

DELHI STATUS REPORT



STATUS OF GOVERNANCE AND SERVICE DELIVERY IN DELHI

JANUARY 2020

Supported by



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I. Executive Summary

Delhi is a hybrid of a union territory and a regular Indian state when it comes to the division of powers between the central, state and local governments. In addition to the division of powers between the centre and state, there are multiple service delivery para-statal bodies and five local governing bodies. Delhi therefore serves as the perfect case for a fractured city governance, whose impact is borne most entirely by its citizens.

Praja's pan-India study of urban governance and implementation of the 74th Constitutional Amendment Act, brings to light this problematic governance of the city, which is in turn reflected in poor service delivery, as mapped by Praja through analysis of city data from Right to Information (RTIs) and household surveys.

Out of the 18 functions to be devolved to city governments under the 74th Constitutional Amendment Act, only 4 are under the Municipal Corporations of Delhi (MCD) while the remaining 11 are under multiple agencies and 3 are with the state government.

The civic complaints filed by residents to the MCDs bear testimony to the fact that municipal government in Delhi has been reduced to a waste-collection and stray-animal-removal body, with 28,349 Solid Waste Management complaints and 21,518 complaints of nuisance due to dogs, monkeys, etc. For which too, the MCD is unable to be accountable since it has no mechanism for residents to track their complaints, there is no action taken report maintained and no time limit in which the complaints need to be solved.

In the case of water as well, which is a municipal subject handled by a para-statal under the state government, service delivery is poor. Complaints relating to 'No Water' have increased from 34,554 in calendar year 2015 to 86,637 in 2018, a 151% increase. From 2017 to 2018, complaints of 'no water' increased by 66% (from 52,100 in 2017 to 86,637 in 2018). Similarly, Complaints of contamination of water have increased by 34% from 2015 to 2018. While the state government through the Delhi Jal Board (DJB) had promised improved water services, increase in complaints to the DJB essay a different picture. Total water related complaints to the DJB are 1,59,677 in 2018, more than the total complaints of all civic issues of all three Municipal Corporations of Delhi put together, essaying a bleak picture of civic governance in the city.

If we analyse the basic social services of health and education, which in Delhi are managed by the state, centre and city government, it is evident that multiplicity of service provisions by different governments reduces responsibility and accountability of problems in the service, leads to lack of uniformity in monitoring and confusion among those who access these services.

Public education in Delhi for example, MCD runs schools from 1st to 5th grades while state runs most schools from 6th to 12th. The state government also runs primary schools from 1st to 5th and the central government runs schools from 1st to 12th. Apart from this the New Delhi Municipal Council and Delhi Cantonment Board also run its own schools. In most cases of public school going children who move from MCD (primary) to State (secondary) there is no uniform monitoring or single accountability mechanism to track the child's learning outcomes, and poor performance of students is often reduced to a political blame game between the two governments. A lack of integrated schooling from kindergarten to 12th and poor monitoring and evaluation of learning outcomes has led to low retention and poor learning levels in Delhi's public schools.

It is important to note that 1,16,149 students did not go to class 10th (for academic year 2018-19) from class 9th (for academic year 2017-18) in state government schools, which simply means that 40% of the 9th std. students failed to clear exams.

Despite the existence of education schemes like Chunauti which were formed to improve learning levels of students, the children are still unable to perform well in external examinations. This is also evident in the Continuous and Comprehensive Evaluation (CCE) results in state government schools, where 75% students in 6th std., 67% students in 7th std. and 70% students in 8th std. fell in and under Grade C (60% and below) in 2018-19. The situation was similar in the previous academic year - 78% students in 6th std., 80% students in 7th std. and 78% students in 8th std. were in and under Grade C in CCE results.

Moreover, the state's education scheme for correspondence students, 'Patrachar' (which allows students, who have failed in 8th or 9th class to directly apply for 10th std. exam through correspondence) had only 4,037 students enrolled in 10th std. (2018-19), which is only 3.5% of 1,16,149 students who had failed in 9th std. in state government schools in 2017-18. Of this 68% students failed in the 10th std. exam through Patrachar.

Therefore, inspite of multiple initiatives made in relation to teacher training, various schemes introduced to improve learning outcomes, infrastructure development and huge budgetary allocations, retention of students especially for the ones in higher standards, and learning outcomes continue to be a major problem.

The case of health services in Delhi is similar. In spite of multiple governments providing health facilities, affordability in healthcare continues to be a serious concern. A survey of 25,041 households in 2019 shows that on an average households spend 9.8% of their income in health. Due to multiplicity of public agencies in health, there is no uniform monitoring which is essential to set policy agenda regarding which diseases need immediate attention and at the same time fix gaps in the public health delivery mechanism. The cause of death data for example, is only available upto 2017, health exigencies like that of air pollution related diseases cannot be pre-empted and taking timely action becomes impossible.

Air Quality data collected by Praja through the Central Pollution Control Board (CPCB) 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, with at least three months recording 'very poor' air quality. If we look at respiratory diseases, which are caused and aggravated by air pollution, it reflects a serious threat that Delhi's citizens face on a daily basis. In 2017 for instance, 551 deaths were caused due to cancer of respiratory and intrathoracic organs, 9,321 deaths were caused due to other respiratory diseases and infections. This calculates to around 27 deaths per day in 2017, which were caused due to respiratory ailments and diseases, while this number was 33 deaths per day in 2016.

A robust health monitoring mechanism ensures the mapping of successes and loopholes in existing policy framework and also making policy rectifications regarding the key determinants of health. For example, data of the past three years shows that Delhi was able to tackle dengue, which has shown reduction in cases. However, water-borne diseases such as diarrhoea (5,14,052 in 2018-19) and typhoid (51,266 in 2018-19) are still very rampant, reflecting a poor quality of water supply in the city, which the 36,426 complaints in 2018 related to contaminated water bear testimony to.

With such a large disease burden in the capital city, it becomes even more necessary to have a strong public healthcare system that can provide affordable and easily available preventive, primary and curative healthcare.

And inspite of the available infrastructure and a huge government spending, there is poor evidence for its impact due to lack of centralised monitoring mechanism and no proper structure for implementing healthcare policies. The Mohalla clinic initiative for example, started with the good intent of taking primary health at the community level and also providing affordable diagnostic services. However, the scheme is not properly monitored. First, there is no uniformity in the way districts maintain this data. Secondly, the data for Mohalla clinics was not available with the Directorate of Health Services (DHS). 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.

Policing, which is controlled by the central government owing to Delhi's hybrid governance, distances itself from an average Delhiite and also raises concerns of ensuring safety and policy making related to it in an integrated manner. For example, street-lighting which comes under MCD is integral to safety at night time, the state government also set up several CCTVs in public places, however how much of this is co-ordinated with the central government and police remains a question mark.

Praja's RTI data shows that although the reporting of rape fell by 6% and molestation by 30% in the same period, the number of cases is much higher than say in Mumbai. For example, 1,965 cases of rape were reported in Delhi in 2018-19, 151% more than the 784 rape cases reported in Mumbai in the same period.

Further, data of Protection of Children from Sexual Offences (POCSO) Act shows that sexual crimes against children are on the rise - 63% of total rape cases in Delhi were against children. 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.

This also corresponds to the high number of kidnapping and abduction cases against females. 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.

While these numbers itself portray a grim picture of crimes in India's capital city, a survey of 27,121 households in Delhi commissioned by Praja to Hansa research throws light on a deeper much more serious problem related to the law and order system.

Survey results show that of the total households surveyed in Delhi, 10% respondents witnessed crime in the city, of which 57% did not report it to the police. Similarly, 35% respondents had faced crime, of which 26% did not report it to the police. This shows that the number of crimes are higher than the cases registered with the police stations and all victims who face crime or those who witness crime do not report to the police. Further, a considerable percentage of those who faced crime (25% in Delhi) said they did not report to the police because 'speaking to police officials is a painful task.' Of those who faced crime and did not inform the police, 26% in Delhi said that they 'did not have faith in the police/legal system'.

Of respondents who reported crimes to the police, only 4% respondents of those who witnessed and 5% of those who faced crime filed an FIR at the police station. Overall satisfaction of people towards the police was also very low -only 28% of those who witnessed crime and 27% of those who faced crime and reported, were satisfied.

Therefore, in all the key services analysed the overarching concern is that of the need for a uniform monitoring and a single accountability for provision of a service. For this there is a need to follow the principle of subsidiarity and strengthen the local governments and give them necessary powers to perform functions related to the key services of the city. Further, involvement and participation of people will be key to improving service delivery and governance in the city. For this, a robust citizen grievance redressal mechanism is necessary to provide feedback to the government along with platforms such as ward committees, budgets and planning authorities for involvement of citizen in governance structures needs to be done.

