

**CMS-INDIA**

**CORRUPTION STUDY: 2012**

**Expanding Slums... Growing Corruption**



**CMS Transparency**  
Towards Responsive Governance

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## Preface

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How long Indian cities continue to be dominated by slums the way we know slums today! How the scope and shape of slums could be changed? What could we expect the scenario to be in 2025? With many Government plans, schemes, budgetary allocations and targets for elimination of slums and poverty, it is access to public services and (infrastructure) utilities that is going to make the difference for that process. We are now even promising broadband to every house. And the Rights regime (to employment, food, education, health, drinking water, etc) is already on. Services are now even guaranteed. But all that becomes a reality if only corruption is curbed at grass roots.

But that scenario cannot be expected to materialize unless the last mile problems are sorted out as in the case of compulsions for paying bribe that citizens experience. This CMS study for 2012 hopefully helps identify last mile issues with regard to seven basic public services and systemic issues that these services need to be taken up seriously.

If the present “slums”, as they are known, are provided housing (with assured sanitation and toilets), potable drinking water, reliable supply of electricity, health and education facilities, they would no longer remain as slums. The menace of middlemen in different avatars comes in the way of slum dwellers availing the benefits of these various services and schemes. Without curbing corruption in availing these various public services, slums cannot be a thing of past so soon. “Smart cities” with a host of features to do with infrastructure and delivery of public services under much talked about Jawaharlal Nehru National Urban Renewal Mission (JNNURM) becomes a reality only when slum dwellers are able to avail these services.

This CMS India Corruption Study 2012 focuses on urban slums. The cities selected reflect the overall trend in the reach and extent and nature of corruption that slum residents confront.

**Dr. N. Bhaskara Rao**  
*Chairman, CMS*



## SECTION I

### Overview: Rapidly Growing Urban Population

In recent years, we have witnessed a transformation of the country's economic structure, from a predominantly agrarian economy to a manufacturing and services sector-oriented economy. The share of urban population to total population has grown from 17.3 per cent in 1951 to 31.16 per cent in 2011 (Census 2011). Varying projections place urban population at about 590 million-600 million in 2030 (Planning Commission, 2011). The number of metropolitan cities with a population of one million and above has increased from 35 in 2001 to 50 in 2011.<sup>1</sup> On average, 25 per cent of the population in many Indian cities lives in slums.

A continuous increase in India's urban population and the concomitant growth of the population residing in slums has resulted in over-straining of infrastructure. It has outpaced Indian government's ability to provide basic public services such as Water, Sanitation, Housing and Public health. Government of India is making huge capital investments in urban infrastructure or at least and has initiated several policies and programmes related to provision of basic services to the slum dwellers such as Jawaharlal Nehru National Urban Renewal Mission (JNNURM). While a few policies have specifically targeted the urban poor, these have been neither sufficient nor effective. However, a supply-side approach alone cannot solve infrastructure problems. Public sector agencies need to become more responsive to specific needs. The challenge is to focus on reforming governance for service delivery. One of the main problems slum dwellers encounter when accessing public services is corruption.

### Corruption in Public Services

Corruption is pervasive in India's public sector and has deprived citizens, especially the poor and most vulnerable, of their rights and entitlements frequently across the country. There is widespread concern in India about the scale, spread and consequences of corruption. However, the daunting nature of the problem has generated a feeling of helplessness and apathy in the public mind, resulting in cynicism, fatalism or in arguments that rationalize corruption.

Corruption in administration has a direct bearing on the delivery of services, particularly basic and essential ones and reach of benefits to people they are meant for. Lack of access to secure tenure as well as basic services such as drinking water supply, sanitation, roads and drains, solid waste disposal and electricity constitutes the main problem for the urban poor and this

<sup>1</sup> Report on Indian Urban Infrastructure and Services, March 2011

problem is exacerbated by lack of access to other administrative services which often provide the basis of entitlement to core services including tenure and livelihoods. The sheer volume of people living in slums causes them to be obvious targets for politicians wanting to increase their percentage of the vote. Slum inhabitants are often promised all kinds of support and improvements in return for political allegiance, but their trust is regularly abused.

The “**India Corruption Study 2012**” is the eighth round of India Corruption Study (ICS) undertaken by CMS since 2000. The uniqueness of CMS-ICS is its methodology which captures peoples’ Perception (P) and Experience (E) with Public Services and further Estimates (E) the amount paid as bribe by common citizens of India to avail basic and essential public services. This method of CMS to capture the magnitude of corruption in public services, known as ‘CMS PEE Model’ has played an important role in bringing to the notice of policy makers, civil society groups and citizens, the quantum of corruption and need for action to curb corruption in public services and make citizenry aware to raise its voice against such fraudulent practices and to foster effective public service delivery by the service agencies.

With growing slum population in Indian cities and increased allocations for transforming lives of slum dwellers, the present round of India Corruption Study, hereinafter referred as CMS-ICS 2012, focuses on slums and basic public services usually availed by the residents of slums. For the sample household level survey across the country, CMS identified nine cities, which are geographically well spread across India and have high concentration of slums dwellers.

In each city, around 300 slum households constituted the sample. The sample was representative of the population of slum clusters of the city as it covered on an average nine slum localities in different geographical locations within the city. Within a slum location, the sample households, which ranged between 20-30 households per slum, were selected using spin-a-bottle method<sup>2</sup>.

A team of trained field supervisors and field investigators identified from CMS Pool in different states/cities administered the survey schedule in each city. For each team, the field investigators were picked from respective city covered or the state where the city is part of and the household interviews were conducted using a structured multi-lingual schedule.

The data collection was carried out in the nine cities between last quarter of 2011 and first quarter of 2012. It was assumed that covering different cities at different points of time and

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<sup>2</sup> With this method a central location within a slum is located. A random direction is then chosen by spinning a bottle. Households are then selected using Systematic Random sampling method. The total number of households in the slum is considered after checking with elected community representatives/opinion leaders/knowledgeable person of the community.



City	Slum Households
Ahmedabad	300
Bengaluru	297
Bhubaneswar	274
Chennai	299
Delhi	299
Goa	168
Hyderabad	300
Kolkata	295
Mumbai	301
<b>Nine-cities Combined</b>	<b>2533</b>

Source: CMS - ICS 2012

not simultaneously will reduce the extent of bias in opinion of household level respondents, if any due to political developments such as agitation for Lokpal Bill, any scam coming in news or for instance release of CAG reports during the period. The city-wise sample covered for the study is given in the adjacent table.

The sample constituted 2533 households living in urban slums in nine cities: Ahmedabad, Bengaluru, Bhubaneswar, Chennai, Delhi, Goa, Hyderabad, Kolkata and Mumbai. (See section III for City specific Highlights)

Due to presence of corruption in the basic and essential public services it is the ordinary people who are worst affected since they cannot pay bribes in order to obtain the benefits to which they are legitimately entitled. The study therefore limited itself to seven public services namely, Water Supply, Electricity, Public Distribution System (PDS), Public Health/ Hospital, Housing, Municipal Services and Police. All seven services except Municipal Services were covered in 2007-08 also. (See section II for Service specific Highlights)

Further to see the trend in prevalence of corruption in public services and people's perception and experience about corruption in their respective cities, the findings of this round of India Corruption Study (2012) is compared with the earlier round conducted in 2007-08, which had urban slum population in the sample. Although in 2009 as well as 2010, India Corruption Study was done but the sample did not include urban slum population. ■■■

## Key Findings

### Usage of Public Services

The average (and also the median) number of services utilized by the respondents was three (out of seven services selected for the study). About two thirds of the 2533 participants (67%) interacted with at least three public sector departments in the last 12 months. The most interacted were PDS, Municipality and Public Health.

Goa and Bhubaneswar have a higher average number of public services interacted with in the last 12 months prior to the survey than the national average; in these two cities an average household from slum would have interacted four public services. On the other hand, Kolkata participants have interacted with less than two services in last 12 months prior to the survey. The lesser interaction could be attributed to reasons such as absence of public services and/or non-functional/non-accessible public services delivery facilities/providers.

### Perception about Corruption in Public Services in General-2012

**Table 1: Perception of Corruption in Public Services- by City (%)**

Rounds	Increased		Decreased		Remained the Same	
	2008	2012	2008	2012	2008	2012
Ahmedabad	24	24	27	10	49	66
Bengaluru	50	55	13	20	38	25
Bhubaneswar	22	74	46	9	32	17
Chennai	30	46	16	36	54	18
Delhi	25	57	23	6	52	37
Goa	84	75	3	15	13	10
Hyderabad	53	67	17	16	30	17
Kolkata	52	46	8	20	40	34
Mumbai	31	49	8	26	61	24
<b>Nine cities combined</b>	<b>38</b>	<b>51</b>	<b>19</b>	<b>20</b>	<b>43</b>	<b>29</b>

Source: CMS - ICS 2012

Participants appear to have a negative perception of corruption which is reflected by the fact that more than half of the respondents from nine major cities in the 2012 survey felt that corruption in general has 'Increased' in Public Services in the last 12 months.

When compared to the 2008 survey, there is a 13 percentage point increase in slum dwellers' perception who believes that corruption has increased in public service. In the current round of ICS (2012), a little more than half of the slum dwellers opined that the corruption in

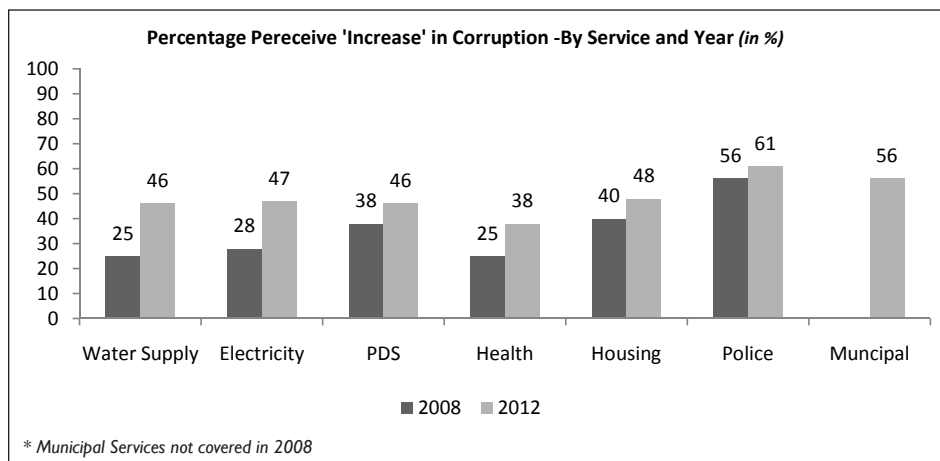
public services has 'Increased' during the last 12 months. The percentage of respondents who feel that corruption in Public Services has 'Decreased' during the last 12 months is almost similar in both the rounds (19% in 2008 and 20% in 2012). While in 2008, a high percentage of households (43%) in slums felt that the corruption in public services continues to 'Remain the same' in the last 12 months, in 2012 round, the corresponding figure was 29%.

Three out of four respondents in Bhubaneswar and Goa believe that corruption has 'Increased' compared with nearly two-third from Hyderabad and half from Bengaluru and Mumbai.

Between 2008 and 2012 two changes can be observed in particular. The common perception of slum dwellers about corruption in public services in 2008 was that it 'Remained the same'. The popular opinion in 2012 is that corruption in Public Service has 'Increased'. The shift from 'Remained the same' to 'Increased' in opinion of slum population is more noticeable for the cities of Mumbai, Chennai and Delhi.

Noticeably, Ahmedabad is the only city where compared to 2008, the percentage of slum dwellers who opined that level of corruption has 'remained the same' has gone up (from 49% to 66%). This indicates that slum dwellers did not notice any change for better in the public services.

### Perception of Corruption - by Public Services- 2012 vis-à-vis 2008



Source: CMS - ICS 2012

The percentage of slum dwellers who indicated that corruption in the public service has 'Increased' is showing upward trend in each of the public services (Municipality services was not covered in 2008) on comparing 2012 with 2008 round of CMS-ICS. In both rounds, of the six public services, more slum dwellers perceived an 'increase' in the corruption in the Police services while the steep increase between 2008 and 2012, in terms of percentage points, was in water supply (21%), electricity (19%) and health (13%) services.

## Experienced Corruption in 2012

Table 2 - Incidence of Corruption in Public Service in 2012 -by City

City	Surveyed Households (Number)	Households Asked for Bribe At least Once* (%)	Households Paid Bribe At least Once** (%)
Ahmedabad	300	23	94
Bengaluru	297	73	76
Bhubaneswar	274	64	44
Chennai	299	80	77
Delhi	299	65	93
Goa	168	91	99
Hyderabad	300	58	89
Kolkata	295	65	86
Mumbai	301	96	98
<b>Nine cities combined</b>	<b>2533</b>	<b>67</b>	<b>84</b>

\*Including those who had to use influence to avail the service

\*\*Out of those who were asked for bribe at least once

Source: CMS - ICS 2012

Compared to perception, experience is reflection of the first hand exposure to the situation and reflects upon prevailing situation. An overwhelming majority of participants reported that they experienced corruption.

