

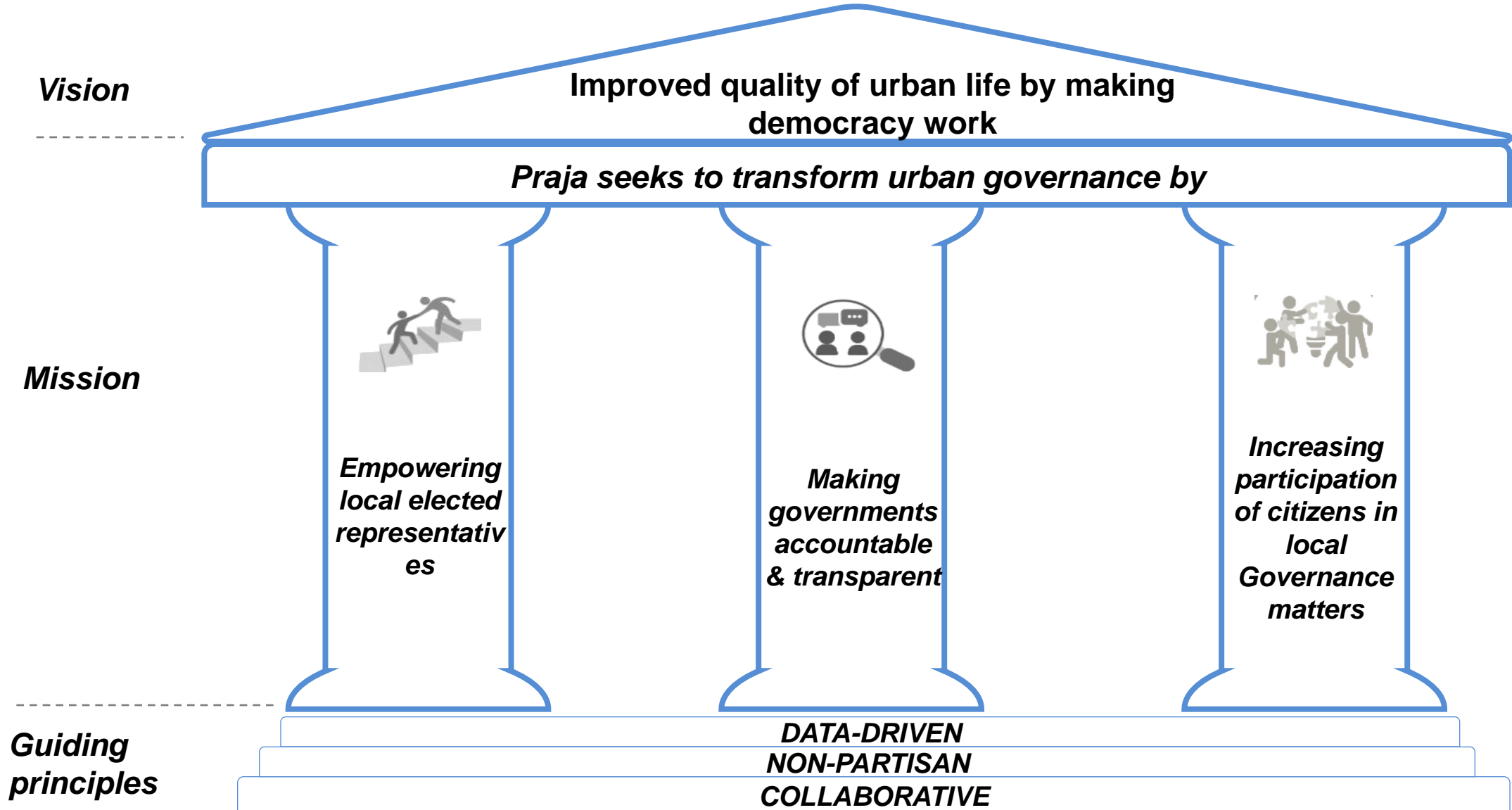


Indo-Global
Social Service Society

Status of Governance and Service Delivery in Delhi

30th January 2020

To improve quality of urban life, Praja has a three pronged approach...



- 1. Status of Governance in Delhi**
- 2. Status of Public Education in Delhi**
- 3. Status of Public Health in Delhi**
- 4. Status of Policing and Law and Order in Delhi**
- 5. Status of Civic Issues in Delhi**
- 6. Deliberation by Elected Representatives**
- 7. Policy Recommendations**

Governance in Delhi: Current Context

- Delhi is a hybrid of a union territory and a regular Indian state when it comes to the division of powers between the central government, state government and the city government.
- Delhi has 7 Members of Parliament (MP), 70 Members of Legislative Assembly (MLA) and 272 Councillors of Municipal Corporation of Delhi elected by citizens of Delhi to represent them in Centre, state and city government respectively.
- However due to multiple centers of power and the multiplicity of authorities, it is very difficult to identify and fix accountability for many of the civic services in the city.

The National Capital Territory of Delhi has three types of city government: -

1. New Delhi Municipal Council
2. Cantonment Board
3. Municipal Corporations – South, North and East

Delhi Municipal Corporation

Municipal Corporation of Delhi is divided into 272 wards and 12 zones. SDMC, NDMC and EDMC has 104, 104 and 64 elected representatives respectively. There are 12 Ward Committees, (4,6,2 respectively). Each elected corporation consist of a general body of all councilors, statutory committees (Standing, Education and Rural area committee), special committees and Ad-hoc Committees.

When it comes to service delivery, Delhi has multiple agencies under Centre, State and the City Government. Because of these multiple centres of power, multiplicity of authorities, it is very difficult to identify and fix accountability for many of the civic services provided in the city.