II. Acknowledgement

Praja has obtained the data used in compiling this report card through Right to Information Act, 2005. Hence it is very important to acknowledge the RTI Act and everyone involved, especially from the officials who have provided us this information diligently.

We are also most grateful to our Elected Representatives, the Civil Society Organisations (CSOs) and journalists who utilise and publicise our data and, by doing so, ensure that awareness regarding various issues we discuss is distributed to a wide ranging population. We would also like to extend our gratitude to all government officials for their cooperation and support

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III. Background of the Study

Delhi was declared as a state under the National Capital Territory Act, 1991. Delhi has a complex administrative structure with a three tier governance i.e. Union, State and Local government. There are 11 districts, including New Delhi and 33 subdivisions in Delhi. As per Census 2011, there are 110 census towns and 112 villages in National Capital Territory (NCT) of Delhi. The Delhi metropolitan area lies within the National Capital Territory of Delhi, which has five city municipal corporations - North Delhi Municipal Corporation, South Delhi Municipal Corporation, East Delhi Municipal Corporation, New Delhi Municipal Council and Delhi Cantonment Board (DCB). The former single Municipal Corporation of Delhi (MCD) serving 95 per cent of the Delhi area with 98 per cent of the total population got trifurcated in 2012 for the better delivery of services to the public into smaller Municipal Corporations i.e. North, South and East Delhi Municipal Corporation. The municipal corporations handle civic administration for the city.

Table 1: Demographic Profile of Delhi

Indicator	City (Municipal Corporation)	State (Urban)	India (Urban)
Total Population	11,034,555	16,787,941	390,085,500
Area (sq. km)	1,397.3	Not Available	Not Available
Density of population (people per sq. km)	11,297	Not Available	Not Available
Slum population (%)	14.66	Not Available	Not Available

Source: Census of India 2011, <https://www.census2011.co.in/census/city/49-delhi.html>

Delhi is a lively city reflecting a perfect blend of modern and traditional architecture. Being the capital city of India, Delhi is the centre of the government's legislative, executive and judicial systems. Surrounded by major IT and cyber hubs like Faridabad, Gurugram and Noida, Delhi counts as one of the most populated urban areas in the world. The city has a robust infrastructure and economic growth during the last several years. The rapid rise in the population and speedy economic development has raised concern for environmental degradation in Delhi. Due to unplanned growth, Delhi has become one of the most polluted cities in India. Unprecedented scale and speed of urbanization in Delhi and consequent pressure on physical and social infrastructure has created a damaging stress on the living environment.

Thus, the primary question in this context is whether the current governance structure in Delhi is capable of responding to the rising problems of the city. At present governance structures lack democratic accountability, and are unresponsive towards citizens. There is a need to analyse the challenges and recommend steps towards transforming the way Delhi has been governed and to make it more democratic, accountable, transparent and responsive towards the needs of citizens.

Objectives of the Study

1. To analyse and study the status of Urban Governance in Delhi with analysis of service delivery gaps and policy recommendations to resolve the gaps.
2. To suggest policy measures in urban governance to increase people's participation in governance.

This report analyses the status of governance in Delhi, implementation of the 74th Constitutional Amendment Act and suggests reforms for change. In terms of service delivery, the status of education, health, policing and civic issues in Delhi are analysed and policy interventions are recommended through this report.

Methodology

Status of Urban Governance in this report has been analysed by Praja's pan-India study of urban governance and implementation of the 74th Constitutional Amendment Act. The study was conducted by interviews with key stakeholders to understand the challenges in urban governance from their perspective. Data collated for the sections on civic issues, health, education, and policing and law and order, is collected through Right to Information from different government departments and agencies, and consequently collated and analysed to understand the current situation of basic services in the city and to give recommendations. A household survey was also conducted across the city in each constituency ward every year to understand people's perception about various services.

Note: Throughout this paper, we have used abbreviations EDMC, NDMC and SDMC for East Delhi Municipal Corporation, North Delhi Municipal Corporation and South Delhi Municipal Corporation respectively.

Section 1: Status of Governance in Delhi

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. The 69th Constitutional Amendment Act, 1991 has given Delhi partial statehood. Article 239 AA was also inserted in the Act wherein it was provided with a legislative assembly to make laws on state subjects in Schedule VII. Hence in the year 1992, Delhi was declared as a state under the National Capital Territory Act, 1991. However, this amendment did not provide full statehood to Delhi and three important subjects were kept with the centre for administration and legislation, namely police, public order and land. Delhi has since then become a complex administrative structure with a three tier governance i.e. Union, State and local governments.

The history of city governance in Delhi is also unique, as the Municipal Corporation of Delhi was formed in the year 1957, when Delhi did not have a legislative assembly. The corporation was viewed as fulfilling the local administrative functions of Delhi in the absence of any other city government (in 1952, Delhi as Part C State was given an Assembly, which was disbanded in 1956). The Metropolitan Council, established in 1966 had only powers to recommend and it suffered from inherent deficiencies. After experiments with such a body, the legislative assembly of Delhi as we know it today came in to being in 1991-92.

Thus, there are three levels of political and administrative powers operating in Delhi – the Central Government, the Government of National Capital Territory of Delhi and the Municipal Corporation of Delhi, which has now been trifurcated. The Central Government operates here not only because of the Parliament being situated here, but also because of being in charge of various local aspects of administration. For example, the Delhi Police is under the Central Government and any changes even to the Delhi Municipal Corporation can be made only by the Parliament, as it is a central Act. For instance, in the trifurcation of the corporation, the final approval had been sought from the Ministry of Home Affairs, Government of India.

There is also duplication of functions between the local and state governments. For example, the construction and maintenance of roads, depending on certain specifications, is under various authorities - Municipal Corporations of Delhi (MCD), New Delhi Municipal Council (NDMC), Public Works Department (PWD), Government of National Capital Territory of Delhi, Delhi Development Authority (DDA) (under the central government), Delhi Cantonment Board and National Highways Authority of India (under the central government). The relations between the city government and the Government of NCT of Delhi, and also between the state and the central government, are often strained depending on which political party is in power.

Delhi has 7 Members of Parliament (MP), 70 Members of Legislative Assembly (MLA) and 272 councillors of MCD 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, which in turn report to different departments and ministries, 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

Out of the three, we only cover the Delhi Municipal Corporation because the other two city governments have jurisdiction over a very small area and population of Delhi. In addition, the other two bodies have unique governance structures that are not applicable to other parts of the country: The New Delhi Municipal Council has only appointed or nominated members and no elected representatives, and the Cantonment Board deals with military and not civilian areas and is directly under the control of the Ministry of Defense, Government of India.

The Municipal Corporation of Delhi was one of the largest municipal corporations in terms of area and came into existence on 7th April, 1958, under The Delhi Municipal Corporation Act, 1957. This is a central government legislation, and all amendments to the Act can be done only by the Centre. The Municipal Corporation of Delhi was trifurcated into the North, South and East Delhi Municipal Corporations by a notification issued at the end of 2011, with separate functioning of the three corporations starting from the first half of 2012.

Table 2: Demographic Profile of Delhi

Area and population of the three MCDs					
Municipal Corporation	Area (sq. km)	Population in Lakhs (2011 Census)	Ratio-Area	Ratio-Population	Ratio-70% on Population, 30 % on area
South Delhi	846	59	56.51%	40.69%	45.44%
East Delhi	136	34	9.08%	23.45%	19.14%
North Delhi	515	52	34.40%	35.86%	35.42%
Total	1,497	145	-	-	-

Source: Praja Councillor Handbook, Volume - 1, 2017

Administrative Structure in Delhi Municipal Corporation

Municipal Corporation of Delhi is divided into 272 wards and 12 zones. Post trifurcation SDMC, NDMC and EDMC has 104, 104 and 64 elected representatives respectively. There are 12 Ward Committees, (4,6,2 respectively). There is one Ward Committee in each of the 12 zones of the three MCDs. The duration of the Corporation is 5 years from the date of its first meeting. Ward Committee consist of councillors from each ward under one zone. Each elected corporation consist of a general body of all councillors, statutory committees (Standing, Education and Rural area committee), special committees and Ad-hoc Committees. Every committee has to have an elected Chairperson and Dy. Chairperson.

The role of Mayor and Commissioner in Delhi

The corporation elects amongst itself a Mayor who serves a one-year term in MCD. The role of the mayor is largely ceremonial without any provision to delegate or discharge executive duties. The Municipal Commissioner of each of the three Municipal Corporations in Delhi holds executive powers and is appointed by the Central Government. The commissioner has a five-year term that can be renewed from time to time for a term not exceeding one year at a time.

1.1 Control and Execution of Functions in Delhi

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.