Two out of three slum dwellers who interacted with at least one of the seven public services covered in the last one year informed that they were asked to pay bribe at least once.

High dependency on public services is evident from the percentage of slum dwellers that paid bribe; 8 out of 10 slum households who were asked for bribe had to pay to avail the services.

In CMS-ICS 2012, of those who were asked for a bribe, about 47% experienced the situation once during the last 12 months while another 31% came across such situations twice. Break up of situation by the public service reveals that six out of every ten participants were asked to pay bribe either in the PDS or Public Health facility. By adding just one more public service, Municipality, to these two services, the percentage of slum dwellers who were asked to pay bribe if they want to avail the services goes up to 75%. In other words, three out of four slum dwellers has been asked for a bribe in at least one of these three public services in the previous 12 months prior to the survey.

Mumbai (96%) and Goa (91%) reported the highest incidence of corruption where more than nine out of every ten respondents were asked for a bribe at least once in the last 12 months. Two States with the highest number of registered corruption cases also had poor rates of conviction. Maharashtra had the highest number of cases registered (4,566) with a conviction rate of 27%. West Bengal had only 9 cases registered during the decade. No cases were registered at all in 2008-09 (Nayak, 2011).

On the other hand, Ahmedabad had the least number of slum dwellers who reported being asked to pay bribe in any of the seven public services. The next in row was Hyderabad but there is a difference of 35 percentage points between these two cities. In Bhubaneswar, Kolkata and Delhi, over two-thirds of the slum dwellers encountered corruption in the last 12 months.

Of those who paid bribe or used influence or both to avail the public services, in the cities of Goa, Mumbai, Ahmedabad, Delhi and Hyderabad almost every slum household paid in order to receive the service.

### Could not Pay, Denied the Service

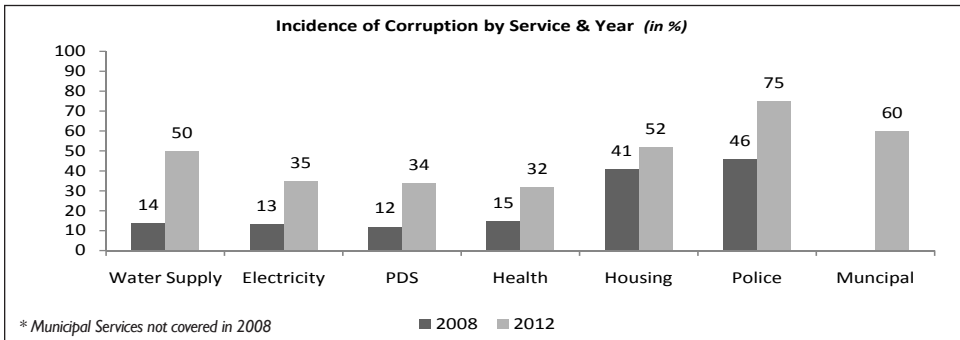
**Table 3: Denied Service At least Once for Refusal to Pay Bribe**

	Denied Service (%)	Total Asked for Bribe
Ahmedabad	7	69
Bengaluru	53	206
Bhubaneswar	81	173
Chennai	46	233
Delhi	16	193
Goa	4	153
Hyderabad	22	173
Kolkata	26	190
Mumbai	33	290
<b>Nine cities combined</b>	<b>35</b>	<b>1702</b>

Source: CMS - ICS 2012

Worst situation in corruption ridden public services is the denial of services on 'non-payment of bribe'. More than a third of the slum dwellers who were asked to pay a bribe were subsequently denied service because of their inability to pay bribe. Bhubaneswar has the highest rejection rate followed by Bengaluru. 47 percent of those who were denied service had to face this situation during their interaction either with PDS or Public Health/hospital services.

## Experienced Corruption- by Service and Year

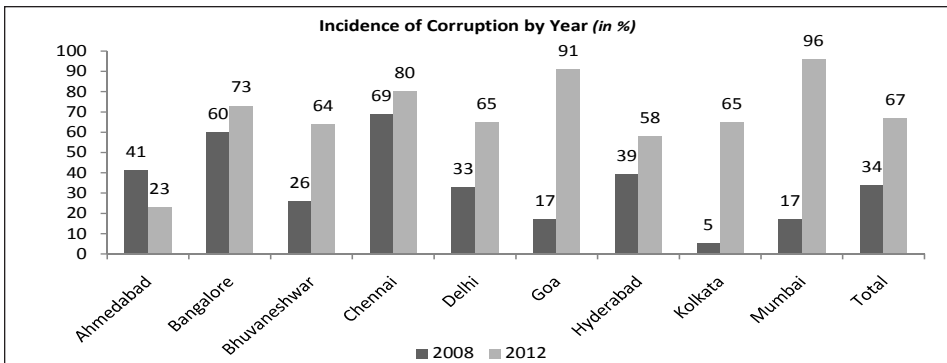


Source: CMS - ICS 2012

In 2012, the percentage of slum dwellers reporting incidences of corruption is more than 50% in the case of three services (Police, Housing and Drinking Water Supply) and around 33% in the other services. Municipality service was not covered in CMS-ICS 2008.

Of all the six public services examined, Police and Housing were the most corrupt in both ICS 2008 and 2012. Lowest incidence of corruption was found in Public Health in 2012 and in PDS in 2008. That corruption in Water Supply services increased by 36 percentage points between ICS 2008 and ICS 2012 brings out that despite all the initiatives, perhaps we have a long way to go or take serious note of the situation.

## Incidence of Corruption in 2008 and in 2012- by City



Source: CMS - ICS 2012

Comparison between the two rounds of ICS (2008 and 2012) indicates that a high percentage of households in slums were asked for bribe to avail a public service in 2012. The incidence of corruption has doubled since 2008 in urban India from 34% to 67%. The volume of slum dwellers who were asked for a bribe to receive public service increased in every city except Ahmedabad. For some cities such as Mumbai, Goa and Kolkata there has been a dramatic increase in the incidence of corruption.

## Bribe Amount Paid and Reasons for Paying Bribe

More than 56 percent of the surveyed households in slums of nine cities of India paid cash as bribe to avail the basic and essential services, which as a citizen of this country they have a right to avail. At national level, one could imagine the grim situation wherein every second slum household had to shell out money for the services which otherwise would have been available free of cost.

**Table 4: Main Reasons for which Bribe Paid by Slum Dwellers**

Reason for paying Bribe	Public Service	Households Paid Bribe* (in %)
To take monthly Ration	PDS	49
Faulty Meter Fixing/Adjust Inflated Bills	Electricity	44
To get new ration Card	PDS	27
New Connection	Electricity	40
Repair of water Pipeline/Tap	Water	44
Drainage/Sewerage cleaning	Municipal	34
As an in-patient	Public Health	35
For installation of Piped water	Water	36
Get FIR Registered	Police	34
As an out-patient	Public Health	31
Deletion/ Addition of name in Ration Card	PDS	19
Removal of Garbage	Municipal	24

\* %age is out of those who paid bribe

Source: CMS - ICS 2012

Further to understand the quantum of bribe amount paid by the residents of slums in India in the seven public services, estimation has been done with the assumption that around 93.06 million people reside in slums of India.<sup>3</sup> For an indicative estimation, the average household size is considered as 5.5, therefore total slum households in India is taken as 16.92 million.

Thus, the total number of slum households which might have paid bribe is estimated as 8.83 million and the total amount paid as bribe by the slum households in the country during the last 12 months is assumed to be INR 4583 million or approximately 458.28 crore. This amount is to the tune of around 10 percent of the amount allocated (minus amount allocated for Metro Network Corporations across the country) i.e. INR 4564.43 Crore to the Ministry of Urban Development in Union Budget 2012-13.

<sup>3</sup> As per estimates of the Committee set up by Ministry of Housing and Urban Poverty Alleviation, 2011 ([www.pib.nic.in](http://www.pib.nic.in))

## SECTION II

### Public Service Reports

**CMS-India Corruption Study (CMS-ICS) 2012**, eighth round of study on corruption in public services pioneered by CMS since 2000, focused on the following public services in urban slums of the nine cities. The seven public services include

- Public Distribution System (PDS)
- Electricity
- Water Supply
- Public Health/ Hospital
- Housing
- Police
- Municipal

### Some Highlights

- Average number of public services interacted by a slum household was three.
- Most interacted service is PDS; least interacted is Housing service.
- 'Perception' about corruption in a particular public service was high across the seven public services with more than three out of every four slum households that interacted with the service opined that level of corruption has 'increased' during the last one year; highest being in Police Service (88%) and least in water supply services (78%).
- Among those interacted, highest percentage of slum dwellers 'Experienced' Corruption in Police Services, around 75 percent.
- The highest 'most often paid' amount among services was in Police (INR 500)
- The highest amount paid by a single slum household was in the Housing service in Delhi 'to get a housing plot' in Delhi (INR 7000).
- The least amount paid was in Kolkata (INR 5) 'to get monthly ration'.



## Public Distribution System (PDS) Services

One of the seven public services covered in CMS-ICS 2012 include Public Distribution System (PDS) service. Among the basic and essential needs for poor including urban poor is availability of subsidized food grains through government-run department of civil supplies and essential commodities. Previous rounds of CMS-ICS have also covered PDS service. The household level survey in the slums of the nine cities was conducted between last quarter of 2011 and first quarter of 2012.

Public Distribution System (PDS) established by Ministry of Consumer Affairs, Food and Public Distribution (GoI) and is managed jointly by the respective state governments. Major commodities distributed include staple food grains, such as wheat, rice, sugar, and kerosene oil through a network of Fair Price shops (FPS).

**Table 1: Slum Households' Interaction with PDS Services- by City**

City	Percent
Ahmedabad	86
Bengaluru	88
Bhubaneswar	89
Chennai	90
Delhi	82
Goa	95
Hyderabad	98
Kolkata	52
Mumbai	79
<b>Cities Combined</b>	<b>84</b>

Source: CMS - ICS 2012

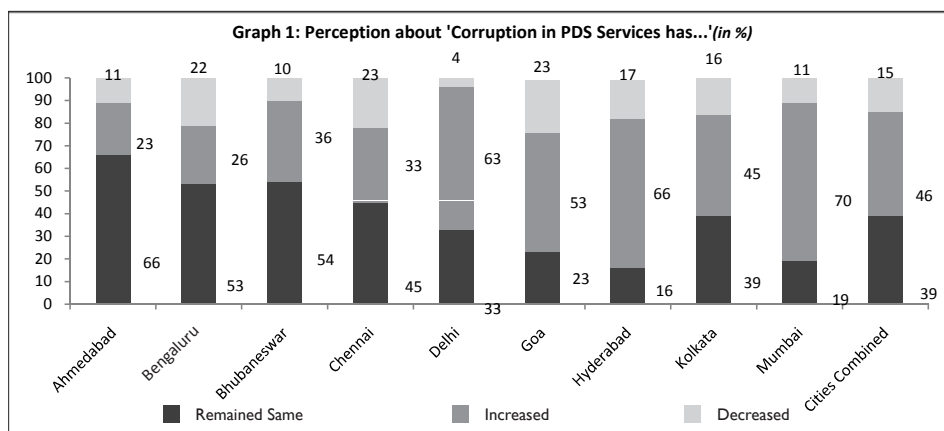
Being economically poor the slum population heavily depends on PDS services to meet their food requirements. The PDS service is the essential service for the slum dwellers and interacted and visited by most of them, more frequently also.

CMS-India Corruption Study (CMS-ICS) 2012 too brings out that PDS is the most sought after public services with 84 percent of the slum households (nine cities combined) reporting interaction with the PDS service.

In Goa the interaction percent of the slum population with PDS service was highest among all the cities covered under the study. Kolkata is the only exception among the cities where only 52 percent household of the slums reported that they interacted with the PDS service in the last twelve months.

### Perception about Corruption in PDS Services

Overall, a high percentage (46 of the slum dwellers) in the cities felt that the corruption in the PDS services has increased in the last twelve months followed by 39 percent who perceived the corruption remained the same during this period. The percentage of those who felt that the corruption has come down in the last twelve months was comparative very low (only 15).



Source: CMS - ICS 2012

In Mumbai, Hyderabad, Delhi and Goa the percentage of those who perceived that the corruption in the last twelve months increased was higher in comparison to other cities. While in Ahmedabad, Bhubaneswar and Bengaluru comparative higher percentage in comparison to other cities felt that the corruption in PDS services remained the same in the last twelve months.

## Experienced Corruption in PDS Services

In the PDS services the percentage of those who perceived prevalence of corruption was higher than those who experienced corruption when they approached or interacted with the service delivery points or agency to avail the PDS services.