Distribution of Services in Delhi

SERVICE	AUTHORITY		
	STATE (NCT of Delhi)	MCD (Municipal Corporations of Delhi)	CENTRE
Pollution	√		
Water supply and Sewage	√		
Education	√	√	√
Slum Rehabilitation Authority (SRA) Related	√	√	√
Hospitals/Dispensaries (Health Care)	√	√	√
Solid Waste Management		√	
Drainage		√	
Policing			√

■ State
 ■ MCD
 ■ Centre
 ■ State/MCD/Centre

Source: Praja Councillor Handbook-2017

The principle of subsidiarity

The main idea behind the principle is that a larger or greater body should not carry out activities which can be efficiently done at local level by smaller body.

The principle of subsidiarity emphasises that central authority should have a subsidiary function, performing only those tasks which can not be performed at immediate or local level.

Further, it means that the policies should always be made at lowest possible level and state should legislate when uniform regulation is necessary

Its relevance

City governments should exercise functions which can be carried out efficiently as a democratic unit of city government.

This means that the 18 functions listed in 74th constitutional amendment which are of local importance should be carried out by city governments and central/state governments should not get involved in them.



1.3 Status of Devolution of 18 Functions under 12th Schedule to City Government in Delhi

Sr. No	Functions	Status in Delhi
1	Urban planning including town planning.	Urban planning is done by the Delhi Development Authority (DDA) and the Municipal Corporation of Delhi (MCD) Town Planning Department. Mainly passed by State Government in practice
2	Regulation of land-use and construction of buildings.	In Delhi the formulation of the land use pattern and building byelaws is left to the DDA, and MCD is only the executor.
3	Planning for economic and social development	MCD and State Government
4	Roads and bridges.	MCD, Public Works Department (PWD)
5	Water supply for domestic, industrial and commercial purposes	The Delhi Jal Board under State Government
6 a	Public health and sanitation conservancy	MCD - Primary healthcare centre's and State run hospitals
6 b	Solid waste management	MCD
7	Fire services	Fire Service Department, under the Delhi Government.
8	Urban forestry, protection of the environment and promotion of ecological aspects.	Tree Department – MCD and Department of Environment of Delhi Government.
9	Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded	MCD, overseen by Department of Social Welfare of Delhi Government

Sr. No	Functions	Status in Delhi
10	Slum improvement and upgradation	Primarily done by MCD under separate wing called Slum and JJ Wing, DDA, and Delhi Urban Shelter Improvement Board (DUSIB)
12	Provision of urban amenities and facilities such as parks, gardens, playgrounds	MCD, DDA
13a	Promotion of cultural and aesthetic aspects.	MCD and State Government
13b	Promotion of education	MCD-primary schools (up to 6 th Grade) State Government- Secondary Education (post 6 th Grade)
14	Burials and burial grounds; cremations, cremation grounds	MCD
15	Cattle pounds; prevention of cruelty to animals	MCD
16	Vital statistics including registration of births and deaths.	MCD
17	Public amenities including street lighting, parking lots, bus slops and public conveniences.	MCD, State Electricity
18	Regulation of slaughter houses and tanneries	MCD

Highlights:

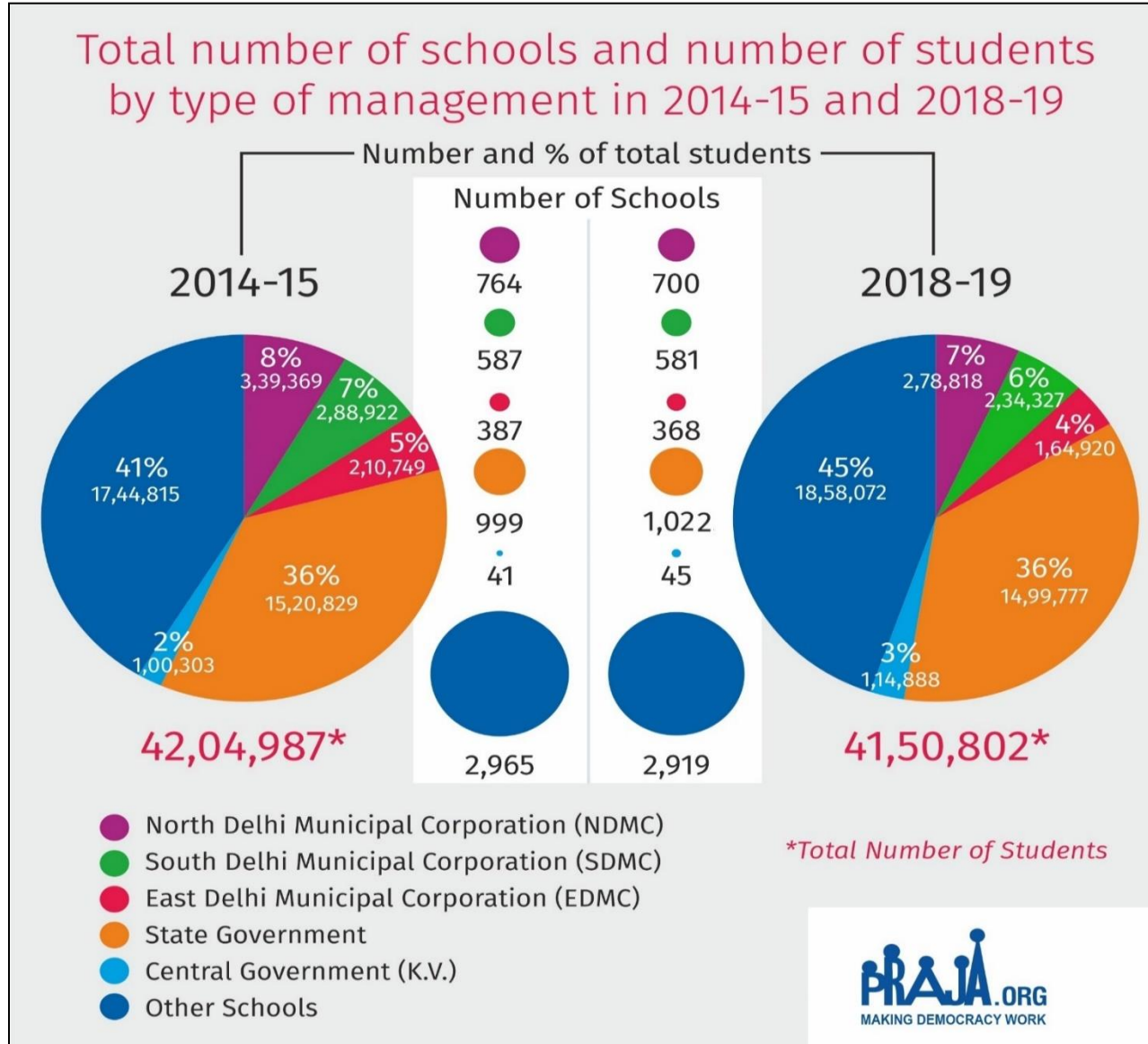
1. City government should have complete authority to carry out all 18 functions plus functions of local importance which are related to day-to-day life of people.
2. Out of 18 functions only 4 services are with city government in Delhi whereas 11 are with multiple agencies and 3 services are under state government.