Thus, the Delhi Municipal Corporation is not the sole authority in carrying out all civic functions in the city. In fact, there are certain duties which don't fall within the ambit of the Municipal Corporation, although they should be under the purview of the civic body. Water, Sewage, and Electricity, for example, are the responsibility of the State. Similarly, the issues relating to big roads/highways are the responsibility of the Central/State Government, while the issue of small roads comes under the Municipal Corporation. Similar is the case with education and health. Primary education and primary public health come under the jurisdiction of the Municipal Corporation and secondary education and secondary and tertiary healthcare come under the State.

The following list mentions which services are provided by different agencies:

Table 3: Distribution of Services in Delhi

Service	Authority		
	MCD (Municipal Corporations Of Delhi)	State (NCT Of Delhi)	Centre
DTC (Delhi Transport Corporation)		√	
Agriculture, Animal Husbandry and Fisheries		√	
Pollution		√	
Water supply		√	
Sewage		√	
Industry		√	
Ration Shops		√	
Forestry		√	
Footpaths	√	√	√
Gardens	√	√	√
Storm Water Drainage	√	√	√
Education	√	√	√
Slum Rehabilitation Authority (SRA) Related	√	√	√
Disaster Management	√	√	√

Service	Authority		
	MCD (Municipal Corporations of Delhi)	State (NCT of Delhi)	Centre
Hospitals/Dispensaries [Health Care]	√	√	√
Nuisance due to stray dogs, monkeys, etc.	√		
Pest control	√		
Fogging	√		
Solid Waste Management	√		
Naming/Renaming of Roads/Chowks/ Monuments/ Buildings/Stations	√		
Slaughter House related	√		
Town Planning	√		
Environment Management Services	√		
Shops and Establishments	√		
Public Health	√		
Policing			√

1.2 The principle of subsidiarity

The main idea behind the principle of subsidiarity is that a larger or greater body should not carry out activities which can be efficiently done at the local level by a smaller body. The principle of subsidiarity emphasises that central authority should have a subsidiary function, performing only those tasks which cannot be performed at the immediate or local level. It means that the policies should always be made at the lowest possible level and the state should legislate when uniform regulation is necessary. City governments should exercise functions which can be carried out efficiently as a democratic unit of local governance. This means that the 18 functions listed in the 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 74th Constitutional Amendment

The 74th Constitutional Amendment Act (CAA) was passed in 1992 to give constitutional status to municipal corporations across India. 74th CAA seeks to devolve powers and functions to city governments to enable them to act as effective democratic units of local self-government. City governments should exercise functions which can be carried out efficiently as a democratic unit of local governance. As per the 74th CAA, 18 functions listed under Article 243-W should be devolved to the city governments i.e. municipal corporations across states in India.

Table 4: Typology of 18 Functions

Sr. No	Functions	Activities	Sr. No	Functions	Activities
1	Urban planning including town planning	<ul style="list-style-type: none"> •Master Planning/ Development Plans/Zonal Plans •Enforcing master planning regulations •Enforcing building codes 	10	Slum improvement and upgradation	<ul style="list-style-type: none"> •Identifying beneficiaries •Affordable Housing •Upgradation
2	Regulation of land-use and construction of buildings	<ul style="list-style-type: none"> •Regulating land use •Approving building plans/high rises •Demolishing illegal buildings 	11	Urban poverty alleviation	<ul style="list-style-type: none"> •Identifying beneficiaries •Livelihood and employment •Street vendors
3	Planning for economic and social development	<ul style="list-style-type: none"> •Promotion of economic activities •Ensuring social justice and social welfare 	12	Provision of urban amenities and facilities such as parks, gardens, playgrounds	<ul style="list-style-type: none"> •Creation of parks and gardens •O&M
4	Roads and bridges	<ul style="list-style-type: none"> •Construction and maintenance of roads •Construction and maintenance of bridges and flyovers •Parking and street lights 	13	Promotion of cultural, educational and aesthetic aspects	<ul style="list-style-type: none"> •Schools and education •Fairs and festivals •Cultural buildings/institutions •Heritage •Public space beautification
5	Water supply for domestic, industrial and commercial purposes	<ul style="list-style-type: none"> •Storage of water •Providing connections •Collection of charges •Operation & Maintenance (O&M) 	14	Burials and burial grounds; cremations, cremation grounds	<ul style="list-style-type: none"> •Crematoriums and burial grounds (different religions) •Construction and O&M
6	Public health, sanitation conservancy and solid waste management	<ul style="list-style-type: none"> •Maintaining hospitals, dispensaries, medical colleges •Immunisation •Prevention of vector borne diseases •Quality of water, food 	15	Cattle pounds; prevention of cruelty to animals	<ul style="list-style-type: none"> •Catching and keeping strays •Sterilisation and anti-rabies •Ensuring animal safety
7	Fire services	<ul style="list-style-type: none"> •Establishing and maintaining fire brigades •Maintenance of water reservoirs •Providing Fire NOC/approval certificate 	16	Vital statistics including birth and death registration	<ul style="list-style-type: none"> •Coordinating with hospitals/crematoriums etc. for obtaining information •Maintaining and updating database

Sr. No	Functions	Activities	Sr. No	Functions	Activities
8	Urban forestry, protection of the environment and promotion of ecological aspects	<ul style="list-style-type: none"> •Afforestation •Greenification •Awareness drives •Maintenance of natural resources 	17	Public amenities including street lighting, parking lots, bus stops and public conveniences.	<ul style="list-style-type: none"> •Installation and maintenance of street lights •Deciding and operating bus routes •Creation and maintenance of parking lots •Creation and maintenance of public toilets
9	Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded	<ul style="list-style-type: none"> •Identifying beneficiaries •Social Pensions (old age, widow, specially abled) •Providing tools/benefits such as tricycles •Housing programs •Scholarships 	18	Regulation of slaughter houses and tanneries	<ul style="list-style-type: none"> •Ensuring quality of animals and meat •Disposal of waste

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

1.4 Status of Devolution of 18 Functions to City Government in Delhi

Sr. No	Functions	Status 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	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)
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.	12	Provision of urban amenities and facilities such as parks, gardens, playgrounds	MCD, DDA
3	Planning for economic and social development	MCD and State Government	13a	Promotion of cultural and aesthetic aspects.	MCD and State Government
4	Roads and bridges.	MCD, Public Works Department (PWD)	13b	Promotion of education	MCD-primary schools (up to 6 th Grade) State Government-Secondary Education (post 6 th Grade)
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	14	Burials and burial grounds; cremations, cremation grounds	MCD
6 b	Solid waste management	MCD	15	Cattle pounds; prevention of cruelty to animals	MCD
7	Fire services	Fire Service Department, under the Delhi Government.	16	Vital statistics including registration of births and deaths.	MCD
8	Urban forestry, protection of the environment and promotion of ecological aspects.	Tree Department – MCD and Department of Environment of Delhi Government.	17	Public amenities including street lighting, parking lots, bus stops and public conveniences.	MCD, State Electricity
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	18	Regulation of slaughter houses and tanneries	MCD

Legend City government control Multiple agencies State Control

The city government is known as the third tier of government in the Indian governance system. As a democratic unit of self-governance, 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. Out of 18 functions only 5 services are with city government in Delhi whereas 10 are with multiple agencies and 3 services are under state government. The local functions which are currently under control of state government/parastatal bodies should be transferred to city government.

At present, parastatal bodies such as Delhi Development Authority (DDA) and Delhi Jal Board (DJB) carry out functions such as urban planning, housing, water supply etc. There is a need to build capacity of city governments to carry out these functions. Moreover, state government departments/parastatal bodies can continue to work as specialised agencies, however control over the functions needs to be shifted to municipal governments. Thus it will be up to the municipal government to decide whether to carry out delivery of a function itself or through a parastatal body or to any other organisation having enough expertise. For effective delivery of service and better coordination among multiple agencies, it is necessary that the city government should have independent control over functions and functionaries.

For instance, urban planning is done by the DDA and the Municipal Corporation of Delhi (MCD) town planning department is the implementing body only. Key issues in town planning in Delhi are that DDA, the central agency prepares the Master Plan and Zonal Development Plan whereas the Local Area Plan is prepared by the city government and needs to be aligned with the Master Plan. There is also a lack of representation of Elected Representatives from State and City Governments in the authority that prepares the master plan. There is no direct representation of municipal councillors in the team that prepares city master plan in Delhi. Whereas the city master plan should be prepared and passed by the elected members in a democratic setup.

In preparation of the draft Master Plan there is lack of base data that represents the ground realities. There is a need to prepare base data to be shared in public domain with sources by DDA. People are also not involved in the preparation of the Master Plan. There is no transparent process that involves citizens for the suggestions in the master plan. Only online suggestions from citizens are taken after the preparation of the draft plan in Delhi. Enforcement of Master Plan has been a challenge as DDA prepares the Master Plan and the city governments are only the implementing agencies. Due to lack of co-ordination between different agencies and no monitoring framework, implementation of Master Plan has been a challenge over the years.