**Table 2: Experienced Corruption in PDS Services- by City**

City	Total Households Visited	Asked for Bribe and Paid	Asked but did not Pay so Deprived of Service	Not Asked for Bribe
	Count	In % age		
Ahmedabad	259	0.50	0.50	99
Bengaluru	262	14	15	71
Bhubaneswar	243	5	21	74
Chennai	270	17	16	67
Delhi	225	44	7	50
Goa	159	47	2	52
Hyderabad	295	11	7	82
Kolkata	154	33	9	58
Mumbai	239	57	16	26
<b>Cities Combined</b>	<b>2106</b>	<b>23</b>	<b>11</b>	<b>66</b>

Source: CMS - ICS 2012

Overall, out of the total service seekers of PDS service, around one-third of the slum households were asked to pay bribe to avail the service.

Amongst the nine cities, high percentage of the slum dwellers in Mumbai, Goa, Delhi and Kolkata had to pay bribe to avail the service.


That in Ahmedabad, only one percent of the slum households reported experiencing corruption during their interaction with the PDS service, is an indication of improvement.

**Table 3: Reason for Paying Bribe and Amount Paid in PDS Services**

Reasons for Paying Bribe	Households Paid* (in %)	Range of Amount Paid (in INR)
To get new ration card	30	30-2000
To take monthly ration	49	5-800
Deletion/Addition of name in the ration card	19	20-3000
Change of ration shop	5	5-550

\*Out of those who paid Bribe; Multiple Response  
Source: CMS - ICS 2012

Among those who paid bribe, the majority (49 %) mainly paid for getting monthly ration followed by (30 %) getting a new ration card. Nearly one-fifth of them paid to get their existing ration card revised (addition or deletion of the names in the ration card). Some also paid the bribe to get their FPS changed.

The average amount paid for getting new ration card was INR 500 while for the revision of the ration card the amount generally paid was INR 200. 

## Electricity Services

Electricity is one of the seven public services covered. Dependency on electricity for light as well as for entertainment through Television, Music System, among others is growing day by day. Previous rounds of CMS-ICS have also covered electricity service.

**Table 1: Slum Households' Interaction with Electricity Service- by City**

City	Percent
Ahmedabad	62
Bengaluru	32
Bhubaneswar	81
Chennai	41
Delhi	74
Goa	59
Hyderabad	83
Kolkata	14
Mumbai	40
<b>Cities Combined</b>	<b>54</b>

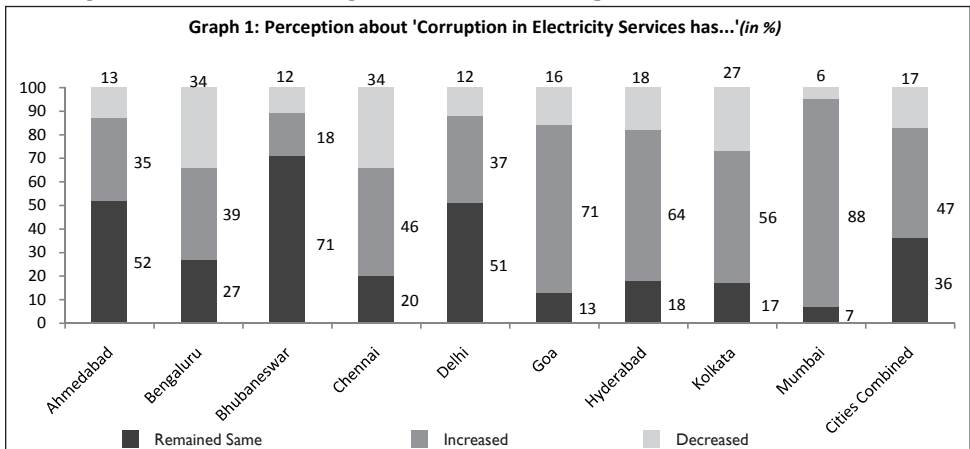
Source: CMS - ICS 2012

Electricity is one of the most important and essential needs of the densely populated slums of the cities in India..According to NSSO 65<sup>th</sup> round data, only 1% notified and 7% non-notified slums did not have electricity connection.<sup>4</sup>

The information gathered under CMS-India Corruption Study (CMS-ICS) 2012, shows that overall interaction of the slum dwellers with the Electricity service delivery points or agency was 54 percent.

In Hyderabad and Bhubaneswar the interaction percentage of the slum population with Electricity service in the last twelve months was highest (more than 80 percent) among all the cities covered under the study followed by Delhi (74 percent). Among different cities Kolkata with the least percentage (only 14 percent) of the slum dwellers interacted with the electricity service provider points or agency in the last twelve months.

## Perception about Corruption in Electricity Services



Source: CMS - ICS 2012

<sup>4</sup> India – Characteristics of urban slums, 2008-2009, National Sample Survey (NSSO)

Overall, nearly half of the slum dwellers perceived that corruption has increased in Electricity service during last 12 months and 36% believed that the level of corruption remained same during this period.

In Mumbai, Goa, Hyderabad and Kolkata high percentage of slum dwellers perceived increase in corruption in comparison to the other cities. Bhubaneswar, Ahmedabad, Bengaluru and Delhi are the cities where the comparatively low percentage of the slum dwellers opined increase in corruption level in electricity service during the last twelve months.

## Experienced Corruption in Electricity service

The percentage of the slum dwellers who reportedly experienced corruption during interaction with electricity service was comparatively low (35 percent) in comparison to their perception about corruption in the electricity service.

**Table 2: Experienced Corruption in Electricity Service by City**

City	Total Visited	Asked for Bribe and Paid	Asked but did not Pay so Deprived of Service	Not Asked for Bribe
	Count	In %age		
Ahmedabad	187	6	1	94
Bengaluru	94	46	15	39
Bhubaneswar	221	3	26	71
Chennai	123	46	14	40
Delhi	203	12	4	84
Goa	99	74	1	25
Hyderabad	249	10	3	86
Kolkata	41	44	7	49
Mumbai	121	73	12	16
<b>Cities Combined</b>	<b>1338</b>	<b>26</b>	<b>9</b>	<b>65</b>

Source: CMS - ICS 2012

Ahmedabad, Hyderabad, Delhi and Bhubaneswar are the cities where comparatively high percentage of the slum dwellers during interaction with Electricity service were not asked for bribe or did not experienced corruption.

Those who paid bribe, mostly paid for two reasons- for getting the faulty metres/ inflated bills corrected followed by 'for getting new electricity connection'.

The most often paid bribe amount was comparatively higher (Rupees Five Hundred) for new connection and for change/correction of name or address on the bill and other relevant records.

**Table 3: Reason for Paying Bribe and Amount Paid in Electricity Service**

Reasons for Paying Bribe	Households Paid* (in %)	Range of Amount Paid (in INR)
New Connection	40	50-3500
Faulty meter/inflated bills	44	20-3000
Load enhancement	11	50-2000
Change/Correction of name/address	5	50-500

\*Out of those who paid Bribe

Source: CMS - ICS 2012

The mode (most commonly paid) amount of bribe was lowest among the slum dwellers in Ahmedabad (INR 50) followed by Hyderabad (INR 100). Goa and Chennai had a higher average (INR 500).

## Water Supply Services

One of the seven public services covered include Water supply service. Public Water Supply service is one of the basic and essential services in urban slums. Previous rounds of CMS-ICS have also covered water supply service. Although access to clean drinking water has improved in many parts of the country, the World Bank estimates that 21 percent of communicable diseases in India are still related to unsafe water.

**Table I: Slum Households Interaction with Public Water Supply Service- by City**

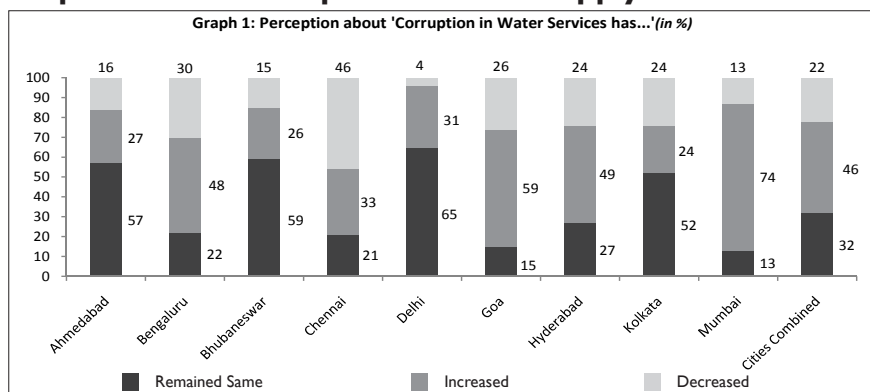
City	Percent
Ahmedabad	16
Bengaluru	40
Bhubaneswar	47
Chennai	34
Delhi	15
Goa	54
Hyderabad	38
Kolkata	13
Mumbai	52
Cities Combined	33

Source: CMS - ICS 2012

Poor water quality is a leading cause of morbidity and mortality worldwide and a defining danger of living in slums. Lack of access to water also restricts water intake, sources for infant formula or cooking, bathing and personal hygiene. Poor drinking water and hygiene practices are resulting in mass cases of diarrhoea across the country, which cause more than 1,600 deaths daily (The World Bank, 2010).

However, the water supply service is one of the services with whom the overall interaction of the slum dwellers was low. Around one-third of the slum dwellers interacted with the water supply service during the service. This could be due to the reason that in urban slums the public water supply in many localities is at community level and not at household level. Moreover, as no user fee is charged in such cases, households do not need to interact with public water supply services. In Kolkata (13 percent), Delhi (15 percent) and Ahmedabad (16 percent) the interaction with the water supply service was further low. However, in Goa (54 percent), Mumbai (52 percent) and Bhubaneswar the interaction of the slum dwellers with the service was comparatively higher.

## Perception about Corruption in Water Supply Service



Source: CMS - ICS 2012

Out of those who interacted, nearly half of the slum dwellers perceived that corruption in the water supply service increased in the last twelve months preceding the CMS-ICS survey. In Mumbai (74 percent) and Goa (59 percent) comparatively higher percent of the slum dwellers were of the view that the corruption in the water supply service increased in the last twelve months.

The percent of the slum dwellers who felt that the corruption in the water supply service remained same was 32 percent. In Delhi (65 percent), Bhubaneswar (59 percent), Ahmedabad (57 percent) and in Kolkata (52 percent) comparatively higher percentage of people felt that corruption in the water supply service remained same in the last one year.

The percent of the slum dwellers who felt that the corruption in the water supply service came down in the last one year was only 22.

## Experienced Corruption in Water supply service

Out of the total slum dwellers that interacted with the Water Supply service, around half of them were asked to pay the bribe to get their work done. In Kolkata (79 percent), Mumbai (72 percent) and Goa (71 percent) comparatively higher percentage of the service seeker paid bribe to get their work done.

While in Ahmedabad (92 percent), Hyderabad (85 percent), Delhi (84 percent) and Bhubaneswar (70 percent) comparatively higher percentage of the slum dwellers who had sought the service from the water supply service were not asked to pay any bribe.

**Table 2: Experience Corruption in Water Supply Service by City**

City	Total Visited	Asked for Bribe and Paid	Asked but did not Pay so Deprived of Service	Not Asked for Bribe
	Count	In %age		
Ahmedabad	49	8	0	92
Bengaluru	119	55	2	43
Bhubaneswar	130	8	22	70
Chennai	102	50	0	50
Delhi	45	16	0	84
Goa	90	71	0	29
Hyderabad	115	14	1	85
Kolkata	38	79	13	8
Mumbai	158	72	14	15
<b>Cities Combined</b>	<b>846</b>	<b>43</b>	<b>7</b>	<b>50</b>

Source: CMS - ICS 2012



The bribe paid by the slum dwellers in the water supply service was for four reasons i.e. to get the damaged water pipe repaired (44 percent), for installation / getting piped water connection (36 percent) and installation and maintenance of hand pump (13 percent) and to get water tanker (7 percent).

**Table 3: Reason for Paying Bribe and Amount Paid in Water supply services**

Reasons for Paying Bribe	Households Paid* (in %)	Range of Amount Paid (in INR)
For Installation of piped water supply	36	50-3000
Repair of water pipe	44	50-1000
Installation/Maintenance of hand pumps	13	50-600
To get water tanker	7	10-800

\*Out of those who paid Bribe; Multiple Response

Source: CMS - ICS 2012

The bribe amount generally paid for getting the new water connection/ installation of piped water supply was Rupees 500 while the bribe amount generally paid for getting the services i.e., repair of water pipe, installation or maintenance of hand pump and to get water tanker was Rupees 200.

## Housing Services

Housing is one of the major problems and difficulties the slum dwellers face in their day-to-day life. In fact, the condition of their habitation distinguishes them and alienates them from the other population of the city and town.