Legend City government control Multiple agencies State Control

Source : Prajas's Urban Governance Study; Mapping of 74th Amendment in India 2020.

Status of Public Education in Delhi

2. Status of Public Education in Delhi



Transition of Students from Class 7 to Class 12 in State Government Schools from 2015-16 to 2018-19

Class	2015-16	2016-17	2017-18	2018-19
7	2,09,637	2,14,434	2,13,926	2,06,707
8	2,18,431	2,06,602	2,08,427	2,14,258
9	2,88,094	3,11,824	2,89,682	3,02,845
10	1,42,618	1,64,065	1,38,829	1,73,533
11	1,66,150	1,50,480	1,71,613	1,36,874
12	1,33,411	1,23,008	1,14,176	1,30,136

40%

- Students did not go to Class 10th in 2018-19 from Class 9th in 2017-18.

24%

- Students did not go to Class 12th in 2018-19 from Class 11th in 2017-18.

Only 3.5% of 1,16,149 students who failed in 9th in state government schools in 2017-18, enrolled in Patrachar in 10th in 2018-19

Year		2014-15	2015-16	2016-17	2017-18	2018-19
State Government Schools	9th Enrolment	2,59,705	2,88,094	3,11,824	2,89,682	3,02,845
	10th Enrolment	1,40,570	1,42,618	1,64,065	1,38,829	1,73,533
	Number of students who did not go from 9th to 10th standard	1,17,087	1,24,029	1,72,995	1,16,149	-
	%	45%	43%	55%	40%	-
Patrachar	10th standard Enrolment	1,656	3,165	65,451	2,830	4,037
	Number of students who appeared for 10th Board exam	1,516	2,900	62,275	2,663	3,163
	Number of students who passed	25	74	1,351	248	1,027
	Pass Percentage	2%	3%	2%	9%	32%

Only 17% of 41,477 students who failed in 11th in state government schools in 2017-18 enrolled in Patrachar schools in 12th in 2018-19

Year		2014-15	2015-16	2016-17	2017-18	2018-19
State Government Schools	11th Enrolment	2,04,051	1,66,150	1,50,480	1,71,613	1,36,874
	12th Enrolment	1,41,891	1,33,411	1,23,008	1,14,176	1,30,136
	Number of students who did not go from 11th to 12th standard	70,640	43,142	36,304	41,477	-
	%	35%	26%	24%	24%	-
Patrachar	12th standard Enrolment	6,652	7,032	6,373	5,533	7,077
	Number of students who appeared for 12th Board exam	6,060	6,355	5,248	5,172	6,028
	Number of students who passed	1,326	2,098	2,026	2,361	3,195
	Pass Percentage	22%	33%	39%	46%	53%

Status of Public Health in Delhi

27 Deaths per day caused due to Respiratory Diseases in 2017

- Central Pollution Control Board (CPCB) data shows that Delhi had only **five ‘good’ AQI days in the last 4 years** (2015 to 2018).
- The **Average AQI levels in Delhi have been ‘poor’** in the past four years: 231 in 2015, 255 in 2016, 227 in 2017 and 2018.
- Number of deaths by respiratory diseases, which are caused and aggravated by air pollution, reflects a serious threat that Delhi’s residents face on a daily basis.
- **9,872 people in Delhi died of major respiratory diseases in 2017**, while the number of deaths was 11,900 in 2016 and 9,799 in 2015.