As per the 12th Schedule added by the 74th CAA, town planning function needs to be devolved to the city government. In Delhi there are five city governments that need to prepare their plan that shall be prepared and passed by the elected body in a democratic setup. If required, the plans can be prepared under the guidance of Delhi Development Authority. Draft plan shall be integrated and reviewed by the Lieutenant Governor of National Capital Territory and DDA. Suggestions or modifications by Lieutenant Governor needs to be incorporated by the city government and plan shall be notified by the Lieutenant Governor for implementation. There is a need to create a nodal agency at the Lieutenant Governor level that can coordinate between the city governments and the state government.

1.5 Reforms Needed to Improve the Governance Structure in Delhi

The Delhi Municipal Corporation is headed by the Municipal Commissioner who acts as the chief executive officer. The Municipal Commissioner is appointed by the central government without consulting the elected body of the corporation. At present, the governance model in Delhi gives executive powers in the hands of the Municipal Commissioner whereas elected representatives are left with an advisory role only. The Mayor and councillors are elected by the people of the city and people expect them to solve issues existing in the city, however elected representatives do not have any sort of administrative powers. Thus it is seen that representatives at local level are not able to hold the administration accountable. Therefore, there is a need to empower local elected representatives i.e. Mayor and councillors in Delhi. The Mayor should be given authority and complete ownership to run the city and Mayor should be held accountable for development of the city.

Moreover, the position of Mayor should have stable term which is co-terminus with the term of office of the municipal corporation. At present Mayor's tenure is one year in Delhi. Mayor should also have authority to prepare the Annual Confidential Report (ACR) of the Municipal Commissioner which will make the latter accountable to the Mayor.

Active citizen participation and citizen grievance redressal is a crucial and important part for working of city governments. City government should facilitate citizen participation through area sabhas. The composition of ward sabha should be inclusive of gender and different sections of the society. The ward sabha should facilitate citizen participation in planning and budget making process. In Delhi, there is no provision for citizen participation at ward level in the form of ward sabhas. There are active ward committees at zonal level where councillors from respective wards of zones are members but citizens are not a part of it.

For citizen grievance redressal, ideally the ward sabha, ward councillor, committees and council should have mechanisms and there should be a formal platform for citizens to register complaints in various modes. Whereas at present various platforms are available for citizens to register complaints. For example, citizens have to complain to DJB for water and sewerage related problem and for solid waste management to corporation. The complaint redressal mechanism should be centralised for all the services delivered in the city and then directed to the concerned department irrespective of multiple authorities being part of it. The complaint redressal mechanism should have provision of feedback and the closing of complaint should be done by the citizens.

Section 2: Status of Service Delivery in Delhi

Citizens depend, to a large extent, on the government for the provision of basic services, such as education, health, maintenance of law and order and civic issues. Thus the role of the government – exemplified by its elected representatives and public officials that takes centre stage in the governance and delivery of public services. To provide delivery of services to the citizens in the National Capital Territory of Delhi within the stipulated time limit there is need to incorporate systemic liabilities of the government officials and elected representatives. To increase the transparency in governance and implementation of public programs that would allow the citizens to correctly evaluate the performance of the public officials and potentially improve accountability there is need to critically analyse the status of service delivery in Delhi and identify the gaps in existing services. The following sections will analyse the status of Education, Health, Policing and Law and Order and Civic issues in Delhi to understand the challenges and recommend policy interventions to be made.

2.1 Status of Public Education in Delhi

Summary

Building future leaders is in our hands. By provision of wholesome education, we can instil right values to prepare children for career challenges and demands of the future. However, are we heading in the right direction? Are we able to create a positive impact in lives of young Indians? The Right to Information (RTI) data shows that 1,16,149 students in Delhi did not go to class 10th (academic year 2018-19) from class 9th (academic year 2017-18) in state government schools. With figures like these, we seriously have reasons to worry. Firstly, how do we plan to make India future-ready, when so many young minds are not completing their education? What kind of future will they have if they lack basic skills and knowledge? What kind of work opportunities will be available to them once they reach adulthood? Will they be able to financially support themselves and their families in a viable manner in the future?

These questions deeply disturb us, making us question the quality of education that the children of today are being offered. Are we equipping children with necessary skills and pre-requisites for a good future? Or has the education system just become a hoax, where children walk in and out, without any visible improvement or growth.

Lately, the quality of state government education in Delhi has been in the forefront of many discussions. While multiple initiatives have been made in relation to teacher training, various schemes introduced to improve learning outcomes, infrastructure development and huge budgetary allocations, the core issue to be dealt with such as, retention of students, especially for the ones in higher standards, continue to be a major problem.

It is important to note that 1,16,149 students did not go to class 10th (for academic year 2018-19) from class 9th (for academic year 2017-18) in state government schools, which simply means that 40% of the 9th std. students failed to clear exams. During 12th board examinations in March 2019, the state government schools reported a pass percentage of 94.24%. While there is much to be rejoiced about that, it is also important to

look the other way. We have to take into account that students, who studied till 12th std. in state run schools were less than half, i.e. 45% of the total student strength as compared to 9th std.

Furthermore, after re-introduction of the CBSE 10th board exam, the pass percentage dropped from 92.44% in March 2017 to 68.90% in March 2018. The numbers show slight improvement in March 2019 with 71.58% but it is still less than what it was two years ago. State government pass-out rate has also been constantly lesser than K.V. schools - (K.V. schools pass-out in 2017 was 99.83%, 97.03% in 2018 and 99.79% in 2019).

This depicts a sad reality where students are promoted irrespective of their aptitude levels. Despite the existence of education schemes like Chunauti which were formed to improve learning levels of students, the children are still unable to perform well in external examinations. This is also evident in the Continuous and Comprehensive Evaluation (CCE) results in state government schools, where 75% students in 6th std., 67% students in 7th std. and 70% students in 8th std. fell in and under Grade C (60% and below) in 2018-19. The situation was similar in the previous academic year - 78% students in 6th std., 80% students in 7th std. and 78% students in 8th std. were in and under Grade C in CCE results.

Moreover, the state's education scheme for correspondence students, 'Patrachar' (which allows students, who have failed in 8th or 9th class to directly apply for 10th std. exam through correspondence) had only 4,037 students enrolled in 10th std. (2018-19), which is only 3.5% of 1,16,149 students who had failed in 9th std. in state government schools in 2017-18. Additionally, only 17% of the students who failed in 11th std. in state government schools in 2017-18 enrolled in Patrachar in 12th std. in 2018-19.

Further, after the failure of the, 'Vishwas group' under Chunauti scheme in 2016-17 (where of 62,227 students, who had repeatedly failed in 9th std. and were directly shifted to Patrachar in 10th std., only 2% students passed the board exam), only 316 students were enrolled in Patrachar schools under Vishwas group in 2018-19. Although pass percentages have improved in Patrachar, compared to last year, still 68% students failed in the 10th std. exam through Patrachar.

Another worrisome situation is one where, the data of enrollments in the last five years (2014-15 to 2018-19) show that enrollment in other (private aided and unaided, Delhi Cantonment Board, Jawahar Navodaya Vidyalaya, New Delhi Municipal Council, etc.) schools has increased by 6%, Kendriya Vidyalayas have increased by 15% whereas the same has declined by 19% and 1% in MCD and state schools, respectively.

In a survey of 27,121 households in Delhi commissioned by Praja to Hansa Research, it was revealed that 78% respondents from MCD and state run schools in Delhi said that they would like to shift their children to other schools. However, 77% respondents stated, affordability being the hindrance in sending their children to the other schools. The overall satisfaction for government run schools was lowest – with 27% respondents not being satisfied with the local body and 15% who remain dissatisfied with state schools.