**Table 1: Slum Households Interaction with Housing Service- by City**

City	Percent
Ahmedabad	4
Bengaluru	22
Bhubaneswar	24
Chennai	17
Delhi	6
Goa	32
Hyderabad	9
Kolkata	3
Mumbai	24
Cities Combined	15

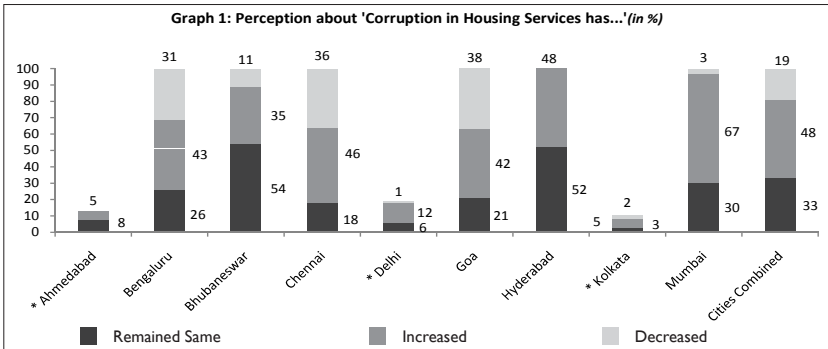
Source: CMS - ICS 2012

In past one decade or so, government has been focusing on providing housing to urban poor under schemes like *RajivAwaasYojana*. “Affordable Housing for All” is an important policy agenda of the Government of India. A major initiative has been launched for provision of housing for the Economically Weaker Sections (EWS) and Low Income Groups (LIG) through the Jawaharlal Nehru National Urban Renewal Mission (JNNURM).

Despite housing being a major problem to the extent of distress for the slum dwellers and despite availability of the housing schemes for the groups (economically weaker groups) their interaction with the agency (housing service) or the concerned authorities was very less. The CMS-ICS Study 2012 shows that overall only 15 percent of the slum dwellers interacted with the agency (housing service delivery points or agency). In Kolkata, Ahmedabad and Delhi only 3, 4 and 6 percent respectively of the slum dwellers reported that they interacted with the housing service agency in the last twelve months preceding the survey. In Goa, Mumbai and Bhubaneswar comparatively more percentage of slum dwellers interacted with the agency in the last twelve months.

It seems that lack of the documents required for availing the service is one of the most common reasons for not approaching the housing service agency to avail the benefit of the scheme. Since the slum population is most disorganized, poor and ignorant they lack the basic documents like ration card, Identification card (like voter ID, passport or driving license etc.). Strong perception of the economically poor that they cannot get a house without paying bribe or using influence may also be one of the reasons for not interacting with the service.

## Perception about Corruption in Housing Service



Source: CMS - ICS 2012

\* Value in Number

Among the slum households that interacted with the Housing Service around 48 percent perceived that the corruption in the service in the last twelve months has increased followed by 33 percent who felt that the corruption level has remained the same during the period.

In Mumbai the percentage of the slum dwellers who felt that the corruption in the Housing Service increased in the last one year was comparative higher.

### Experienced Corruption in Housing Service

As mentioned above the overall percentage of the slum dwellers who approached to seek the services of the housing service was very low. However, in Goa, Mumbai and Bhubaneswar where comparatively higher percentage of the slum dwellers visited the service delivery points or approached the agency to seek the housing services, around half of them were asked to pay bribe to avail the services of the Housing service.

**Table 2: Reason for Paying Bribe and Amount Paid in Housing Service**

Reasons for Paying Bribe	Households Paid* (in %)	Range of Amount Paid (in INR)
Application form the applying for home	34.9	50-1000
Allotment of house	19.0	200-3000
Get housing loan	28.7	50-3000
Transfer of ownership/Mutation	11.3	100-1500
Stop demolition	5.1	500-3000
For allotment of plot	1.0	150-7000

\*Out of those who paid Bribe; Multiple Response

Source: CMS - ICS 2012

Those who paid bribe, paid for mainly three reasons i.e. for procuring the application / applying for home (around 35 percent) followed by to get house loan (around 29 percent) and followed by to get the house allotted to them. Transfer of ownership / mutation and to get the demolition stopped were the other reasons for which the bribe was paid to the housing service by the slum dwellers. The bribe amount mostly paid for different reasons was Rupees 500. For application form/submission of the application form the amount of the bribe paid in most of the cases was Rupees 100.

## Public Health/ Hospital Services

Public health/hospital service is one of the seven public services covered in CMS-ICS 2012. Lack of access to basic and essential facilities like public hospitals/ dispensaries is one of the major problems faced by slum dwellers. Previous rounds of CMS-ICS have also covered public health/hospital services.

Poor economic condition and the living condition in the slums as well as the surrounding environment of the slums lead to ill health of the slum dwellers. The health services are the most pressing needs of the slum dwellers and their ill health is a compelling factor to seek the health services and to approach the services more in comparison to other basic services.

**Table I: Slum Households Interaction with Public Health/Hospital Services- by City**

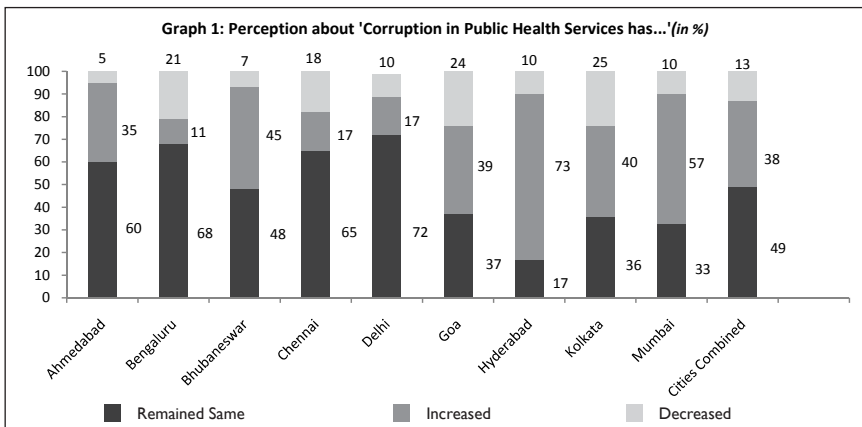
City	Percent
Ahmedabad	37
Bengaluru	52
Bhubaneswar	96
Chennai	50
Delhi	64
Goa	60
Hyderabad	65
Kolkata	41
Mumbai	48
<b>Cities Combined</b>	<b>57</b>

Source: CMS - ICS 2012

As per the findings of the CMS-India Corruption Study (CMS-ICS) 2012, 57 percent of the slum dwellers of these cities interacted with the public health facilities such as government hospitals, urban health posts/dispensaries for their health related problems or seeking health services (in the last 12 months).

In Bhubaneswar the highest percentage (96 percent) of the slum dwellers interacted with the health service providers. While the comparatively low percent of the interaction the slum dwellers had with the health service providers was in Ahmedabad.

## Perception about Corruption in Health/Hospital Services



Source: CMS - ICS 2012

Overall, nearly half of the slum dwellers perceive that corruption in their respective public health services remained the same in the last 12 months.

Overall, 38 percent of the slum dwellers of these cities were of the view that the corruption in the public health services in the last twelve months has increased. A high percentage (73 percent) the slum dwellers in city of Hyderabad perceived that the corruption in the health services increased in the last twelve month. In Mumbai and Bhubaneswar also the percentage of those who felt that corruption in health services has increased in the last twelve months was comparatively higher. However, in the cities of Bengaluru, Chennai and Delhi comparatively low percentage of the slum dwellers felt that the corruption the health services went up in the last twelve months.

Overall, around 50 percent of the slum dwellers felt that the corruption in the health services remained same in the last one year. Comparative high percent of the slum dwellers in the cities of Delhi (72 %), Bengaluru (68 %), Chennai (65 %) and Ahmedabad (60 %) felt that the corruption in the health services remained the same in the last twelve months.

## Experienced Corruption in Public Health/Hospital Services

**Table 2: Experienced Corruption in Public Health Service by City**

City	Total Visited	Asked for Bribe and Paid	Asked but did not Pay so Deprived of Service	Not Asked for Bribe
	Count	In %age		
Ahmedabad	111	15	2	83
Bengaluru	155	6	9	85
Bhubaneswar	262	8	26	66
Chennai	150	3	8	89
Delhi	192	9	3	88
Goa	100	49	0	51
Hyderabad	196	35	4	61
Kolkata	121	34	21	45
Mumbai	145	52	11	37
<b>Cities Combined</b>	<b>1432</b>	<b>21</b>	<b>11</b>	<b>68</b>

Source: CMS - ICS 2012

Overall, 32 percent of the slum dwellers who interacted with the health services experienced corruption i.e. they were asked to pay bribe. However, of those who were asked to pay bribe only 21 percent of them paid the bribe while the rest (11%) did not pay and hence were deprived of the service from public health facility.

The cities where comparatively higher percentage of the service seekers was asked for bribe were Mumbai (63 %), Kolkata (55 %) and Goa (49 %).

Amongst those who were asked to pay bribe, the higher percentages were paid in the cities of Mumbai (52 %), Goa (49 %), Hyderabad (35 %) and Kolkata (34 %).

The frequency of bribery in Public Health appears to be lowest in Chennai and Delhi where almost nine out of ten slum dwellers interviewed stated that they accessed the public hospital/ health services without being asked to pay bribe in any form.

Bhubaneswar had the highest rates of denial of service- over a quarter of the slum dwellers from the sample were refused service because of their inability or refusal to pay bribe followed by Kolkata.

**Table 3: Reason for Paying Bribe and Amount Paid in Health/Hospital Services**

Reasons for Paying Bribe	Households Paid* (in %)	Range of Amount Paid (in INR)
As an in-patient	35	20-2000
As an out-patient	31	10-300
For medicines	20	20-800
For diagnostic services	12	10-1500
Other reasons	2	100-300

Source: CMS - ICS 2012

The average amount paid as bribe in public health services is around INR 161. The slum dwellers comparatively paid higher amount of bribe to avail the health services in the cities of Goa (INR 477), Bhubaneswar (INR 216), Bengaluru (INR 186) and Chennai & Delhi (INR 175). In the cities where the service seekers had to pay comparatively low amount in bribe were Kolkata (INR 58), Hyderabad (INR 66), Ahmedabad (INR 69) and Mumbai (INR 102). The higher amount paid in bribe was 'for diagnostic services' (INR 287) followed by 'for medicines (INR 189) and 'as in-patient' (INR 169). A bribe amount of Rs. 2000 was paid by a slum household in Goa for accessing services in a hospital as in-patient. This was the highest bribe amount paid by any slum dweller to receive service from the department of Public Health.

## Police Services

Police is one of the seven public services covered in CMS-ICS 2012. One of the reasons for Police service is often reported incidences of harassment and exploitation of urban poor.

**Table 1: Slum Households Interaction with Police Service- by City**

City	Percent
Ahmedabad	8
Bengaluru	25
Bhubaneswar	23
Chennai	28
Delhi	34
Goa	49
Hyderabad	12
Kolkata	16
Mumbai	26
<b>Cities Combined</b>	<b>23</b>

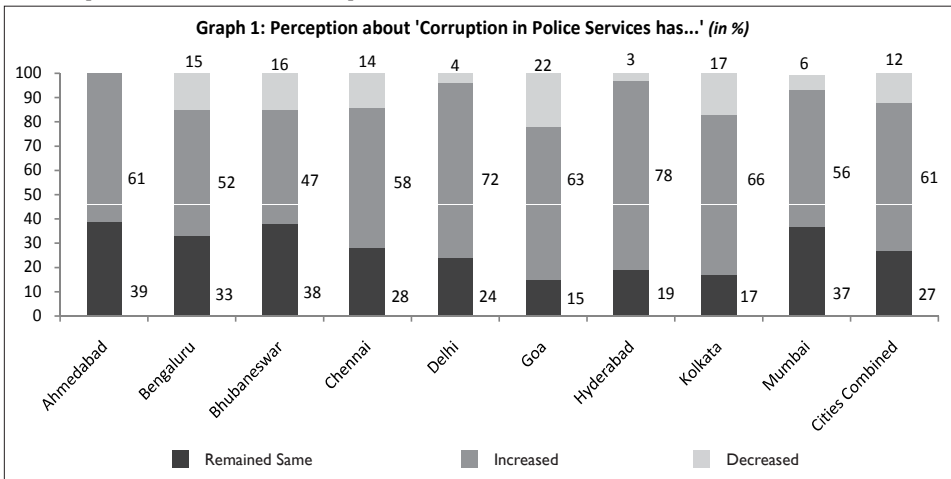
Source: CMS - ICS 2012

Police service is an important service for all strata of society. Maintaining law and order is one of the main tasks of the police. The roles and responsibilities of the police exert ethical and professional pressure on them to be corruption free. It is believed that a corruption free police means a corruption free society. However, the perception of the slum dwellers regarding prevalence of corruption in police and experience of the slum dwellers is just reverse.