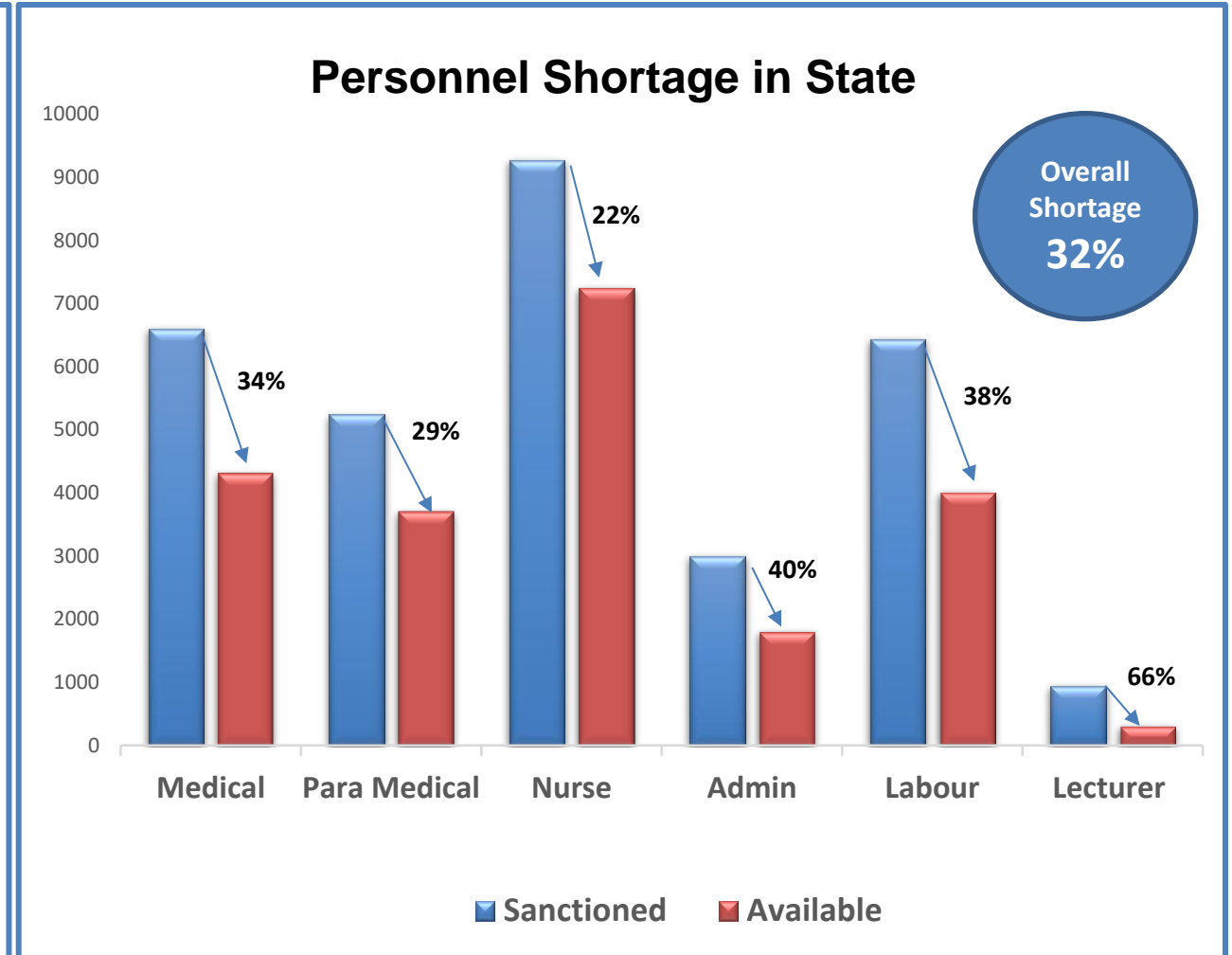
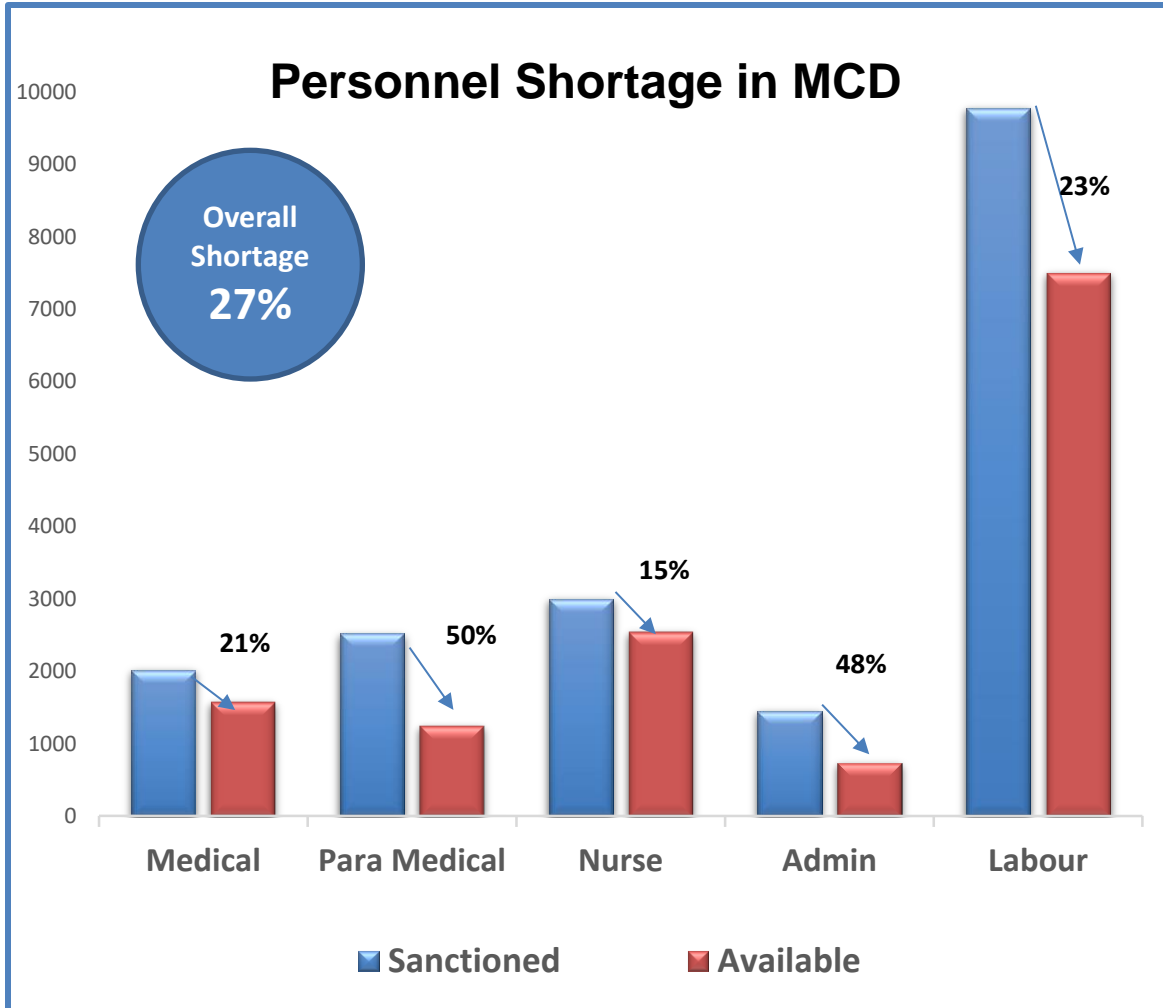
Poor Quality of Water Supply causing high number of Water borne Diseases in Delhi



Diarrhoea		Typhoid	
Cases(*)	Deaths(#)	Cases(*)	Deaths(#)
5,14,052	122	51,266	9

(*) Number of cases reported in government dispensaries and hospitals in 2018-19.

