinity to avail internet facilities while another 12% shared that free Wi-Fi facility is available in their city, mainly at public places such as Railway Stations, Bus stations or in shopping malls/complexes. States where relatively higher percentage of respondents informed about free Wi-Fi zone available either nearby or in city include, Gujarat (32%), Telangana (20%) Maharashtra (17%) and Uttar Pradesh (17%).

Availability of **Broadband connectivity** using fiber optic cable is reported by less than 10 percent of the households. The key states where a sizeable households have access to broadband connectivity include Maharashtra (29%), Delhi (19%), Punjab (17%) and Telangana (16%). Preference for wireless/mobile based internet connectivity is higher as it is convenient to access anywhere as long as data network is available.

Digital Payment Gateway: One-third of the households, at least once, have used digital payment mode for cash transfer among family members and friends or to make payments during purchases or for payment of utility bills.

Table 26: Use Digital Payment Gateway (in %)

State	Regularly	Once in a while	Only 1-2 times
Andhra Pradesh	2	11	1
Bihar	11	23	4
Delhi	30	20	5
Gujarat	13	61	8
Karnataka	8	14	6
Madhya Pradesh	1	6	5
Maharashtra	36	33	7
Punjab	5	6	3
Rajasthan	11	13	1
Tamil Nadu	3	13	5
Telangana	8	24	8
Uttar Pradesh	1	18	3
West Bengal	2	3	2
States Combined	10	19	4

Source: CMS-ICS 2018

Around 10 percent households reportedly opt, on a regular basis, to make payments using digital payment gateway. While those using 'once in a while' constitute around 20%.

More cashless transaction, using digital methods was reported in Gujarat (82%) followed by Maharashtra (75%) and Delhi (55%). In Telangana and Bihar too, nearly 40 percent used digital payment methods on one or more occasions.

With RBI and Union government making all efforts for maximizing cashless transaction, 33 percent opting for digital payment is in lines with the expected figure of 40 percent. As per Google and Boston Consulting Group report (2017) cashless transactions in the consumer payments segment is expected to double to 40% in the next three years in India.

Fraudulently ATM PIN/password being Sought: Digital Transactions have security concerns as well. Cyber-crimes have been reported to be on rise in the National Crime Records Bureau (NCRB) report.

Households were enquired about any incidence where an unknown person has fraudulently tried to take ATM password or PIN over phone. Around 10% reported coming across such incident at least once.

Table 27: Bank PIN/Password being Sought Fraudulently by Unknown Person (in %)

State	Households
Andhra Pradesh	9
Bihar	7
Delhi	12
Gujarat	13
Karnataka	9
Madhya Pradesh	6
Maharashtra	8
Punjab	9
Rajasthan	8
Tamil Nadu	9
Telangana	8
Uttar Pradesh	8
West Bengal	5
States Combined	9

Source: CMS-ICS 2018

An Anecdote: CMS Experience with Fraudulent Calls

In mid-March 2018, one morning between 10-10.30 am, some 8-10 CMS colleagues got phone call one after the other from a same number. As we have phone numbers allotted in series (only last 1 or 2 digits are different) the caller was not aware that all these persons are from the same institution and could alert each other about such calls. The caller identified himself as 'Manager ATM cell' and informed that the ATM-Debit card of the person (CMS member) has been blocked and to get the card activated will have to share the ATM PIN. Being aware of such fraudulent calls, we did not get in his trap...but we all can realize how simple and less aware citizens may get in to the trap of such fraudulent persons, share the confidential PIN and lose their hard earned income and savings.

Section VI: Insights for Action

To curb corruption from public services and in general as well, from time to time, Union and state governments, present as well as in past ones, have made several policy level measures. Post 2014, some of the key Acts and Policy decisions, to do with the citizens, taken or put on faster pace, specifically to improve public services delivery system include, financial inclusion through opening of bank accounts and Direct Benefit Transfer; promoting digital/e-payment mode; linking Aadhaar for social security schemes; Benami Transactions (Prohibition) Amendment Act, 2016, to name some. The question therefore arises- how far these have made an impact on reducing corruption or bringing more transparency and accountability in public services?

To improve people's perception on the government's commitment to reduce corruption in availing public services, some quick action points include,