Among all the seven services covered in the eighth round of CMS-ICS 2012, the lowest percent (23 percent) of the slum dwellers interacted with police service (police station/police post/police officer) in the last twelve months preceding the CMS-ICS 2012 survey.

However, in Goa and Delhi the interaction of the slum dwellers with the police was 49 and 34 percent respectively which is comparatively higher in comparison to the overall percentage interaction of the slum dwellers with the police.

## Perception about Corruption in Police Service



Source: CMS - ICS 2012

Though overall only 23 percent of the slum dwellers interacted with the service or visited police posts/stations but a high percentage i.e. 61 percent and 27 percent of the slum dwellers perceived that the corruption in Police service in the last one year increased and remained same respectively.

In Hyderabad and Delhi comparatively higher percentage of the slum dwellers felt that the corruption in the police service increased in the last one year. Noticeably, in Ahmedabad none of the slum dwellers were of the view that corruption in police service has decreased in the last one year.

## Experienced Corruption in Police Services

**Table 2: Experience Corruption in Police Service by City**

City	Total Visited	Asked for Bribe and Paid	Asked but did not Pay so Deprived of Service	Not Asked for Bribe
	Count		In %age	
Ahmedabad	23	100	0	0
Bengaluru	73	52	19	29
Bhubaneswar	64	47	13	41
Chennai	85	55	21	24
Delhi	103	69	3	28
Goa	82	66	1	33
Hyderabad	37	73	11	16
Kolkata	47	91	6	2
Mumbai	78	71	5	24
<b>Cities Combined</b>	<b>592</b>	<b>66</b>	<b>9</b>	<b>25</b>

Source: CMS - ICS 2012

Among those who sought police services, 75 percent were asked to pay bribe to get their services. The table (table 3) shows that among those who sought the police service 66 percent had to pay bribe to get their work done and 9 percent asked for bribe but did not pay and were deprived of the service. In Ahmedabad city although compared to other cities lesser slum households interacted with Police service but all of them had to pay bribe to avail the service.

**Table 3: Reason for Paying Bribe and Amount Paid in Police Service**

Reasons for Paying Bribe	Households Paid* (in %)	Range of Amount Paid (in INR)
Get the complaint/ FIR registered	30	20-2000
Remove name as an accused	26	10-5000
Remove name as a witness	13	50-2000
Get police verification	12	100-3000
Get character certificate	14	100-2000
Paid to police for installing shop on road side	4	200-1000
For allowing construction of house	1	500-2000

\*Out of those who paid Bribe; Multiple Response

Source: CMS - ICS 2012

The reasons for which slum households mainly paid bribe in Police service was to get the complaint/ FIR registered; to get name removed as an accused; to get character certificate and to remove name as a witness.

The average amount of the bribe paid to get the services of police (INR 500) was higher in comparison to the amount paid in other services.



## Municipal Services

One of the seven public services covered in this round of CMS-ICS include Municipal services, which is expected to provide basic and essential facilities to the slum dwellers such as cleaning of drainage, sweeping of streets, garbage disposal as well as for getting documents such as birth/death certificates.

**Table 1: Slum Households Interaction with Municipal Services- by City**

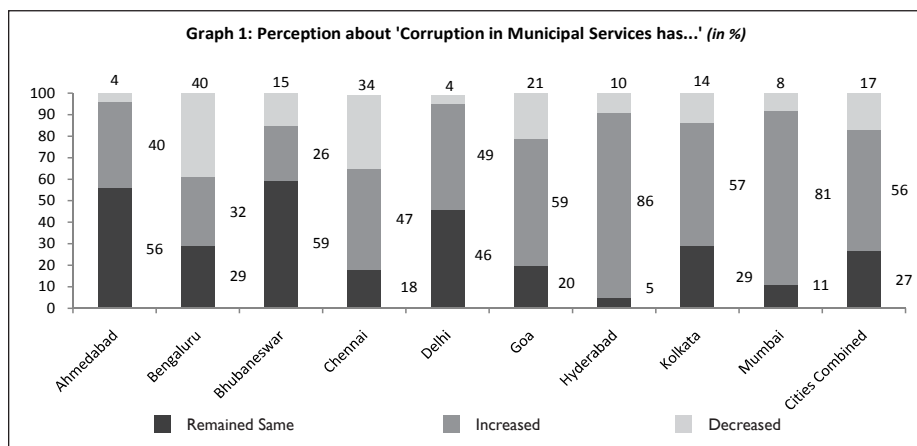
City	Percent
Ahmedabad	16
Bengaluru	34
Bhubaneswar	27
Chennai	40
Delhi	45
Goa	73
Hyderabad	14
Kolkata	17
Mumbai	71
<b>Cities Combined</b>	<b>36</b>

Source: CMS - ICS 2012

Municipal services are thus very critical for urban poor. The CMS-ICS study shows that around 36 percent of the slum households interacted with the Municipal Services during the last one year prior to the CMS-ICS 2012 survey. The percentage of slum households interacting with the service was higher than housing (15 percent), police (23 percent) and water (33 percent) services.

In the cities of Mumbai, Goa, Delhi and Chennai the percentage of interaction of the slum dwellers with the Municipal service was higher than the combined average of the cities covered during CMS-ICS 2012.

## Perception about Corruption in Municipal Services



Source: CMS - ICS 2012

Overall majority (56 percent) of the slum dwellers of the cities covered under CMS-ICS 2012 perceived that the corruption in the service (Municipal Services) increased in the last twelve months preceding the CMS-ICS survey 2012. The percentage who perceived that the corruption in the service remained same was 27. Only 17 percent slum dwellers felt that corruption in the service came down in the last twelve months.

In Hyderabad and Mumbai as high as 88 and 81 percent of the slum dwellers respectively felt that the corruption in the Municipal Services increased in the last one year. The cities where comparatively low percentage of slum dwellers felt that corruption increased were Bhubaneswar, Bengaluru and Ahmedabad.

## Experienced Corruption in Municipal Services

Among those who interacted with the Municipal services, three out of five were asked to pay bribe to get their work done. Most of them had no option but to pay bribe to get the work done. Around 9 percent of the service seekers from slums decided not to pay bribe and were thus denied the service they were seeking from the Municipal services.

**Table 2: Experience Corruption in Municipal Services by City**

City	Total Visited	Asked for Bribe and Paid	Asked but did not Pay so Deprived of Service	Not Asked for Bribe
	Count	In %age		
Ahmedabad	48	31	4	65
Bengaluru	101	40	21	40
Bhubaneswar	74	23	23	54
Chennai	119	52	13	35
Delhi	136	41	4	55
Goa	122	52	2	46
Hyderabad	42	55	10	36
Kolkata	51	59	6	35
Mumbai	215	72	7	20
Cities Combined	<b>908</b>	51	9	40

Source: CMS - ICS 2012

Among cities, in Mumbai, the percentage of slum dwellers who experienced corruption i.e. asked for bribe was highest, 8 out of 10 slum households that interacted with the service. On the other hand in Ahmedabad, around two-third of the slum dwellers were not asked to pay bribe when they interacted with the Municipal services to avail the service.

**Table 3: Reason for Paying Bribe and Amount Paid in Municipal Services**

Reasons for Paying Bribe	Households Paid* (in %)	Range of Amount Paid (in INR)
Removal of garbage	24	10-3000
Drainage/Sewage cleaning	34	10-1500
Sweeping of streets	14	10-2000
Street lights	7	100-1000
Road construction/repairing	5	50-1000
For birth certificate	9	60-400
For Caste certificate	4	100-500

\*Out of those who paid Bribe; Multiple Response

Source: CMS - ICS 2012

The bribe was mainly paid for reasons such as to get the drainage system cleaned (34 percent), for removal of garbage in the vicinity of the slum households (24 percent) and to get the streets swept (14 percent).

Excluding exceptions the amount most often paid as bribe in the Municipal services ranged between Rupees 50-150.

## SECTION III

### City-specific highlights

**CMS-India Corruption Study (CMS-ICS) 2012**, eighth round of study on corruption in public services pioneered by CMS since 2000 covered urban slums of the nine cities. The cities include

- Ahmedabad
- Bengaluru
- Bhubaneswar
- Chennai
- Delhi
- Goa
- Hyderabad
- Kolkata
- Mumbai

### City-specific highlights

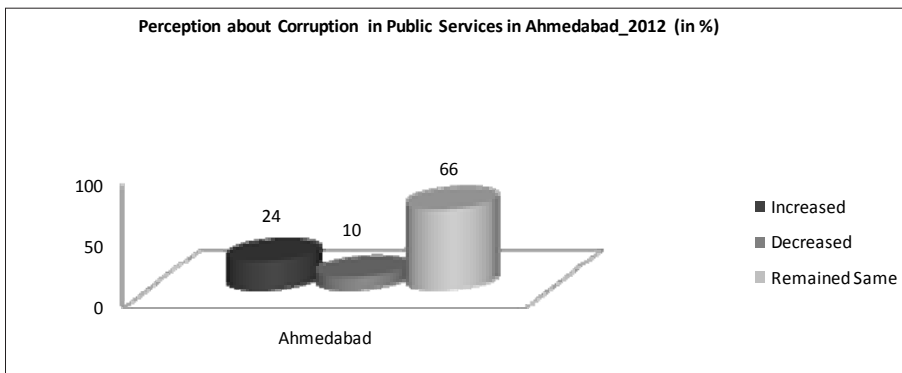
- Mumbai followed by Goa is the most corrupt city as far as slum dwellers 'experienced corruption in public services' is concerned.
- Ahmedabad emerged as the least corrupt city for slum dwellers.
- In terms of perception about corruption in public services, Goa emerged on top with 75 percent slum dwellers opining 'increase' in level of corruption in public services during the last one year.
- Compared to other cities, in Chennai, most slum dwellers (36%) opined that level of corruption has 'remained same' during the period.
- Kolkata emerged as the city with least percentage of households having interacted with public services during the last one year (less than 2 public services).
- Average number of public services interacted with during the last one year prior to CMS-ICS 2012 was highest in Bhubaneswar and Goa (4 public services).

## Ahmedabad

Ahmedabad city, as per Census 2011 has a population of around 5.5 million and that of Ahmedabad metropolitan area is around 6.3 million, making it India's seventh largest metropolitan area of India with around 30% of the population living in these slum areas.

CMS-ICS 2012 conducted in the slums of the nine cities, which include metropolitan and neo-metro cities, suggest that less than one-fourth of the slum dwellers perceived that corruption has increased in public services during the last one year in respective cities is concerned.

The average number of public services interacted with in Ahmedabad by the slum dwellers is 2.3. The public services where the percentage of slum dwellers in Ahmedabad interacted most are PDS services (87%) followed by Electricity (58%) services.

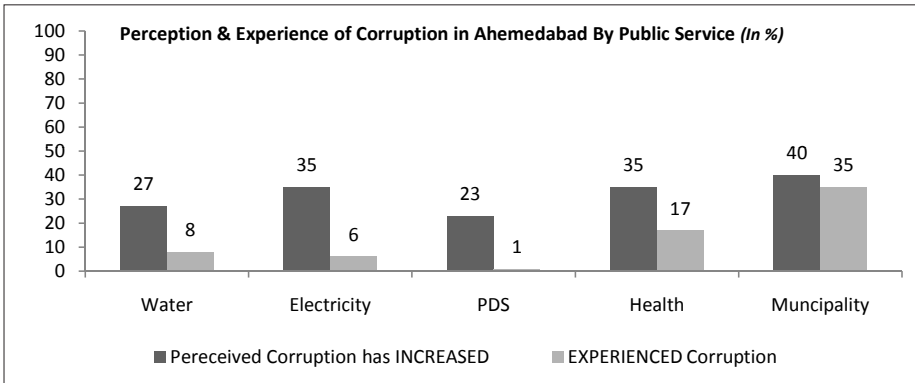


Source: CMS - ICS 2012

On comparing with CMS-ICS 2008 round findings, Ahmedabad emerges to be the only city where the first hand experience of corruption in 2012 among slum dwellers has gone down from 41% to 23%. In other words, less than one out of every four slum households in Ahmedabad that interacted with any of the seven public services covered in CMS-ICS 2012 were 'asked to pay bribe' at least once during the last one year prior to the survey.

Around 7 percent of the slum dwellers were deprived of the public services as they could not pay bribe. However, out of those who were 'asked to pay bribe' in any of these public services, more than nine out of ten slum dwellers ended up paying bribe to avail the services. The amount most often paid (Mode) by slum dwellers in Ahmedabad is also low (Rs 50) as compared to the corresponding figure of the nine cities combined, which is Rs 200.

## Perception and Experience of Corruption in Ahmedabad slums- By Public Services



Source: CMS - ICS 2012

In all services, the slum dwellers that opined 'corruption has increased' during the last one year is 40 percent or less. Very few slum dwellers interacted with Housing and Police Services, less than 25 households, hence not included for further analysis. The percentage of slum dwellers in Ahmedabad that had first-hand experience of corruption is highest in Municipal services followed by public health/ hospital.