(#) Number of institutional deaths reported in 2017.



Cause of Death Data

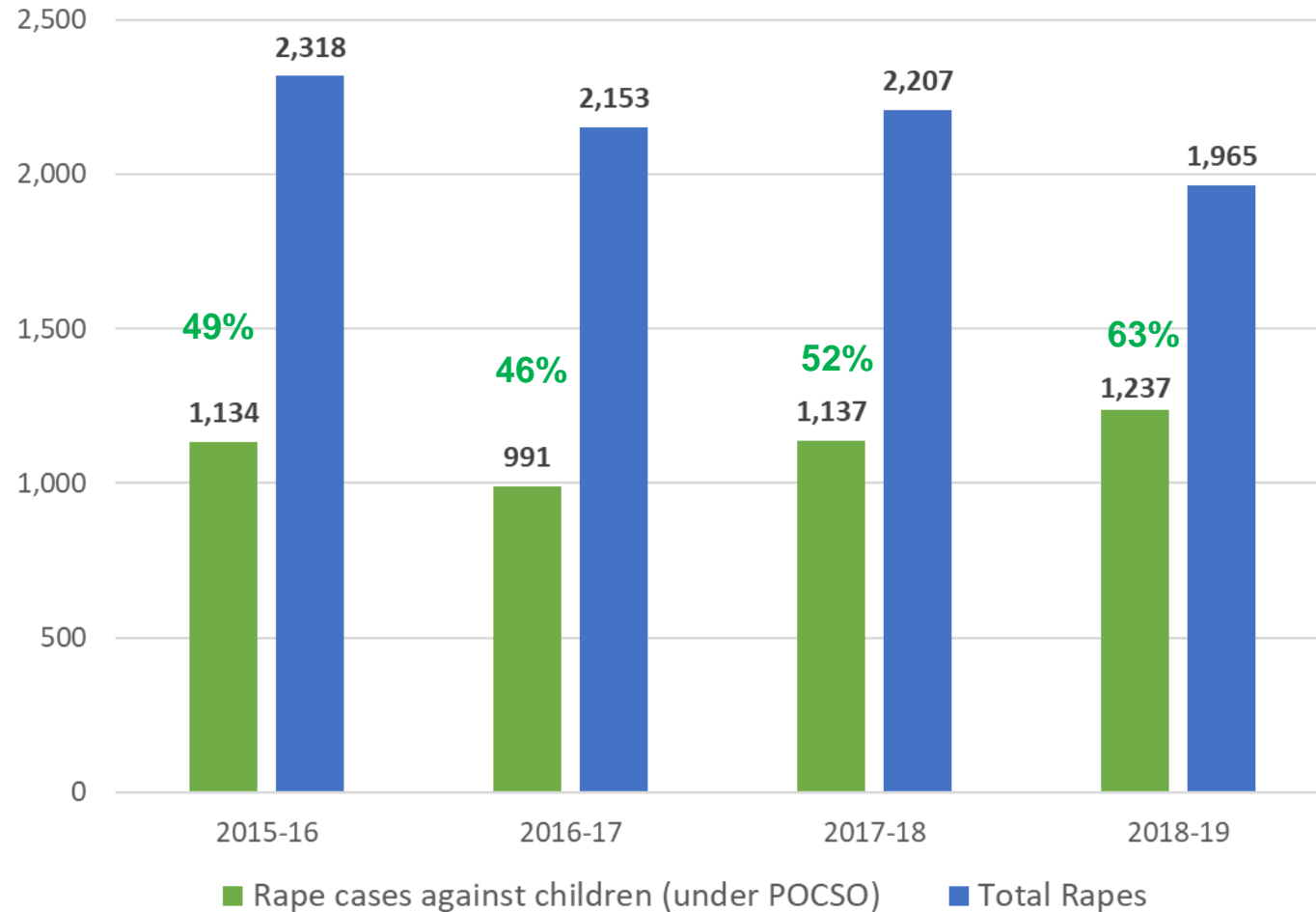
- Cause of death data can help government to set policy agenda regarding which diseases need immediate attention and at the same time fixing gaps in the public health delivery mechanism.
- However, this data is not maintained in a timely manner- at the end of 2019, cause of deaths was available only upto 2017.
- Further, this data was available for institutional deaths only, which were 66% of total reported deaths in 2017.

Mohalla Clinics

- The Mohalla clinic initiative was started with the intent of taking primary health at the community level and also providing affordable diagnostic services.
- However, there is no uniformity in the way districts maintain this data.
- Secondly, the data for Mohalla clinics was not available at the central (Directorate of Health Services) level.
- Moreover, as revealed in an RTI response, Mohalla clinics are not mandated to provide disease wise data of patients to the Chief District Medical Officers, reflecting a poor disease surveillance in the city.