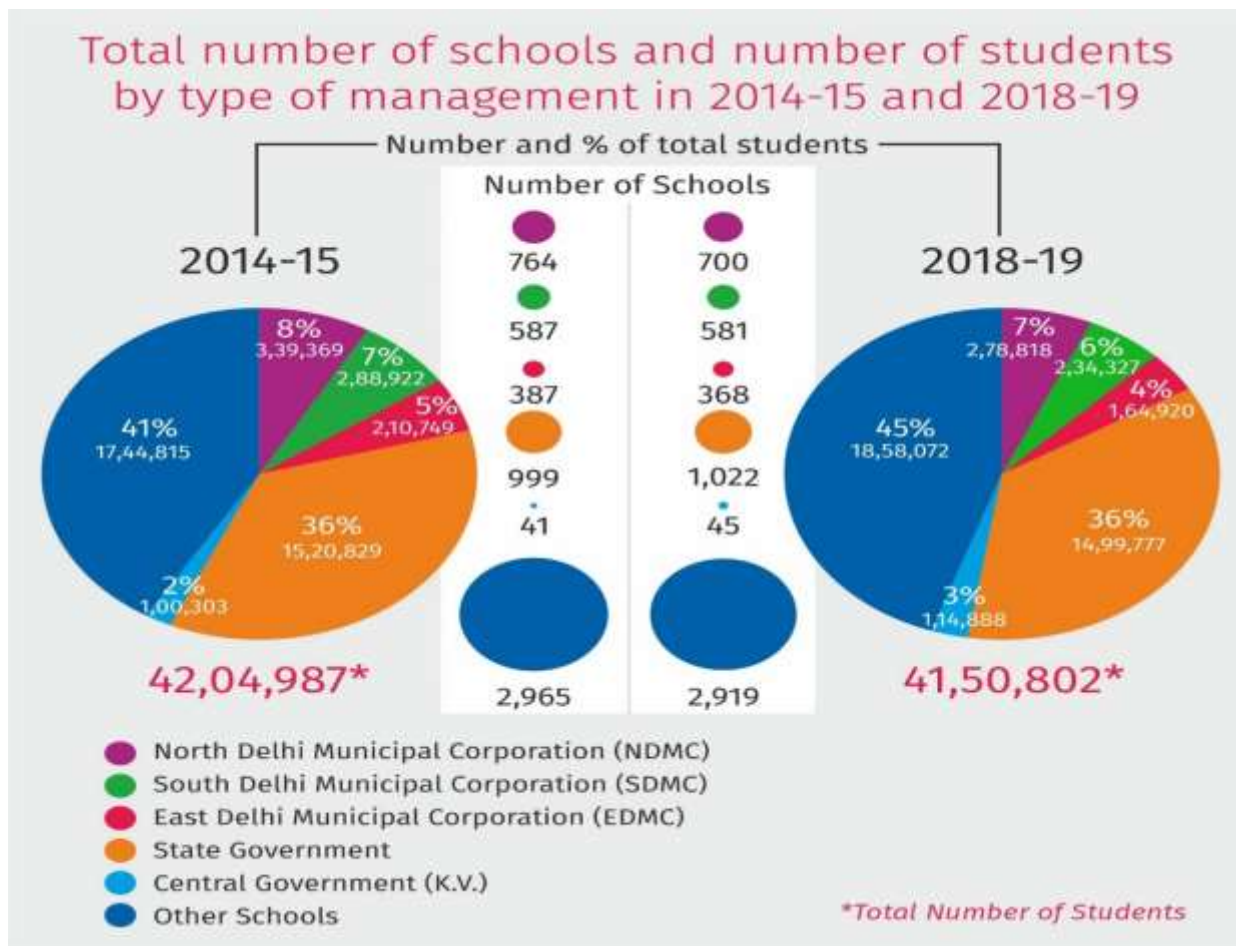
Despite the situation and its deteriorating quality, there has been no seriousness on the part of elected representatives as 15 MLAs in 2018 did not raise a single education-related issue in Delhi, and 3 MLAs raised no issues in the last 4 years (2015-2018). Further, only 5 questions out of the total 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. Similarly, there were 15 councillors who did not ask any question on education issues in Delhi since the start of their term (i.e. between 2017-19).

Therefore, concrete steps need to be taken to revamp the education system and make it more quality and outcome driven. The focus should be on delivering wholesome education to children so that they can improve their lives and of those around them by having better employment opportunities in the future by focusing on corporation between MCD and State, building monitoring framework of better evaluation of outcome indicators in form of annual reports, maintaining data at all levels and third party independent audits in education department.

2.1.1 Factoid of Outcome Indicators

Figure 1: Total number of schools and students in Delhi in 2014-15 and 2018-19¹



Inference:

- In the past five years enrollments in MCD schools have fallen from 8,39,040 in 2014-15 to 6,78,065 in 2018-19. Percentage share to total schools has fallen by a total of 3% from 2014-15 to 2018-19 for all three MCDs together.
- Share of enrollments in state government schools to total students has been constant at 36%, while that in other schools has risen from 41% (17,44,815) to 45% (18,58,072) in the last five years.
- Enrollments in MCD schools have fallen by 19% in the last five years (from 2014-15 to 2018-19). Overall enrollment in state government schools shows a marginal fall of 1% in the same period. However, enrollments in central government (K.V.) schools and other schools have risen by 15% and 6% respectively from 2014-15 to 2018-19.

¹ Data of 2014-15 is of DISE, Data of 2018-19 of MCD, State and KV is from RTI whereas other schools count is taken from UDISE+ website: <http://dashboard.udiseplus.gov.in/#!/reports> Other schools include: Delhi Cantonment Board (DCB), DOE Aided, DOE Unaided, Department of Social Welfare (DSW), Jamia Millia Islamia, Municipal Corporation of Delhi (MCD) Aided, Municipal Corporation of Delhi (MCD) Unaided, Jawahar Navodaya Vidyalaya (JNV), New Delhi Municipal Council (NDMC), New Delhi Municipal Council (NDMC) Aided and New Delhi Municipal Council (NDMC) Unaided.

Table 5: Total Dropouts in MCD & State Government Schools from 2014-15 to 2018-19

Type of Government ²	Year	No. of Schools	Total No. of Students	Dropout Data Received				Estimated Drop out in Numbers*	
				No. of Schools	No of Students	Drop Out	Dropout %		
MCD	NDMC	2014-15	764	3,39,369	236	80,821	6,256	7.7%	26,269
		2015-16	734	3,30,313	182	59,936	7,016	11.7%	38,666
		2016-17	719	3,09,724	400	1,59,611	9,719	6.1%	18,860
		2017-18	715	2,87,278	200	47,794	2,555	5.3%	15,357
		2018-19	700	2,78,818	176	46,514	3,231	6.9%	19,368
	SDMC	2014-15	587	2,88,922	92	43,769	3,520	8%	23,236
		2015-16	588	2,74,296	93	42,813	3,561	8.3%	22,815
		2016-17	580	2,63,019	240	95,963	5,760	6%	15,787
		2017-18	581	2,38,861	143	62,846	5,136	8.2%	19,521
		2018-19	581	2,34,327	81	30,010	2,099	7%	16,390
	EDMC ³	2014-15	387	2,10,749	55	21,936	3,569	16.3%	34,289
		2015-16	387	2,14,098	54	21,526	3,805	17.7%	37,845
		2016-17	365	2,03,353	-	-	-	-	-
		2017-18	368	1,98,488	-	-	-	-	-
		2018-19	368	1,64,920	188	93,547	9,382	10%	16,540
State Government	2014-15	999	15,20,829	371	5,28,394	15,459	2.9%	44,494	
	2015-16	1,009	14,92,132	396	5,60,264	17,210	3.1%	45,835	
	2016-17	1,017	15,09,514	749	11,33,813	38,130	3.4%	50,765	
	2017-18	1,019	14,60,675	916	13,02,426	41,020	3.1%	46,004	
	2018-19	1,022	14,99,777	505	7,49,975	28,741	3.8%	57,475	

Inference:

- MCD schools show a relatively high dropout as compared to State schools. SDMC shows a dropout of 7% in 2018-19, NDMC shows a dropout of 6.9% and in EDMC⁴ it was 10%.

(*): The dropout number is an estimate because the Government under RTI has not revealed drop out information of all its schools. While, this data is maintained at each school in the 'Prayas' / result register. In reply to our RTIs, we received the data for only 445 schools of MCD and 490 schools of state government to compute an estimated number. The estimation has been done separately for the three MCDs and State Governments. For this purpose, after collecting data from the above mentioned schools an average was calculated and then this average was applied for calculating average for the entire MCD / State schools.

² South West- B, South East and New Delhi districts and Najafgarh, South, Civil Line, Narela and Shahdara South zones did not provide dropout data through RTI.

³ Shahdara South provided dropout data of 173 schools as 14,530. However, it was not possible to compute the estimated dropout for EDMC for the year 2016-17 and 2017-18, since the school wise data of enrolments was not accurately provided.

⁴ Data was received for Shahdara North only.