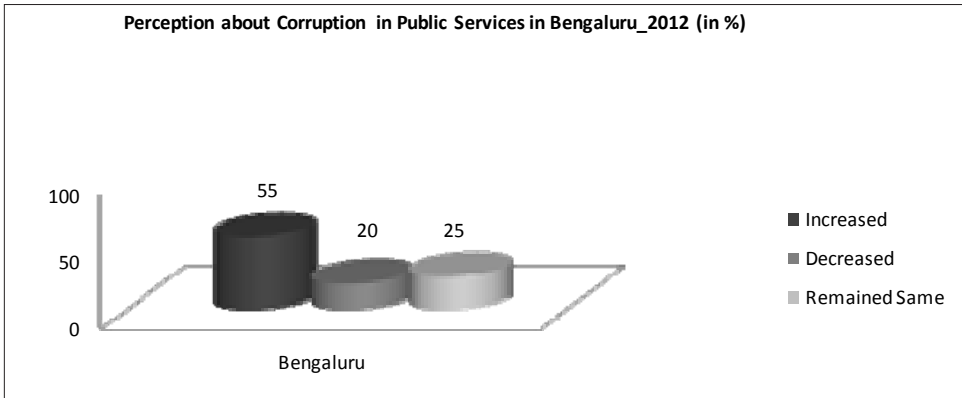
Interestingly, all the twenty three slum dwellers from Ahmedabad sample of the study, which interacted with the Police services during the last one year, were asked for a bribe and all of them except one slum dweller paid cash to receive service. The purpose of paying bribe in the Police services was mainly 'to remove their name as an accused'.

## Bengaluru

Bengaluru with a population of around 8.5 million emerges as the third most populated metropolitan in India. As per Bruhat Bengaluru Mahanagara Palike (BBMP), around 30-40% of the city's population lives in these slum areas.

CMS-ICS 2012 conducted in the slums of the nine cities, which include metropolitan and neo-metro cities brings out that every second slum dweller feels that corruption in public services has increased during the last one year. Another one-fourth opined 'no change' in the situation as far as corruption in public services in Bengaluru is concerned.

The average number of public services visited by households was three in Bengaluru, similar to the combined average of nine cities covered in CMS-ICS 2012. PDS (88%) and Health/hospital (52%) are the two most interacted public services by slum dwellers in Bengaluru.

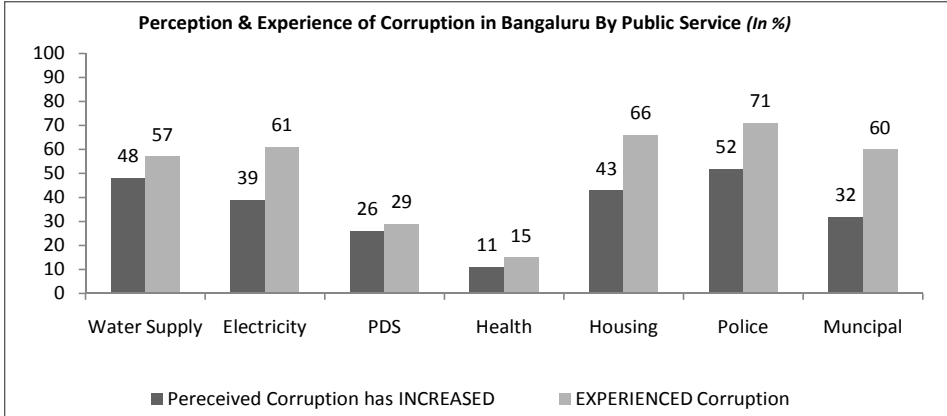


Source: CMS - ICS 2012

Compared to CMS-ICS 2008, the first hand experience of corruption in 2012 among slum dwellers in Bengaluru has gone up from 60% to 73%. In other words, every three out of four slum households in Bengaluru that interacted with any of the seven public services covered in CMS-ICS 2012 were 'asked to pay bribe' at least once during the last one year prior to the survey.

No bribe no work seems to be the motto of public service providers in Bengaluru. More than half of the slum dwellers in Bengaluru were deprived of the public services at least once as they could not pay bribe. Out of those who were 'asked to pay bribe' in any of these public services, almost three out of four slum dwellers ended up paying bribe to avail the services. The amount most often paid (Mode) by slum dwellers in Bengaluru is Rs 200, same as the corresponding figure of the nine cities combined.

## Perception and Experience of Corruption in Bengaluru slums- By Public Services



Source: CMS - ICS 2012

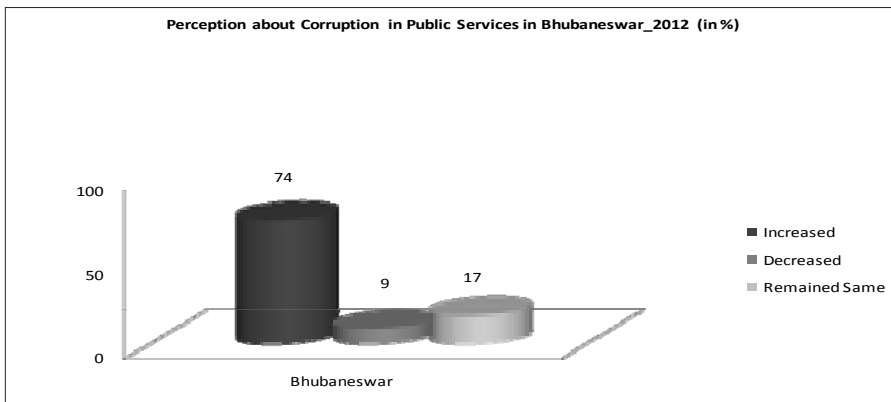
Noticeably, Bengaluru is the only city covered in CMS-ICS 2012 where experienced corruption is higher than the perception that 'corruption has increased'. The perception that level of corruption has increased is mainly due to the fact that a high percentage of slum dwellers did not notice any change for the better and hence opined that 'corruption has remained same' in the public services in Bengaluru.

## Bhubaneswar

Bhubaneswar metropolitan area with a population of around 3.9 million Bhubaneswar has more than 180 slums and demographic scenario in such slums is alarming. The slum comprises around 40% of the total population of Bhubaneswar and the socio-economic condition of the dwellers is worse as they lack basic services like water and proper sanitary system, pollutions, poor education services, among others.

CMS-ICS 2012 conducted in the slums of the nine cities, which include metropolitan and neo-metro cities brings out that every three out of four slum dwellers feel that corruption in public services has increased during the last one year.

The average number of public services interacted with by a household in Bhubaneswar was around 4, second highest after Goa among the nine cities covered in CMS-ICS 2012. In Bhubaneswar, almost all slum dwellers interacted with health/hospital services followed by PDS and Electricity services.



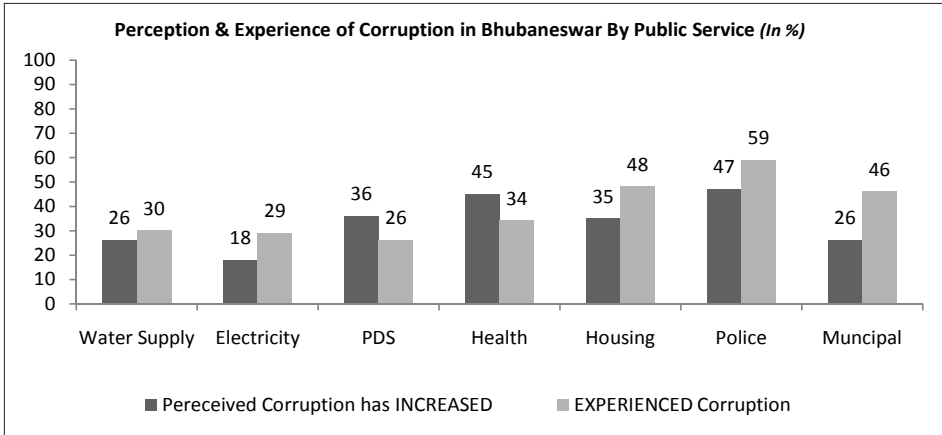
Source: CMS - ICS 2012

The first hand experience of corruption in 2012 among slum dwellers in Bhubaneswar is reported by 64% of the surveyed households. In other words, almost two out of every three slum households in Bhubaneswar that interacted with any of the seven public services covered in CMS-ICS 2012 were 'asked to pay bribe' at least once during the last one year prior to the survey.

No bribe no work seems to be the motto of public service providers in Bhubaneswar. As high as eight out of ten slum dwellers who were asked to pay bribe in Bhubaneswar were deprived of the public services at least once during the last one year as they could not pay bribe. Out of those who were 'asked to pay bribe' in any of these public services, around 33% paid bribe to avail the services. The amount most often paid (Mode) by slum dwellers in Bhubaneswar is Rs 200, same as the corresponding figure of the nine cities combined.



## Perception and Experience of Corruption in Bhubaneswar slums- By Public Services



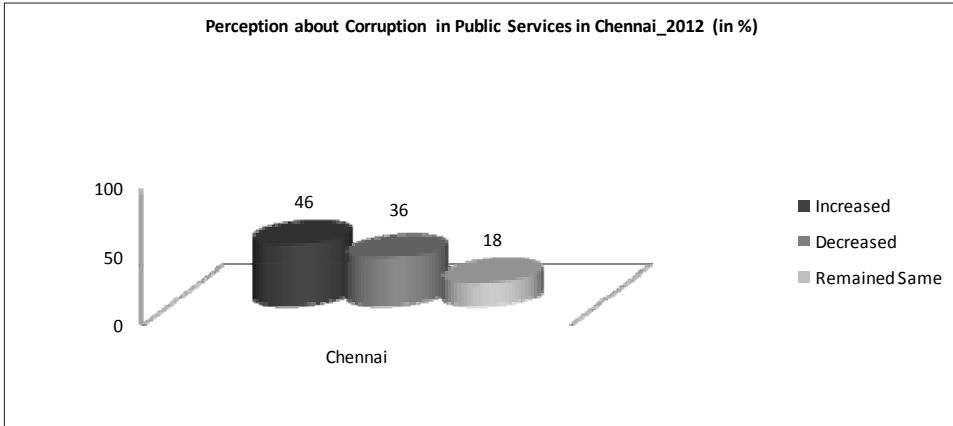
Source: CMS - ICS 2012

Except PDS and Health/hospital services, the percentage of slum dwellers that experienced corruption is higher than those who hold the perception that ‘corruption has increased’. None of the surveyed slum dwellers in Bhubaneswar, like in Ahmedabad, paid cash as bribe to access PDS services. The slum dwellers who were asked to pay bribe rather chose to use their influence to get a new ration card and to get their monthly ration of food grains. ■■■

## Chennai

Chennai with a population of around 4.68 million (Census 2011) is the sixth largest city of India with every fifth person of the city's population living in the slum areas.

CMS-ICS 2012 conducted in the slums of the nine cities, which include metropolitan and neo-metro cities brings out that almost every second slum dwellers in Chennai feels that corruption in public services has increased during the last one year.



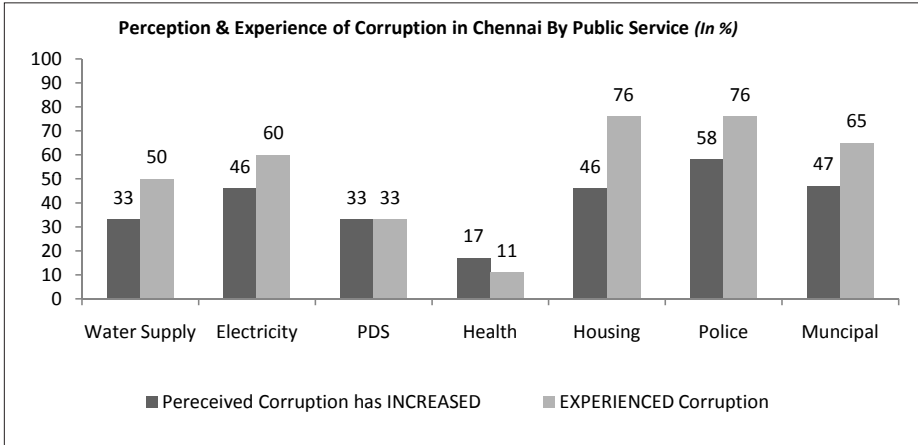
Source: CMS - ICS 2012

The average number of public services interacted with by the slum households was three in Chennai, similar to the combined average of nine cities covered in CMS-ICS 2012. Due to Universalization of PDS in Tamil Nadu, as high as 90% of the slum dwellers in Chennai interacted with PDS services. Comparatively, with other public services the percentage of slum dwellers that interacted with during the last one year prior to the survey was 50 percent or less in Chennai.