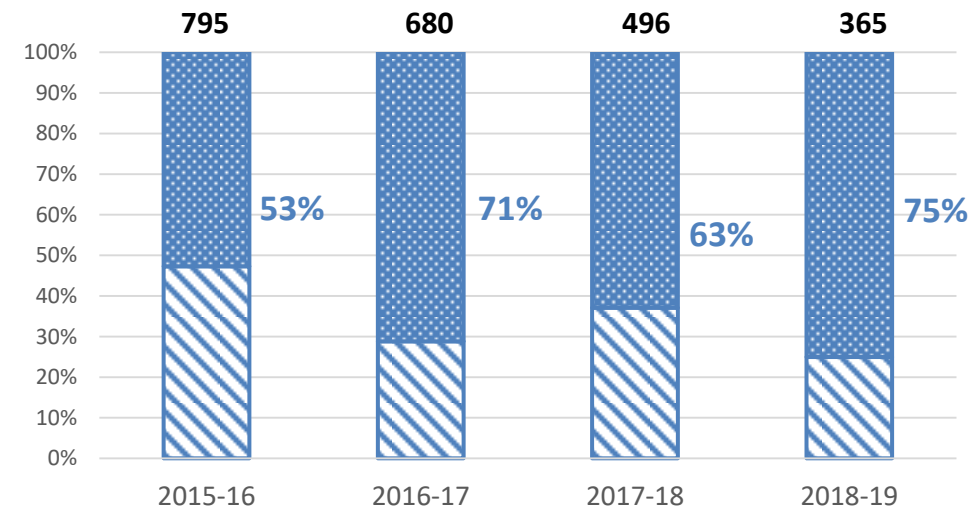
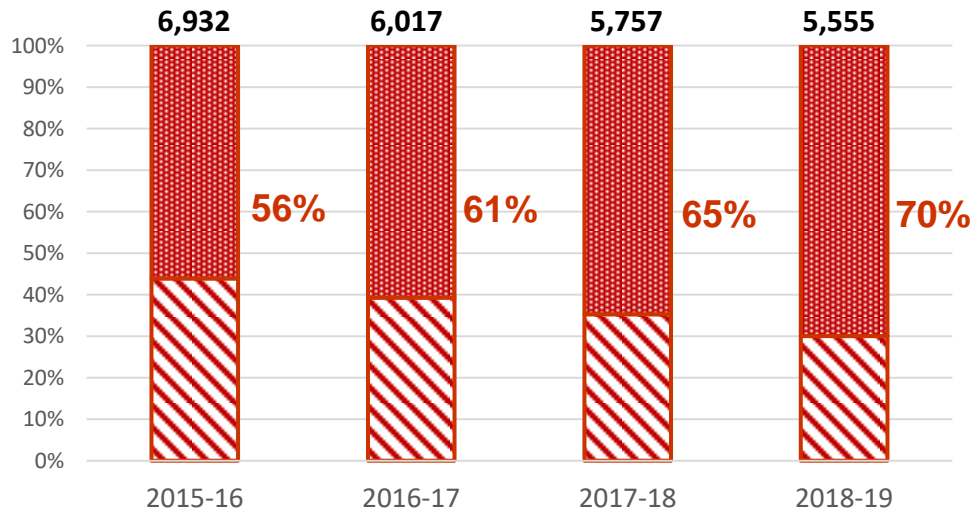
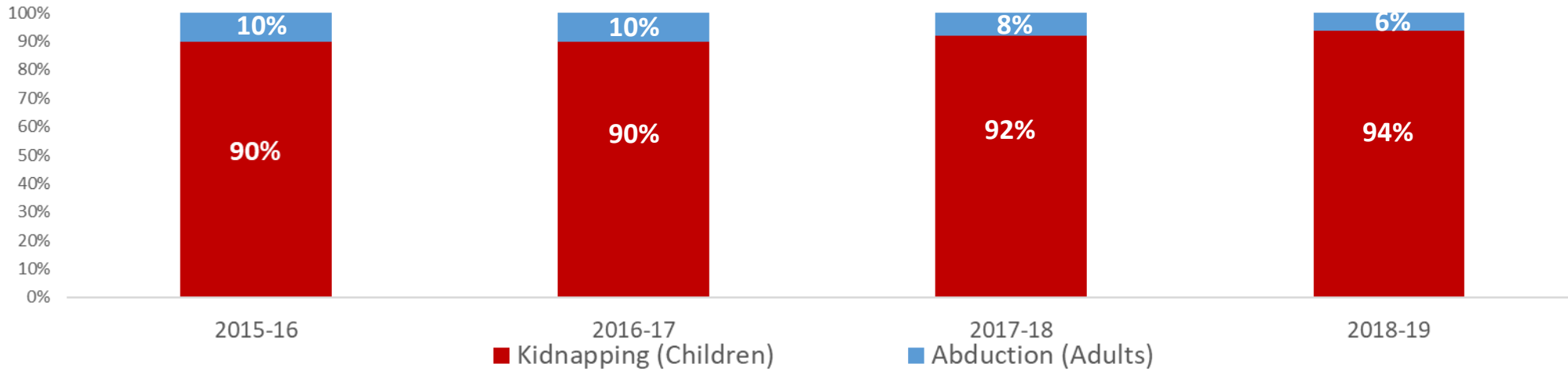
Status of Policing and Law and Order in Delhi

Reported Rape Cases under POCSO Act in Delhi from 2015-16 to 2018-19



- **63%** of the total reported rape cases were committed against children in 2018-19, a **11%** rise from previous year.
- Although overall rapes reported has fallen from 2017-18 to 2018-19 the number of reported rapes under POCSO has risen from 1,137 to 1,237 in the same period.

Of The Total Cases of Kidnapping and Abduction, 94% were of Kidnapping of Children in 2018-19



▨ Kidnapping (Children)
 ▣ Kidnapping (Children)

▨ Abduction (Adults)
 ▣ Abduction (Adults)

Proportion of kidnapping and abduction cases against girls and women has been rising in the last 4 years- while in 2015-16, 56% cases were of girl child kidnapping which in 2018-19 rose to 70%. Similarly, in 2015-16, 53% cases of abduction were of women, which rose to 75% in 2018-19.