Table 6: Total Enrollments in Delhi Government Schools from 2014-15 to 2018-19 and estimated enrollment from 2019-20 to 2021-22

Year	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20*	2020-21*	2021-22*
Total Students in NDMC	3,39,369	3,30,313	3,09,724	2,87,278	2,78,818	2,70,098	2,61,508	2,52,918
% Change ⁵	-2.3%	-2.7%	-6.2%	-7.2%	-2.9%	-3.1%	-3.2%	-3.3%
Total Students in SDMC	2,88,922	2,74,296	2,63,019	2,38,861	2,34,327	2,11,919	2,04,339	1,83,813
% Change	-4.2%	-5.1%	-4.1%	-9.2%	-1.9%	-9.6%	-3.6%	-10%
Total Students in EDMC	2,10,749	2,14,098	2,03,353	1,98,488	1,64,920	1,50,653	1,23,407	1,04,888
% Change	-4.4%	1.6%	-5%	-2.4%	-16.9%	-8.7%	-18.1%	-15%
Total Students in MCD	8,39,040	8,18,707	7,76,096	7,24,627	6,78,065	6,32,670	5,89,254	5,41,619
% Change	-3.5%	-2.4%	-5.2%	-6.6%	-6.4%	-6.7%	-6.9%	-8.1%
Total Students in State Government	15,20,829	14,92,132	15,09,514	14,60,675	14,99,777	14,48,785	14,82,107	14,33,197
% Change	-4.5%	-1.9%	1.2%	-3.2%	2.7%	-3.4%	2.3%	-3.3%
Total Students in K.V.	1,00,303	1,05,665	1,09,598	1,11,174	1,14,888	1,18,602	1,22,316	1,26,030
% Change	2.9%	5.3%	3.7%	0.6%	3.3%	3.2%	3.1%	3%
Total Students in Other School	17,44,815	17,98,657	18,26,029	18,66,619	18,58,072	18,49,525	18,40,978	18,32,431
% Change	7.2%	3.1%	1.5%	2.2%	-0.5%	-0.5%	-0.5%	-0.5%

Inference:

Enrollments in MCD schools have fallen by 6% from 2017-18 to 2018-19, the highest fall being in East Delhi Municipal Corporation schools (-17%) followed by North Delhi Municipal Corporation schools (-3%). Compared to MCD, State government schools, KV schools and other schools have performed relatively better, where enrollment has increased by 3% in state and KV, and by 2% in other schools in 2018-19 as compared to 2017-18.

(*) Using a time-series regression we have estimated the year on year trend in total student enrollment, extrapolating this to the next three academic years from 2019-20 to 2021-2022⁶.

⁵ % change in enrollments, year on year.

⁶ Refer Annexure 1 for details.

Table 7: Change in Class I Enrollments from 2010-11 to 2021-22

Year	MCD		State Government	
	No. of students enrolled in Class I	% Change Year on Year	No. of students enrolled in Class I	% Change Year on Year
2010-11	1,69,215	-	23,605	-
2011-12	1,65,959	-1.9%	22,973	-2.7%
2012-13	1,43,809	-13.3%	22,628	-1.5%
2013-14	1,33,862	-6.9%	23,360	3.2%
2014-15	1,28,416	-4.1%	23,522	0.7%
2015-16	1,23,325	-4%	22,579	-4%
2016-17	1,12,187	-9%	23,304	3.2%
2017-18	95,817	-14.6%	22,181	-4.8%
2018-19	92,901	-3%	23,979	8.1%
2019-20*	87,586	-6%	23,341	-2.7%
2020-21*	83,337	-5%	24,764	6.1%
2021-22*	78,984	-5%	24,418	-1.4%

Inference:

Class one enrollments for MCD schools fell by 3% from 2017-18 to 2018-19, while class one enrollments for state schools have risen by 8.1%. However, in absolute numbers state government schools have much lesser Class 1 enrollments as compared to MCD in 2018-19, because around 43% state schools run primary schools.

(*) Using a time-series regression we have estimated the year on year trend in total student enrollment, extrapolating this to the next three academic years from 2019-20 to 2021-2022. The time series shows a disturbing trend in MCD schools, Class 1 enrollments have fallen by 45% in 2018-19 as compared to 2010-11 and are further expected to fall by 53% in 2021-22.

Table 8: Total enrollments in State Government and Central Government (K.V.) Schools from Class 7 to Class 12

State Government Schools				
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
Central Government (K.V.) Schools				
Class	2014-15	2015-16	2016-17	2017-18
7	9,007	9,451	9,778	9,867
8	9,088	9,412	9,395	9,952
9	10,206	10,434	10,695	11,763
10	8,236	8,594	7,932	7,268
11	9,319	9,260	9,573	10,041
12	7,771	7,686	7,622	7,012

Inference:

- Of the 2,88,094 students who got enrolled for class 9th in State government schools of Delhi in 2015-16, **55% students** did not reach class 12th in 2018-19. This shows very poor retention in State schools.
- **40% students** didn't go to the class 10th (academic year 2018-19) from class 9th (academic year 2017-18) in State Government schools while this figure was 32% for K.V schools. This probably indicates the high amount of students failing in Class 9 and unable to move to Class 10 in government schools.
- While **40% students** didn't go to the class 10th (academic year 2018-19) from class 9th (academic year 2017-18) in State Government schools, in the previous standards the retention rates are comparatively high, for example 98.5% students moved from Class 7 (in 2015-16) to Class 8 (in 2016-17).

Table 9: Comparison between State Government and Private Schools: X Results⁷

Year	Government schools		Private Schools Pass in (%)	Overall Pass in(%) ⁸
	State Government Pass in (%)	Central Government (K.V.) Pass in (%)		
Mar-15	95.81%	99.59%	97.05%	96.29%
Mar-16	89.25%	99.52%	95.43%	91.76%
Mar-17	92.44%	99.83%	92.85%	-
Mar-18	68.90%	97.03%	89.45%	78.62%
Mar-19	71.58%	99.79%	*	80.97%

(*) Data for private schools is not being maintained separately from March 2019, and detailed information has not been uploaded on the website either. An RTI Appeal has been filed for the same.

Inference:

- Although the pass percentage had fallen for state government in March 2018 exam due to the reintroduction of CBSE board examinations from that year, in March 2019 the pass percentage improved to 71.58%.
- Performance of K.V schools has been consistently high with a pass percent of 99.79% in March 2019.

Table 10: Comparison between State Government and Private Schools: XII Results

Year	Government schools		Private Schools Pass in (%)	Overall Pass in(%)
	State Government Pass in (%)	Central Government (K.V.) Pass in (%)		
Mar-15	88.11%	95.94%	89.75%	86.13%
Mar-16	88.91%	95.71%	86.67%	87.01%
Mar-17	88.36%	95.96%	84.02%	88.37%
Mar-18	90.65%	98.06%	89.38%	89%
Mar-19	94.24%	99.43%	*	91.87%

(*) Data for private schools is not being maintained separately from March 2019, and detailed information has not been uploaded on the website either. An RTI Appeal has been filed for the same.

Inference:

In state government schools the pass out percentage in March 2019 was 94.24% and for KV schools it was 99.43%, both higher than the overall pass percentage of Delhi.

⁷ Source: Class 10th and 12th result from 2015 to 2016 and 2018 and 2019 has been taken from Delhi government's education website (http://www.edudel.nic.in/welcome_folder/Result_Analysis2006.htm) while data for class 10th result for March 17 has been received through RTI. Data upto 2018 for K.V and private is taken from CBSE website: <http://cbse.nic.in/newsite/statisticalInformation.html> Data for 2019 KV was taken from KV website: <https://kvsangathan.nic.in/>

⁸ Overall pass percent of Delhi is taken from CBSE website, 10th pass out for 2017 not provided.

Continuous and Comprehensive Evaluation

Continuous and Comprehensive Evaluation (CCE) refers to a system of school-based assessment of students that is designed to cover all aspects of students' development. The new evaluation system was introduced under the Right to Education Act (2009) as a corollary to the no-detention policy.⁹

It is a developmental process of assessment which emphasizes on two fold objectives, continuity in evaluation, and assessment of broad based learning and behavioural outcomes. As per the guidelines for evaluation, teachers should aim at helping the child to obtain minimum C2 grade. It will be compulsory for a teacher and school to provide extra guidance and coaching to children who score grade D or below, and help them attain minimum C2 grade.

Following is the marking scheme used under CCE:

A1 and A2 as A (marks between 100% to 81%)

B1 and B2 as B (marks between 80% to 61%)

C1 and C2 as C (marks between 60% to 40%)

D: 33% to 40%

E1: Students that have never been enrolled in a school. This is an indicator of out of school children.

E2: As per RTE norms, students continuously absent for a month or more are graded as E2 under the CCE system. This is an indicator of students who are irregular in their attendance.

Data for state government CCE was taken from a sample of West (A and B) and East Districts of which data was received from 99 schools. 44 schools had discontinued CCE and stated that the method was no longer followed in their school. Data of the remaining 55 schools is presented below.

RTI was also filed for CCE in MCD schools in Shahdara North, Karol Baug and City zone but data was not provided.

⁹ The RTE Amendment Act, 2019 amends the no-detention policy by reintroducing examinations for 5th and 8th standard.