- **Minimizing interface with the public service providers:** Lesser the interaction, lesser are the chances of people coming across demand for bribe to get the work done. Citizens should be encouraged to use digital interface regularly to make payments.
- **Citizen activism** by way of regularly seeking information as well as using online information and complaining registration portals/toll-free numbers will put the grievance on records and help take initiatives.
- **Self-disclosure** as mandated under Section 4(2) of RTI Act 2005 should be the aim of all the governments, at Union and State levels. Ready availability of information will in turn reduce the number of requests for seeking information.
- **Repositioning Citizen Charter and Social Audit:** Around 30-32 critical functions in the process of delivery of the basic public services for which citizens pay a bribe, need to be focused. Citizen Charter and Social Audit be repositioned specifically to these functions.
- **Issuance of Identification Card should be corruption free:** A high percentage of people had to pay bribe to get their Aadhaar (7%), Voter Card (3%) etc. Keeping India's population size, this figure in absolute numbers is too big to ignore. Process of delivery of their cards should be corruption free. If this cannot be ensured, how else can corruption be curbed?
- Apart from encouraging **voluntary feedback from citizens**, citizens applying for Aadhaar should immediately get a call back/SMS from UIDAI to enquire about their experience and any incident of bribe demand, to ensure the faith of the citizens in government's commitment to fight to curb corruption from all public services increases.
- **Redressal of cyber-crimes:** While those using digital mode of payment on a regular basis is 10%, a similar percentage (9%) reportedly received fraudulent calls to disclose the bank debit card PIN. To encourage use of digital payment method by a larger proportion of population, redressal of such cyber-crimes should be given utmost priority by mobile service providers and concerned authorities, particularly Police and Banking Services.

Overall perceptions of people about corruption in availing public services continue to vitiate, determine and indicate helplessness of people. That is without addressing the phenomena of corruption, can we bring down the experience drastically across the public services and states?

Eventually the best bet is that citizens resolute "Not to pay, not to take". That should be the thrust parallelly.

Annex Table 1.0: Score sheet - Perception and Experience about Corruption in Availing Public Services

State	Perception about Corruption			Experienced Corruption availing/ get...			Σ Score by Indicator type		Composite score (Out of 10)	Performance Ranking (Poor to Better)
	Increased	Decreased	Remained Same	public services	Aadhaar	Voter ID	negative	positive		
	negative	positive	negative	negative	negative	negative				
Indicator type	0.3	-0.5	0.2	0.5	0.25	0.25				
Weight										
Tamil Nadu	0.53	0.06	0.41	0.38	0.000	0.03	0.44	-0.03	4.08	1
Telangana	0.13	0.34	0.53	0.73	0.125	0.07	0.56	-0.17	3.89	2
Punjab	0.56	0.09	0.35	0.22	0.019	0.00	0.35	-0.05	3.08	3
Andhra Pradesh	0.72	0.14	0.14	0.17	0.019	0.02	0.34	-0.07	2.69	4
Gujarat	0.48	0.09	0.43	0.13	0.069	0.00	0.31	-0.05	2.67	5
Rajasthan	0.51	0.19	0.30	0.2	0.094	0.01	0.34	-0.10	2.43	6
Karnataka	0.24	0.29	0.47	0.36	0.056	0.01	0.36	-0.15	2.17	7
Delhi	0.34	0.26	0.40	0.29	0.032	0.03	0.34	-0.13	2.13	8
Bihar	0.25	0.45	0.3	0.35	0.263	0.18	0.42	-0.23	1.96	9
Uttar Pradesh	0.38	0.23	0.39	0.14	0.050	0.03	0.28	-0.12	1.68	10
Madhya Pradesh	0.37	0.32	0.31	0.23	0.128	0.03	0.33	-0.16	1.66	11
Maharashtra	0.21	0.35	0.44	0.15	0.057	0.03	0.25	-0.18	0.72	12
West Bengal	0.25	0.43	0.32	0.15	0.024	0.01	0.22	-0.22	0.07	13

Source: CMS-ICS 2018

Annex Table 2.0: Score sheet - Citizen Activism to Curb Corruption in Public Services

State	Indicator type	Ever complained about corruption		Used RTI		Registered complaint Online		Participated in demonstration against Corruption		Use Digital Payment Gateway		Have Aadhaar		Σ Score (out of 10)	Ranking (Better to Poor)
		positive	0.2	0.3	positive	0.2	positive	0.1	positive	0.1	positive	0.1	positive		
Weight		0.2	0.3	0.3	0.2	0.2	0.1	0.1	0.1	0.1	0.1	0.1	0.1		
Maharashtra		0.37	0.01	0.01	0.34	0.34	0.14	0.14	0.75	0.99	0.99	0.99	0.99	3.33	1
Delhi		0.34	0.05	0.05	0.23	0.23	0.13	0.13	0.55	0.98	0.98	0.98	0.98	2.95	2
Gujarat		0.24	0.01	0.01	0.16	0.16	0.12	0.12	0.82	1	1	1	1	2.76	3
Bihar		0.24	0.03	0.03	0.11	0.11	0.11	0.11	0.38	0.99	0.99	0.99	0.99	2.26	4
Telangana		0.13	0.04	0.04	0.13	0.13	0.1	0.1	0.41	1	1	1	1	2.16	5
Rajasthan		0.16	0.04	0.04	0.11	0.11	0.09	0.09	0.26	0.99	0.99	0.99	0.99	2.01	6
Punjab		0.27	0.00	0.00	0.08	0.08	0.17	0.17	0.14	0.98	0.98	0.98	0.98	1.99	7
Tamil Nadu		0.24	0.01	0.01	0.08	0.08	0.08	0.08	0.21	0.99	0.99	0.99	0.99	1.96	8
Madhya Pradesh		0.23	0.01	0.01	0.08	0.08	0.1	0.1	0.12	0.98	0.98	0.98	0.98	1.84	9
Uttar Pradesh		0.19	0.01	0.01	0.04	0.04	0.09	0.09	0.21	1	1	1	1	1.78	10
Karnataka		0.08	0.01	0.01	0.04	0.04	0.03	0.03	0.27	1	1	1	1	1.56	11
West Bengal		0.08	0.00	0.00	0	0	0.12	0.12	0.07	1	1	1	1	1.35	12
Andhra Pradesh		0.06	0.00	0.00	0.03	0.03	0.03	0.03	0.14	0.99	0.99	0.99	0.99	1.34	13