Status of Civic Issues in Delhi

5. Status of Civic Issues in Delhi

DELHI'S CIVIC WOES



151%

INCREASE IN
'NO WATER' COMPLAINTS



316%

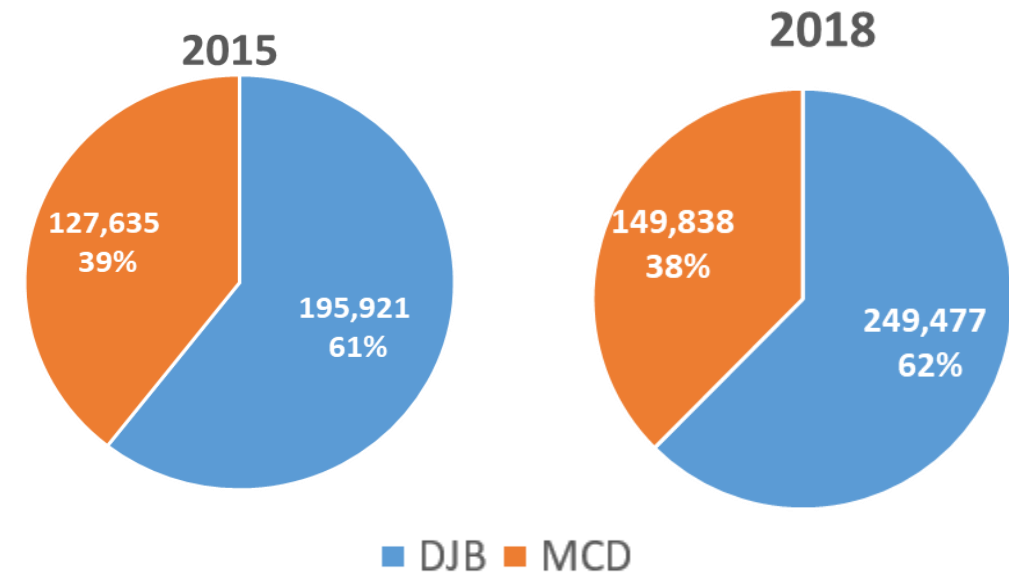
INCREASE IN COMPLAINTS OF GARBAGE
NOT COLLECTED FROM 2015 TO 2018



1 in 4

PUBLIC TOILETS OF MCD
ARE FOR WOMEN

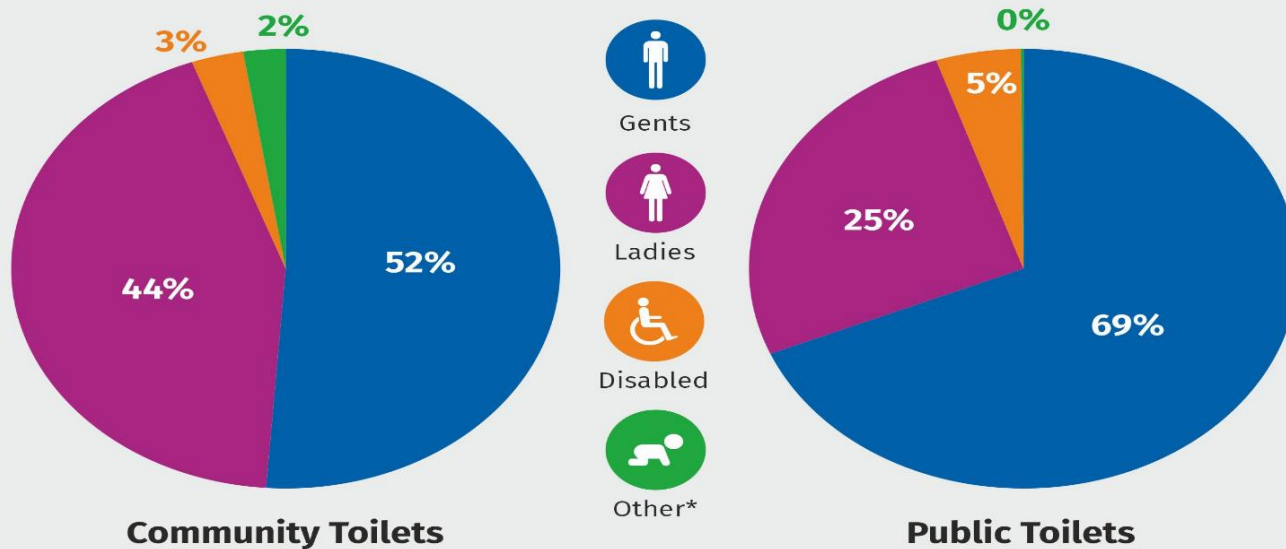
3 out of 5 total Civic Complaints are of Delhi Jal Board



Total complaints to the Delhi Jal Board are more than the total complaints of all three Municipal Corporations of Delhi put together.

Note: Increase in 'no water' complaints is from calendar year 2015 to 2018, data for public toilets is from 2010 to 2018

DISPARITY IN COMMUNITY AND PUBLIC TOILET SEATS IN DELHI (2010-2018)



		Gents	Ladies	Disabled	Other*	Total
Community Toilets	State	9,550	8,487	565	431	19,033
	MCD	6,254	4,925	251	43	11,473
Public Toilets		2,257	810	176	7	3,250

*Other includes night toilets and children toilet seats.

Note: Narela zone has not provided data for Public Toilets. In Rohini most public toilets have been converted to community toilets and in Civil Lines Zone all toilets have been converted to public toilets.

Ratio of Population to Public Toilets

	Norm*	Status (2010-2018)#
Men	1 public toilet seat for 100-400 men	1 public toilet seat for 3982 men
Women	1 public toilet seat for 100-200 women	1 public toilet seat for 9630 women

Disparity of male to female public toilets is very high- Only 1 in 4 public toilet seats are for women

As per Swachh Bharat Mission –Urban Guidelines, 2017 - <https://bit.ly/2WRINu7>
Population figures are from Census 2011

Deliberation by Elected Representatives

Education

- 64 councillors did not raise even a single issue on education in 2018-19
- 15 councillors (3 from NDMC, 7 from EDMC and 5 from SDMC) asked no questions on education since the time they were elected(April 2017- March 19)
- EDMC councillors asked the least education related questions (450) in 2018-19 while SDMC councillors asked most questions(617).