Compared to CMS-ICS 2008, the first hand experience of corruption in 2012 among slum dwellers in Chennai has gone up from 69% to 80%. In other words, every fourth slum households in Chennai that interacted with any of the seven public services covered in CMS-ICS 2012 were 'asked to pay bribe' at least once during the last one year prior to the survey.

Around half of the slum dwellers in Chennai were deprived of the public services at least once as they could not pay bribe. Out of those who were 'asked to pay bribe' in any of these public services, more than 70% of the slum dwellers ended up paying bribe to avail the services. The amount most often paid (Mode) by slum dwellers in Chennai is Rs 300, higher than the corresponding figure of the nine cities combined, which is Rs 200.

## Perception and Experience of Corruption in Chennai slums- By Public Services



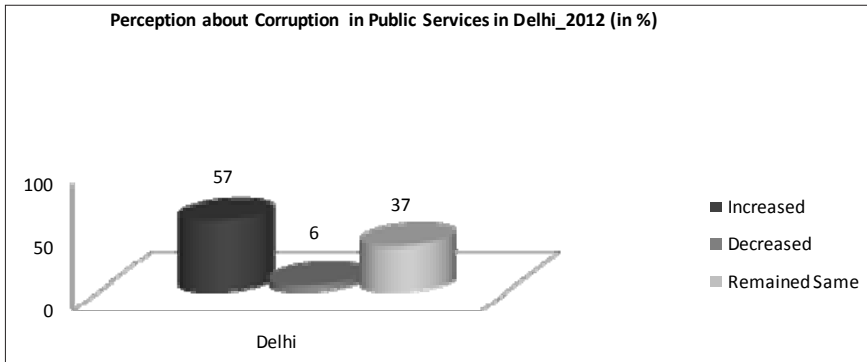
Source: CMS - ICS 2012

In Chennai, except PDS and Health services, in all other services, the percentage of slum dwellers who ‘experienced corruption’ is higher than those who ‘perceived that corruption has increased’ in a particular service. The fact that low perception about ‘level of corruption has increased’ could be attributed to the fact that a high percentage of slum dwellers did not notice any change for the better during the last one year and hence opined that ‘corruption has remained same’ in the public services in Chennai.

## Delhi

National Capital Territory (NCT) of Delhi has a population of around 16.75 million (Census 2011). Delhi has more than 3000 slums with a population of around 3.16 million<sup>5</sup>. In other words, almost one-fifth of Delhi's population lives in slums.

As per CMS-ICS 2012, every second slum dweller in Delhi feels that level of corruption in public services has increased during the last one year. Of the rest, majority feel that it has remained same i.e. no change for the better, as far as corruption in public services is concerned.



Source: CMS - ICS 2012

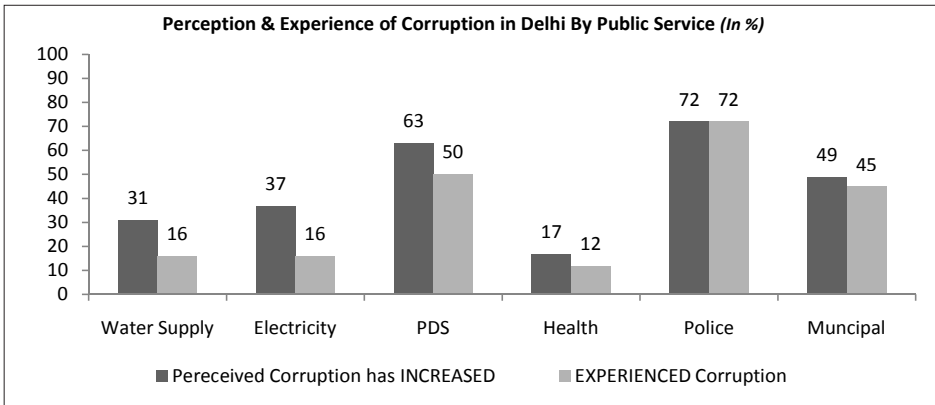
The average number of public services interacted with by the slum dwellers during the last one year was three in Delhi, similar to the combined average of nine cities covered in CMS-ICS 2012. Amongst the most sought after public services by slum dwellers in Delhi include PDS (84%), Electricity (74%) and Health (64%). Nearly half of the slum households interacted with Municipality services while every third slum households had interaction with Police services during the last one year prior to the survey.

Compared to CMS-ICS 2008, the first hand experience of corruption in 2012 among slum dwellers in Delhi has doubled, from 33% to 65%. Every two out of three household in slums of Delhi that interacted with any of the seven public services covered in CMS-ICS 2012 were 'asked to pay bribe' at least once during the last one year prior to the survey.

Around 16 percent of the slum dwellers were deprived of the public services as they could not pay bribe. Out of those who were 'asked to pay bribe' in any of these public services, nine out of every ten slum dwellers ended up paying bribe to avail the services. Delhi being national capital territory, the bribe rates are also high! The most often paid (Mode) amount by slum dwellers in Delhi is Rs 500 as against the corresponding figure of the nine cities combined, which is Rs 200. Two separate households in Delhi also paid Rs.5000 each to the Police as bribe to remove their names as accused.

5 Source: Report of the Committee on Slum Statistics/Census, Ministry of Housing and Urban Poverty Alleviation, 2011

## Perception and Experience of Corruption in Delhi slums- By Public Services



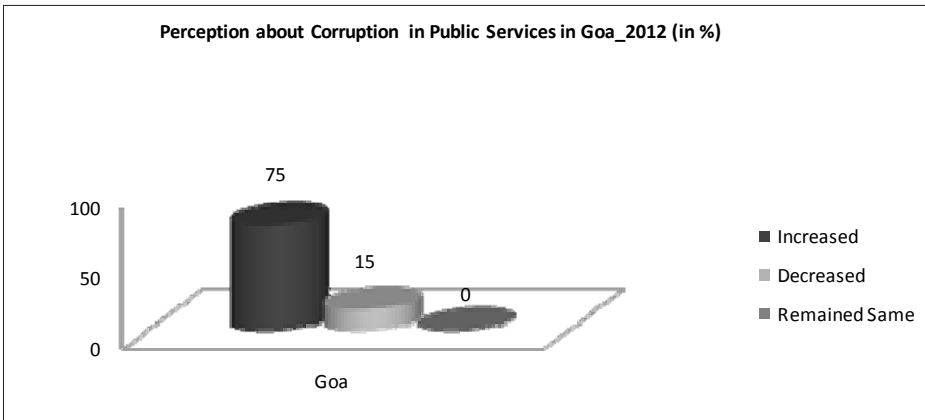
Source: CMS - ICS 2012

Noticeably, while in all services, the perception is higher than firsthand experience of corruption, with the Police, the percentage of slum dwellers who perceived that 'corruption has increased' is same to those who experienced corruption. Among the three public services, where percentage of slum dwellers who experienced corruption is high- Police, PDS and Municipality services, the main reasons for paying bribe are 'to remove name as an accused/ to get FIR registered'; 'to get monthly quota of food ration'; 'to get the drainage/sewage cleaned', respectively. It is pertinent to mention that a high percentage feel that level of corruption has 'remained same' i.e. no change for the better.

## Goa

Goa, as per Census 2011, is the state having highest proportion of urban population with 62.17% of the population living in urban areas. Of these, more than 17 percent are in slums<sup>6</sup>.

CMS-ICS 2012 shows that slum dwellers in Goa have high dependence on Public services. Compared to other eight cities, slum dwellers from Goa emerged as the ones, who interacted most with the four public services namely, Water, Housing, Municipality and Police while second most users of the PDS services.



Source: CMS - ICS 2012

Among nine cities which include metropolitan and neo-metro cities, Goa emerges on top as far as perception of urban slum dwellers about corruption in public services during the last one year in respective cities is concerned.

Noticeably, around 90 percent of the slum dwellers in Goa were asked for bribe at least once during the last one year prior to the survey for CMS- ICS 2012. The household level survey was conducted in last quarter of 2011.

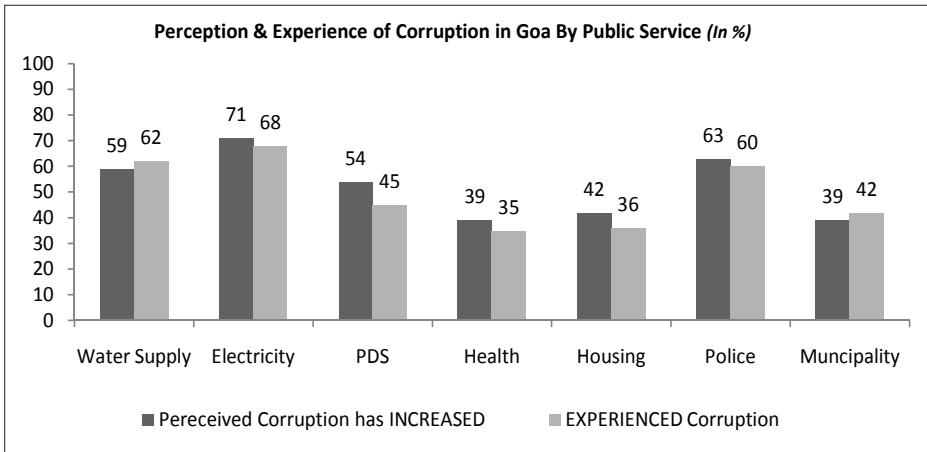
Among the nine cities covered in CMS-ICS 2012, Goa emerged as the second most corrupt next only to Mumbai, in terms of 'experienced corruption at least once' in any of the seven public services during the last one year prior to ICS-CMS 2012.

In terms of proportion of slum dwellers that paid bribe and total amount paid as bribe, Goa tops the list. In Goa, the bribe amount most often (Mode) paid by slum dwellers in any of the 7 public services is Rs 700 while the corresponding figure of the nine cities combined is Rs 200.

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<sup>6</sup> Report of the Committee on Slum Statistics/Census, Ministry of Housing and Urban Poverty Alleviation, GoI, 2011

## Perception and Experience of Corruption in Goa among slum dwellers – By Public Service



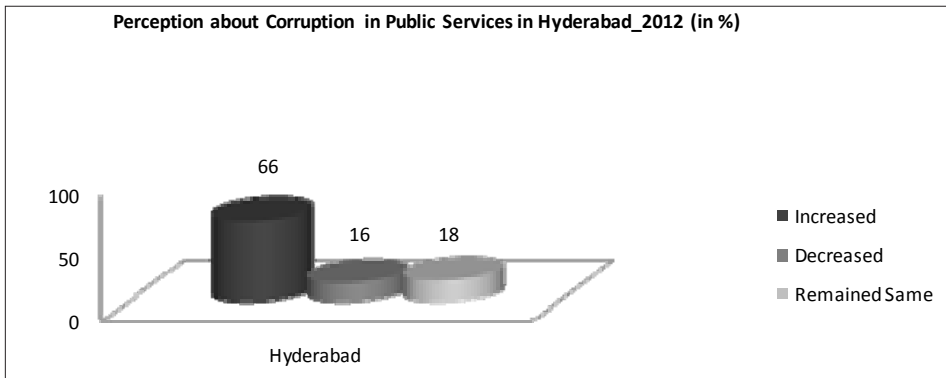
Source: CMS - ICS 2012

Interestingly, for water and municipal services, slum dwellers who ‘experienced corruption’ are more than those who ‘perceive that corruption has increased’ in these two services; this needs to be probed more intensely. Issues of great concern for the state government should be reporting of high incidences of corruption and narrowing of gap between ‘perception’ and ‘experienced’ corruption in public services, indicating that perception is more based on first-hand experience and less on hearsay.

## Hyderabad

Hyderabad metropolitan area contains 7.75 million residents<sup>7</sup>, making it India's sixth most populous urban agglomeration. As per GHMC, 12% of the city's area is covered by slums and 26% of the city's population lives in these slum areas.

CMS-ICS 2012 conducted in the slums of the nine cities, which include metropolitan and neo-metro cities, puts Hyderabad among the top three cities, next only to Goa and Bhubaneswar, as far as perception of urban slum dwellers about corruption in public services during the last one year in respective cities is concerned.



Source: CMS - ICS 2012

The average number of public services visited by households was three in Hyderabad, similar to the combined average of nine cities covered in CMS-ICS 2012. Almost all slum dwellers in Hyderabad interacted with PDS services followed by Electricity and Public Health services.