Table 11: Percentage of Students in each Grade for Classes III, V, VI, VII and VIII in State Schools in 2018-19

Grades	A	B	C	D	E
Class III					
Hindi	25%	34%	27%	8%	6%
English	22%	34%	29%	9%	6%
Maths	19%	36%	31%	8%	6%
Overall	22%	35%	29%	8%	6%
Class V					
Hindi	26%	40%	22%	8%	4%
English	23%	40%	25%	7%	6%
Maths	17%	38%	32%	8%	6%
Overall	22%	39%	26%	8%	5%
Class VI					
Hindi	9%	32%	32%	10%	17%
English	7%	25%	34%	13%	21%
Maths	3%	19%	42%	16%	20%
Science	2%	14%	37%	19%	28%
Social Science	1%	14%	43%	18%	23%
Overall	4%	21%	38%	15%	22%
Class VII					
Hindi	15%	35%	30%	9%	11%
English	8%	26%	38%	13%	15%
Maths	4%	14%	40%	19%	24%
Science	6%	17%	37%	18%	22%
Social Science	6%	32%	38%	11%	13%
Overall	8%	25%	37%	14%	17%
Class VIII					
Hindi	13%	34%	34%	10%	10%
English	4%	21%	42%	17%	15%
Maths	5%	12%	35%	22%	26%
Science	7%	23%	42%	15%	14%
Social Science	5%	27%	46%	13%	10%
Overall	7%	23%	40%	15%	15%

Inference:

- Class 3 and Class 5 outcomes of CCE shows maximum percent students in Grade B - 35% in 3rd and 39% in 5th standards, however a considerable percentage (43% in 3rd and 39% in 5th) were in C grade or below.
- CCE results in state government schools shows that maximum percent of students in standards 6th, 7th and 8th fall in and below Grade C - 75%, 67% and 70% respectively. This is a reflection of poor learning outcomes as reflected in the high percentage of students failing in 9th (not moving to 10th standard) as seen in Table 8.
- Poorest performance has been in the subjects of maths and science where majority students in Class 6, 7 and 8 scored C grade or below.

Patrachar Scheme

Patrachar Vidyalaya is the pioneer institution in the field of correspondence education at school level. It was established in January 1968 with the “sole purpose of opening new vistas of education for the drop-outs and those belonging to weaker sections of society who could not continue their educational facilities.” The Patrachar Vidyalaya runs under the administrative and fiscal control of the Directorate of Education, Delhi.

The main aim of the Patrachar Scheme is to prepare the students for board examinations, of those who have failed in 8th, 9th and 11th for 10th and 12th board exams or those students who have been out of the formal education system, who want to clear board exams. Classes under Patrachar Schools are held for 4 standards- 9th, 10th, 11th and 12th.

Considering that the primary aim of Patrachar schools is to enable students who have failed in particular standards to be able to appear for the board exam, it is important to compare the number of students falling out of formal schooling to the number of enrollments in Patrachar schools, to see whether the Patrachar scheme is successful in acting as an effective medium of correspondence education of the state government.

Table 12: Student enrollments in Patrachar schools in comparison to fall in enrollments from Class 9 to Class 10 in State Government schools

Year		2014-15	2015-16	2016-17	2017-18	2018-19
State Government Schools	9th Enrollment	2,59,705	2,88,094	3,11,824	2,89,682	3,02,845
	10th Enrollment	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 Enrollment ¹⁰	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%

Inference:

- Out of the students who failed in 9th in state government schools in 2017-18, only 3.5% enrolled in Patrachar schools in 10th standard in 2018-19.
- Not many students are availing of the patrachar scheme as evident from the enrollment. Further out of 4,037 students who enrolled in 10th in Patrachar in 2018-19, 3,163 students appeared out of which 32% passed the board exam.
- This shows that in the case of 10th standard board examinations, Patrachar schools have failed to provide as an effective measure of correspondence education. Majority students who did not go to

¹⁰ This includes direct enrollment in Patrachar and enrollment through Vishwas Group.

10th under the formal education system, have not moved to Patrachar schools. This raises a question mark on the future of more than one lakh students not being able to move ahead of 9th standard.

Table 13: Student enrollments in Patrachar schools in comparison to fall in enrollments from Class 11 to Class 12 in State Government schools

Year		2014-15	2015-16	2016-17	2017-18	2018-19
State Government Schools	11th Enrollment	2,04,051	1,66,150	1,50,480	1,71,613	1,36,874
	12th Enrollment	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 Enrollment	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%

Inference:

- Out of the students who failed in 11th in state government schools in 2017-18, 17% enrolled in Patrachar schools in 12th standard in 2018-19.
- Like the trend in 10th standard board (Table 12) even for 12th standard, majority students who did not go to 12th under the formal education system, have not moved to Patrachar schools, although the pass out percent is relatively better than that of 10th under Patrachar- of 7,077 students who enrolled in 2018-19, 6,028 appeared out of which 53% passed.

2.1.2 Factoid on Input Indicators

Table 14: Per-Child Allocation and Expenditure from 2017-18 to 2019-20 (in Crore)

Particulars	Budget Estimate 2017-18	Actual Expenditure 2017-18	Budget Estimate 2018-19	Actual Expenditure 2018-19	Budget Estimate 2019-20
NDMC					
NDMC- Non Plan	979	746	1,079	854	1,079
NDMC- Plan	184	149	178	191	728
Total budget	1,163	895	1,257	1,046	1,807
Total students	2,87,278	2,87,278	2,78,818	2,78,818	2,78,818
Per Capita cost for every student (in actual rupees)	40,484	31,147	45,079	37,503	64,812
EDMC					
EDMC- Non Plan	885	388	891	429	885
EDMC- Plan	145	112	150	184	417
Total budget	1,030	500	1,041	613	1,301
Total students	1,98,488	1,98,488	1,64,920	1,64,920	1,64,920
Per Capita cost for every student (in actual rupees)	51,881	25,195	63,142	37,154	78,914
SDMC					
SDMC - Non Plan	883	765	902	793	987
SDMC - Plan	146	140	90	129	483
Total budget	1,029	905	992	922	1,470
Total students	2,38,861	2,38,861	2,34,327	2,34,327	2,34,327
Per Capita cost for every student (in actual rupees)	43,083	37,902	42,338	39,356	62,723
State					
State	7,815	7072	10,963	NA	12,443
Total students	14,60,675	14,60,675	14,99,777	14,99,777	14,99,777
Per Capita cost for every student (in actual rupees)	53,505	48,416	73,100	NA¹¹	82,966

Inference:

- The per student budget estimate of state government has increased from Rs. 53,505 in 2017-18 to Rs. 82,966 in 2019-20.
- State government actuals show that per student Rs. 48,416 was spent in 2017-18.
- Among MCDs, SDMC spent the most (Rs. 37,902 per student) in 2017-18.

¹¹ State government actuals for 2018-19 are yet not available.

2.1.3 Deliberation by Municipal Councillors and MLAs

Table 15: Number of issues raised on education and Number of meetings by Councillors in Education & Ward/Other Committees in 2017-18 and 2018-19

		2017-18			2018-19		
		Education Committee	Ward Committee/ Ward/Other Committees	Total	Education Committee	Ward Committee/ Ward/Other Committees	Total
NDMC	No. of issues raised	79	504	583	42	572	614
	No. of total Meetings	7	156	163	7	237	244
SDMC	No. of issues raised	46	550	596	150	466	617
	No. of total Meetings	7	136	143	12	149	161
EDMC	No. of issues raised	32	123	155	157	293	450
	No. of total Meetings	6	105	111	12	107	119
Total	No. of issues raised	157	1,177	1,334	349	1,331	1,680
	No. of total Meetings	20	397	417	31	493	524

Inference:

- Councillors in three MCDs in 2018-19 raised 1,680 issues on education in 2018-19.
- Only 21% of total issues asked on education were in the Education Committee Meetings in 2018-19.

Table 16: Category wise number of issues raised by MLAs on Education from 2015 to 2018¹²

No. of issues raised	No. of MLAs				Overall Term ¹³
	2015	2016	2017	2018	
0	28	26	23	15	3
1	6	17	16	12	5
2 to 5	19	14	13	21	18
Above 6	5	2	7	12	26
Total	58	59	59	60	52

Inference:

Only 12 MLAs of Delhi raised 6 and more issues related to Education in 2018.