Source: CMS-ICS 2018

CMS INDIA REPORTS IN GOVERNANCE SECTOR 2000-18

- Perception and Experience with Public Services & Snapshot View for 2005-17 (2017)
- Union Government's Performance Appraisal –Two Years of Modi Government (2016)
- India Corruption Study 2015- Perception and Experience with Public Services in Delhi (2015)
- Independent Audit of Implementation of Clients'/Citizens' Charter (CCC) of Central Board of Excise and Customs (2015)
- Independent Audit of Implementation of Clients'/Citizens' Charter (CCC) by Central Government Ministries/ Departments (2014)
- India Corruption Study 2013-Focus on Women Users of Public Services (2013)
- Independent Audit of Implementation of Clients'/Citizens' Charter (CCC) by Central Government Ministries/ Departments (2013)
- India Corruption Study 2012: Expanding Slums...Growing Corruption (2012)
- Face of Corruption in News Media – A Report on their Coverage (2011)
- India Corruption Study 2010 – Is the Scenario Changing? (2011)
- Face of Corruption in News Media – A Report on their Coverage (2010)
- India Corruption Study: 2002 – 2009 – A Comparative Scenario (2010)
- India Corruption Study (2008) – corruption involving citizens in 3 public services
- TII-CMS India Corruption Study – with Focus on BPL Households– corruption involving citizens in 11 public services (2008)
- Tracking Corruption in India – 2005, (2006)
- India Corruption Study- corruption involving citizens in 11 public services (2005)
- Corruption in 8 Urban Public Services-Perceptions and Experiences of Citizens (2003)
- Compendium of Citizen Charters (2003)
- CMS Corruption Perception Index – Public Services and Departments (2002)
- India Corruption Report – Urban Public Services– corruption involving citizens in 6 public services (2000)
- Adequacy of Citizen's Charter (2001)
- Transparency Review, a bi-monthly journal since 2006

Some Quotes/ Foreword excerpts

Centre for Media Studies (CMS) has continued its tradition of making an unique contribution to an intelligent debate on sensitive issues...I had a ringside view of corruption in our system and therefore greatly appreciate the value addition to our understanding made by CMS...

–**N. Vittal**, former Central Vigilance Commissioner, Gol (2003)

Given that the principal objective of this (RTI) Act is to promote transparency and accountability in the working of every public authority, this CMS's publication-Tracking Corruption-should serve as an important reference work for the effective implementation of RTI across the country. I congratulate CMS on this initiative and share their expectation that the forthcoming study in this series for 2006 will serve to strengthen all of us interested in empowering India's citizenry and promoting good governance in the wake of RTI.

–**Wajahat Habibullah**, former Chief Information Commissioner (2006)

Over a decade, Centre for Media Studies (CMS) has been doing pioneering research, which has deepened our understanding of corruption in various sectors and regions in India over time. Where we relied on anecdotal evidence and conjectures for decades, CMS has been supplying us hard data and quantitative evidence. What is more, conscious effort has been made to appreciate the nuances in a complex phenomenon of corruption, rather than indulging in sensationalism and head-line grabbing. For instance, CMS research has established clearly the regional and sectoral variations, and also captured the changing trends and shifting.

–**Dr. Jayaprakash Narain**, President, Loksatta (2012)

Any study on corruption can only be done through surveys and questionnaires. Following the methodology used in earlier CMS studies, this one (CMS-ICS 2015) 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...

–**Prof. Bibek Debroy**, Member NITI Aayog (2015)

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...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, Gol (2015)

In terms of documenting corruption, especially if one is interested in surveys that cut across all States and are not confined to a single State, everyone who works or writes in this area will quote Centre for Media Studies (CMS) and the CMS "India Corruption Study". Since this has now been undertaken for several years, it can be used to benchmark improvements over time too, with "public services" suitably defined by CMS. (This is the 11th Round.) CMS also enables us to distinguish between perception of corruption, experience and estimation (PEE).

–**Prof. Bibek Debroy**, Member NITI Aayog (2017)