Health

- Out of total 1,252 health issues raised by councillors, no issues were raised on hypertension and only one issue each was raised on diabetes and typhoid in 2018-19.
- In 2017-18 and 2018-19, 11 councillors (NDMC: 4, EDMC: 3, SDMC: 4) did not raise any issue on health in any of the deliberative bodies.
- In 2018-19, 13 councillors (NDMC: 6, SDMC: 7) from health committee did not raise any issue

Civic

- 8 Councillors- 4 from INC- Mukesh Kumar Goel, Parveen, Chander Prakash, Neetu; 3 from AAP- Shaheen, Poonam Solanki, Ramesh and Independent Councillor Suresh Choudhary did not raise a single civic issue in ward committees from January to December, 2018.
- councillor attendance similarly fell from 74% in 2017 to 68% in 2018.

Education

- Only 5 questions out of total education related issues were raised regarding dropping out of the students from school in the last 4 years (2015-18) by MLAs in Delhi, although this is a serious concern in public education.
- 3 MLAs namely , Sahi Ram, Som Dutt and Shiv Charan Goel did not raise any education related issue from 2015 to 2018 in Delhi.
- 15 MLAs in 2018 did not raise a single issue related to Education in Delhi.

Health

- Out of 264 health issues raised by MLAs from 16th March 2018 to 28th February 2019, no questions were asked on any of the major diseases reported in the city.
- MLAs Asim Ahmed Khan*, Dinesh Mohaniya, Kapil Mishra*, Gulaab Singh and Hazari Lal Chauhan from AAP asked no issues on health from 23rd Feb 2015 to 28th Feb 2019.

Civic

- 4 MLAs from Aam Aadmi Party, namely, Asim Ahmed Khan, Hazari Lal Chauhan, Avtar Singh and Amanatullah Khan did not raise a single civic issue in the legislative assembly from 12.01.2018 to 12.01.2019.
- Attendance of MLAs in Delhi has fallen from 87% in 2017 to 82% in 2018

Crime

- 4% of total questions raised by Delhi MPs were related to crime.
- Only 5 questions were asked by MPs on women related crime issues from Budget 2014 to Winter 2018 although this is a major problem in Delhi.

Policy Recommendations

Education

Monitoring

- Education departments must present an **annual report** on their achievements and learnings with all the **key performance/outcome indicators** and also share all its data on an **open platform** in a raw format.
- Data regarding key education indicators is not available at the zone/district level. For better monitoring of data it is imperative to ensure maintenance of data at these levels.

Quality of Education

- An **independent audit** of the learning levels of students needs to be done along with an **audit of quality of teaching** to take corrective measures.
- Alternate education and correspondence such as Patrachar needs to be made more **learning oriented** rather than exam based.
- Regular policy assessment of new schemes needs to be undertaken to evaluate their success/challenges.

Providing quality education is the duty of the Government. For this, MCD and State Governments need to collaborate and co-operate with each other to ensure uniformity in schemes and provide good quality education from pre-primary to higher secondary for Delhi's students.

Health

Monitoring

- A centralised, robust and holistic **Health-MIS (Management Information System)** for all the health service providers at all tiers should be made available for both **citizens and policy makers**.
- A uniform and **transparent system** needs to be put in place to avoid duplication of health services provided by the MCD and state. This will also ensure better access and **easier monitoring**.

Intervention

- The government needs to take **strict policy action** on the health determinants such as **pollution and contaminated water**.
- The government can work towards **strengthening** its existing health infrastructure with regular visits of specialist doctors in **dispensaries** and improving dispensary as well as OPD hospital timings from **8am to 10pm**.

Policing and Law and Order

Sensitisation of Sexual Crimes against Children

- There is need for a **multi-stakeholder approach to be adopted for creating awareness and sensitising people to prevent sexual abuse of children**, by engaging with all the stakeholders i.e. children, families, communities, schools, colleges, civil society organisations and the police.

Monitoring and Accountability

- National Crime Records Bureau (NCRB) needs to **publish the 'Crime in India' Report regularly** for better analysis of crime and efficient functioning of the police officials and law enforcement agencies.

Human Resources

- The shortage of police force severely impacts the efficiency of police investigation in heinous crime cases and is one of the reasons for failure to carry out an in-depth investigation. There is a dire need for having adequate police force and filling the sanctioned posts for effective policing and investigation.

Civic Issues

Uniform Complaint Management System

- Need for a **single complaint number**/window for all agencies/levels/departments of government in the city. That will remove confusion of where to file a complaint for citizens.

Citizen Charter

- MCD and state together need to develop a **robust citizen charter** with details of authority that deals with the complaint and the **time limit** in which the complaint has to be solved.
- **Timely closure** of complaints needs to be ensured based on citizen charter. This will improve accountability in the system, to solve complaints on time.

Citizen Tracking and Feedback

- Awareness needs to be created among citizens for **filing of complaints**.
- Tracking mechanism for citizens to see the **action taken** on their complaint. **Feedback mechanism** for satisfaction level of citizens and audit of the same.
- Will enable **citizen participation** and improve citizen's trust in governance.

Complaint MIS

- Need to maintain a **robust management system** with an MIS of complaints registered by citizens, action taken, time taken for closing and citizen feedback.
- Concerned administration and elected representatives should be informed about complaints in their zone/constituency in real time. This will enable relevant action to be taken and also ensure proper maintenance of data.

Governance

Control and execution of functions

- The implementation of 74th Constitutional Amendment Act needs to be done in spirit.
- All **18 functions** needs to be **devolved** to the city government.
- The city government needs to be **empowered** by transferring functions, strengthening and capacity building.

Strengthening of city government

- Mayor needs to be given executive powers
- Mayoral term needs to be co-terminus with the office of corporation, at present it is only for one year
- The Mayor should have authority to prepare annual confidential report (ACR) of the municipal commissioner

Citizen Participation

- There is need of platforms for involvement of citizens in governance structures as in **ward committee**, budget process and city planning process.
- Ideally each councillor constituency shall constitute Area Sabha for citizen participation.
- The composition of Area Sabhas should be inclusive of gender and all sections of the society.
- The Area Sabha could act as a platform for facilitating people participation in planning and budget making process.