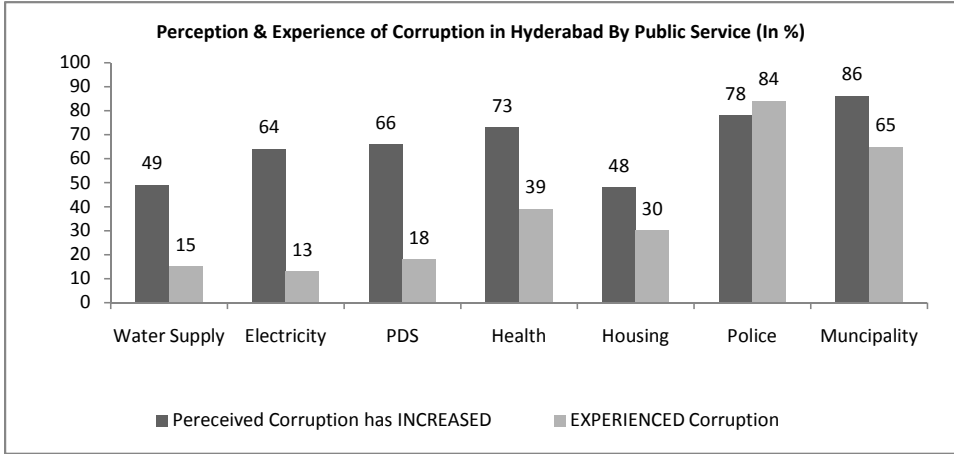
Compared to CMS-ICS 2008, the first hand experience of corruption in 2012 among slum dwellers in Hyderabad has gone up from 39% to 58 %. Every second household in slums of Hyderabad that interacted with any of the seven public services covered in CMS-ICS 2012 were 'asked to pay bribe' at least once during the last one year prior to the survey.

Around 22 percent of the slum dwellers were deprived of the public services as they could not pay bribe. Out of those who were 'asked to pay bribe' in any of these public services, almost three out of four slum dwellers ended up paying bribe to avail the services. The city or state administration can only take respite [sic] in the fact that the bribe amount most often paid (Mode) by slum dwellers in Hyderabad is Rs 100 as against the corresponding figure of the nine cities combined, which is Rs 200!!

<sup>7</sup> Greater Hyderabad Municipal Corporation (GHMC)



## Perception and Experience of Corruption in Hyderabad slums- By Public Services



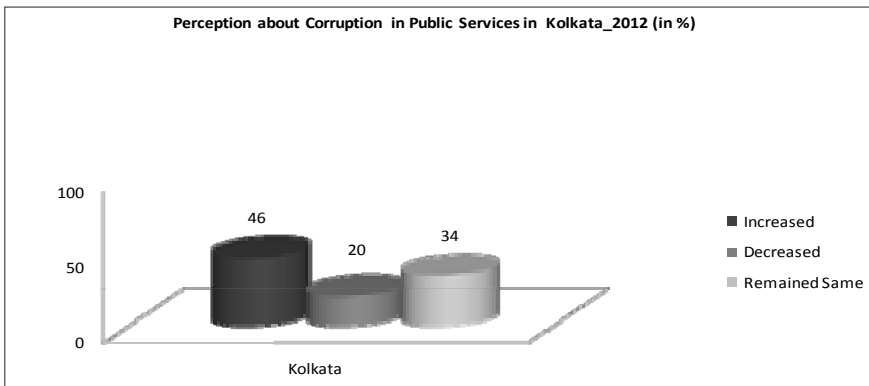
Source: CMS - ICS 2012

Noticeably, while in all services, the perception is higher than firsthand experience of corruption, with the Police, the experience of corruption is higher than the perception that 'corruption has increased'. This does not include those who perceived 'corruption has remained same'. Previous rounds of CMS-ICS too have shown that perception is mostly higher than experience because it is largely built on various sources of information like television and newspapers as well as own observation.

## Kolkata

Kolkata city with a population of 4.5 million is the 7<sup>th</sup> largest city of India. As a growing metropolitan city, Kolkata confronts substantial urban pollution, traffic congestion, poverty, overpopulation, and other logistic and socioeconomic problems. Around one-third of the city's population lives in the slum areas.

CMS-ICS 2012 conducted in the slums of the nine cities, which include metropolitan and neo-metro cities brings out that almost every second slum dwellers in Kolkata opined that corruption in public services has increased during the last one year prior to the survey.



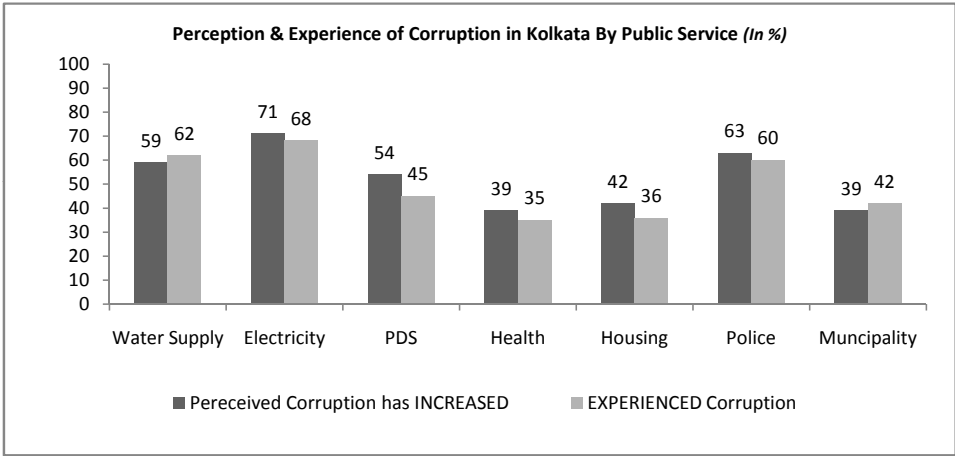
Source: CMS - ICS 2012

The average number of public services interacted with by the slum households was less than 2 in Kolkata. This is also evident from the fact that only in two services, PDS (52%) and Health/Hospital (42%), the percentage of slum dwellers which interacted with any of the seven public services covered in CMS-ICS 2012 was sizeable. In the remaining five, less than one-fifth of the surveyed slum dwellers interacted with any of the public services covered in this round of CMS-ICS 2012.

The first hand experience of corruption in 2012 among slum dwellers in Kolkata has been reported by around two-third of the slum dwellers. In other words, every two out of three slum households in Kolkata that interacted with any of the seven public services covered in CMS-ICS 2012 were 'asked to pay bribe' at least once during the last one year prior to the survey.

A little more than one-fourth of the slum dwellers in Kolkata were deprived of the public services at least once as they could not pay bribe. Out of those who were 'asked to pay bribe' in any of these public services, around two-third of the slum dwellers ended up paying bribe to avail the services. The bribe amount most often paid (Mode) by slum dwellers in Kolkata is Rs 50, lowest among the nine cities figure of Rs 200. The highest amount of bribe paid by an individual slum household in Kolkata was Rs. 1000, paid to the Police 'for installing a shop'.

## Perception and Experience of Corruption in Kolkata slums- By Public Services



Source: CMS - ICS 2012

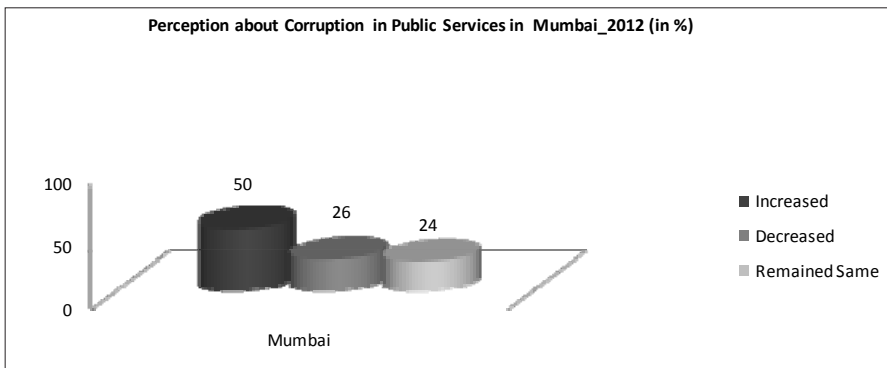
Except water supply and municipality services, in all other services in Kolkata, the percentage of slum dwellers who 'perceived that corruption has increased' in a particular service is higher than those who 'experienced corruption', although the difference is narrow. This suggests that in majority of the cases, the perception is not based on word of mouth only. ■■■

## Mumbai

Mumbai with a population of 12.48 million is the largest city of India. In spite of Mumbai being the financial capital of India, more than half of the city's population lives in the slum areas.

CMS-ICS 2012 conducted in the slums of the nine cities, which include metropolitan and neo-metro cities brings out that almost every second slum dwellers in Mumbai opined that corruption in public services has increased during the last one year prior to the survey.

The average number of public services interacted with by the slum households in a year was more than 3 in Mumbai. Amongst the most interacted public services include PDS (80%), Municipality (71%), Water (50%) and Health/Hospital (48%).

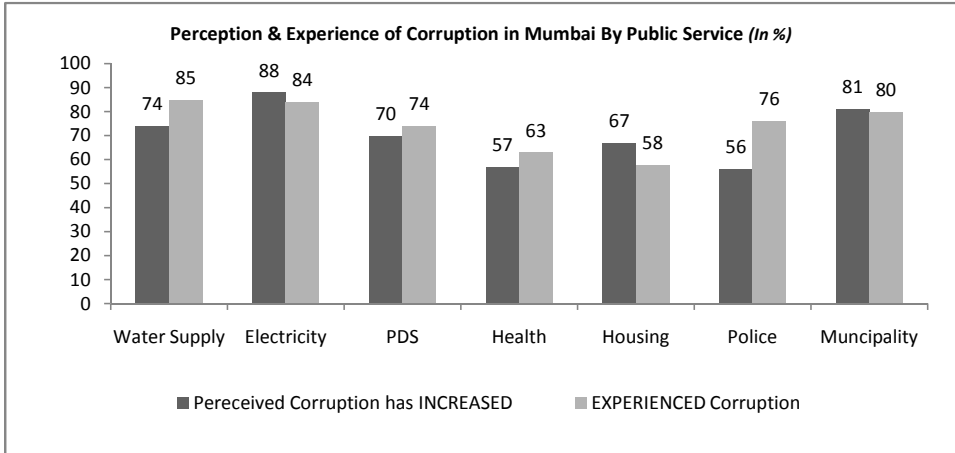


Source: CMS - ICS 2012

Mumbai tops the list as far as slum dwellers first-hand experience with corruption in public services is concerned. More than nine out of ten slum households (96%) in Mumbai that interacted with any of the seven public services covered in CMS-ICS 2012 were 'asked to pay bribe' at least once during the last one year prior to the survey.

A little more than one-third of the slum dwellers in Mumbai were deprived of the public services at least once as they could not pay bribe. Out of those who were 'asked to pay bribe' in any of these public services, more than 95% had to pay bribe to avail the services one time or the other. The amount most often paid (Mode) by slum dwellers in Mumbai is Rs 100.

## Perception and Experience of Corruption in Mumbai slums- By Public Services



Source: CMS - ICS 2012

Among the public services interacted with, the percentage of slum dwellers who perceived that level of corruption has increased in public services and those slum dwellers who experienced corruption while interacting with these public services is similar thus suggesting that opinion formed by slum households about extent of corruption in public services in Mumbai is based on own experience.

## SECTION IV

### Pointers for Action

A special review of Policies on slums and slum dwellers in the specific context of basic services.

**Identifying Champions for slum free Cities:** To expedite the planned development of cities and slums, in particular, it is important to identify in each city 'champions' of the cause i.e. planned settlement of slum population .

**Social Audit of services** in slums will ensure better service delivery and plugging the gaps in supply and demand of public services.

**Increase Interaction with Public Services:** Lesser interaction with public services is a matter of greater concern. Public services should be easily accessible and available to urban poor whenever approached. Service providers at urban public service delivery points should be sensitized to provide user-friendly services round the clock.

**Fixing Accountability:** The fact that a majority of slum dwellers are reporting 'experienced corruption' is unacceptable. Quick and easy process to avail public services will help in curbing corruption. To add to it zero-tolerance towards corruption in public service delivery points will ensure higher satisfaction and lesser harassment for slum population. Rights to Services should be introduced in all big cities across the country for time-bound service delivery.

**Simplifying and Expediting Process of Service delivery:** With delay in service delivery and need for documents slows down the availing of services. For urban poor, with majority being migrant population, reducing paper work and expediting service delivery will be of great relief and important towards availing public services.

**Public Private Partnership:** Engaging more and more private players as partners in sectors like housing for poor, water supply, sewage cleaning and garbage collection will ensure availability of these basic but essential services across all slums. This will ensure reduction in *dadagiri* and middlemen.

**Engaging Academic Centres:** As an initiative, local academic centres could be roped in and requested to adopt a slum to develop as a 'model slum'.

**Special Information and Redressal Cell:** Population residing in urban slums are mostly migrant population, which lack information about whom, how and where to approach to avail the services. A single window facility for all public services will be of great respite for the families in slums.

**Use SMS:** With increasing mobile phones subscription base in India and urban poor not remaining out of the ambit, Short Message Service (SMS) text messages services should be frequently used by service providers to share information about public services as well as to receive grievances. This will reduce the need for the slum dwellers to visit service delivery points to register their grievance and not lose their daily wages.





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