Table 17: Type of issues raised by MLAs on Education from 2015 to 2018¹⁴

Issues	No. of issues raised				Total
	2015	2016	2017	2018	
Anganwadi/Balwadi/Creche related	1	5	5	9	20
Cast Tribe education	0	0	0	5	5
Dropout rate	0	1	0	4	5
Education related	10	10	14	19	53
Fees/ Donation Related	3	1	3	8	15
Girls Education	1	2	0	0	3
Higher/ Technical Education	13	6	9	30	58
Human Resources Related	10	8	30	28	76
Infrastructure issues	12	7	11	37	67
Municipal School	7	7	5	15	34
New schools	3	4	12	13	32
Playground	0	0	0	1	1
Primary/Secondary education	0	2	0	6	8
Private and Trust School	6	2	1	15	24
Private College	0	1	0	1	2
Sports related	0	0	1	5	6
Schemes/ Policies in Education Related	17	20	29	43	109
Student issues related	2	0	10	18	30
Student Teacher Ratio	0	1	0	1	2
Syllabus/Curriculum	2	1	1	1	5
Upgradation reduction of Standards and section of school in Municipal School	0	0	0	1	1
Total	87	78	131	260	556

¹² & ¹⁴ Period of the session for 2015 (24-February-2015 to 22-December-2015), For 2016 (22-March-2016 to 18-January-2017), for 2017 (6-March-2017 to 17-January-2018) for 2018 (16-March-2018 to 28-February 2019)

¹³ Overall Term – The assembly sessions considered held between 24th February 2015 to 28th February 2019. The number of MLAs mentioned under Overall Term have been MLA throughout the mentioned period.

2.1.4 What needs to be done to improve the status of education in Delhi?

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.

2.2 The State of Health in Delhi

Summary

A strong disease surveillance mechanism is key to monitoring public health indicators and in turn ensuring improved health of the populace. The capital city New Delhi, which in this regard could have been a leader for other Indian cities, is instead depicting a picture of an unaccountable and ambiguous monitoring culture of governance.

If we take the example of cause of deaths in the city, we note that data is available for institutional deaths only, which were 66 % of total reported deaths in 2017. It is crucial to comprehend the data around causes of death to understand the severity of a disease. This 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. Sadly, by the end of 2019, we will have data of deaths upto 2017 only. All this implies that health trends cannot be properly monitored in real time and neither can exigencies be pre-empted.

For instance, the rising number of respiratory deaths over the years reflect the current public health 'emergency' that the city is grappling with. Air Quality data collected by Praja through the Central Pollution Control Board (CPCB) 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, with at least three months recording 'very poor' air quality.

If we look at respiratory diseases, which are caused and aggravated by air pollution, it reflects a serious threat that Delhi's residents face on a daily basis. In 2017 for instance, 551 deaths were caused due to cancer of respiratory and intrathoracic organs, 9,321 deaths were caused due to other respiratory diseases and infections. This calculates to around 27 deaths per day in 2017, which were caused due to respiratory ailments and diseases, while this number was 33 deaths per day in 2016.

A robust health monitoring mechanism ensures the mapping of successes and loopholes in existing policy framework and also making policy rectifications regarding the key determinants of health. For example, data of the past three years shows that Delhi was able to tackle dengue, which has shown reduction in cases. However, water-borne diseases such as diarrhea (5,14,052 in 2018-19) and typhoid (51,266 in 2018-19) are still very rampant, reflecting a poor quality of water supply in the city, which the 36,426 complaints in 2018 related to contaminated water bear testimony to.

With such a large disease burden in the capital city, it becomes even more necessary to have a strong public healthcare system that can provide affordable and easily available preventive, primary and curative healthcare. And Delhi for one, is a city with multiple governments, with each having its own public health care. Moreover, there are new schemes for developing public healthcare infrastructure such as the Mohalla Clinics.

Combining MCD and state budgets together, Delhi had a health spending of Rs. 6,590 crores in 2017-18 and Rs. 8,549 crores were allocated for 2018-19.

Still, as revealed in a household survey commissioned by Praja to Hansa Research, out of 25,041 households surveyed in Delhi, 41% accessed private healthcare and 12% accessed both government and private services

in 2019. 47% respondents accessed government facilities but this is not reflected in the overall household expenditure on health, which continues to be phenomenally high.

Delhiites spent on an average 9.8% of their household incomes on health, which if calculated according to per capita income as per GDP, is a total of Rs. 1,16,887 spent per household on healthcare in one year (2018-19).

The survey also revealed that people in Delhi were not very akin to using health insurance. Only 6% respondents had a health insurance, out of which 69% had private insurance schemes. Out of the 14% respondents who were aware of any government health insurance scheme, 85% knew about *Ayushman Bharat*, of which only 6% had enrolled.

This shows that inspite of several facilities, affordability in healthcare continues to be a serious concern. Further, inspite of available infrastructure and a huge government spending, there is a poor evidence for its impact due to lack of a centralised monitoring mechanism and no proper structure for implementing healthcare policies.

The Mohalla clinic initiative for example, started with the good intent of taking primary health at the community level and also providing affordable diagnostic services. However, the scheme is not being properly monitored. First, there is no uniformity in the way districts maintain this data. Secondly, the data for Mohalla clinics was not available with the Directorate of Health Services (DHS). 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.

Even elected representatives, who need to raise issues in the deliberative bodies regarding the status of health in the city and its monitoring are not vigilant in this regard. Out of a 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. A few concerns were raised despite the fact that a large number of these cases are regularly reported in the city. Similarly, 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.

To improve the situation, it is crucial that the Elected Representatives become proactive and hold the government accountable for city's healthcare system. The government on its part, needs to take strict policy action on the health determinants such as pollution and contaminated water. In addition, a uniform and transparent system needs to be put in place to provide public healthcare to the city with ease of access and affordability.

Thus instead of new schemes like 'Mohalla clinics' the government can work towards strengthening its existing dispensary infrastructure with regular visits of specialist doctors, and improving dispensary and hospital OPD timings from 8am to 10pm. Along with this, awareness about government insurance schemes must be encouraged so that catastrophic healthcare expenditure can be reduced. For all this to function effectively, monitoring of the health care facilities and policy implementation will be of utmost importance.

2.2.1 Factoid on Status of Health

Table 18: Overview of Diseases/Ailments¹⁵ from 2014-15 to 2018-19¹⁶

Diseases	Type	2014-15	2015-16	2016-17	2017-18	2018-19
Diarrhoea	Dispensary	4,30,806	4,15,645	4,31,295	3,48,885	3,39,343
	Hospital	1,52,291	1,60,911	1,64,866	1,52,599	1,74,709
	Total	5,83,097	5,76,556	5,96,161	5,01,484	5,14,052
Diabetes	Dispensary	2,25,366	2,45,247	2,47,333	2,28,848	2,03,470
	Hospital	1,14,110	1,20,686	1,25,798	1,33,623	1,24,329
	Total	3,39,476	3,65,933	3,73,131	3,62,471	3,27,799
Hypertension	Dispensary	2,29,273	2,26,222	2,50,403	2,16,614	1,97,792
	Hospital	1,08,401	1,04,011	1,08,636	1,51,219	1,13,604
	Total	3,37,674	3,30,233	3,59,039	3,67,833	3,11,396
Tuberculosis	Dispensary	40,951	51,264	38,385	34,177	30,141
	Hospital	34,057	29,603	26,030	40,284	38,581
	Total	75,008	80,867	64,415	74,461	68,722
Typhoid	Dispensary	16,888	34,569	15,503	11,265	11,821
	Hospital	36,469	34,295	40,613	39,825	39,445
	Total	53,357	68,864	56,116	51,090	51,266
HIV/ AIDS	Dispensary	1,188	616	806	561	1,578
	Hospital	4,419	14,259	13,085	3,237	11,561
	Total	5,607	14,875	13,891	3,798	13,139
Dengue	Dispensary	25	5,383	1,582	532	1,057
	Hospital	643	21,736	3,435	6,621	5,642
	Total	668	27,119	5,017	7,153	6,699
Malaria	Dispensary	4,514	3,794	2,375	1,286	504
	Hospital	3,209	5,651	3,736	2,919	2,370
	Total	7,723	9,445	6,111	4,205	2,874
Cholera	Dispensary	2,603	3,641	6,212	1,292	1,017
	Hospital	918	1,384	1,300	1,841	509
	Total	3,521	5,025	7,512	3,133	1,526

Inference:

- In 2018-19 highest number of cases among sensitive diseases were of Diarrhoea (5,14,052) followed by diabetes (3,27,799) and hypertension (3,11,396).
- Diarrhoea, Diabetes, hypertension, tuberculosis and typhoid are the top 5 sensitive diseases reported in government facilities in the last 5 years.
- On an average, from last 5 years' people in Delhi have suffered the most from Diarrhoea followed by Diabetes.
- It is an interesting point to note that there is not much change in occurrence of these diseases and no serious action has been taken by authorities to prevent these diseases to decrease their occurrences.

¹⁵ We have tracked the occurrence of key Communicable and non-communicable diseases in this report. This table is an overview of the occurrence of sensitive diseases in Delhi. You will see details of the same in this section.

¹⁶ Please note that these are OPD and IPD counts of government hospitals and dispensaries provided through RTI, and may not be completely mutually exclusive cases.

Cause of Death

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.

Table 19: Total Deaths and Institutional¹⁷ Deaths 2014-2017¹⁸

Year		2014	2015	2016	2017
Total Deaths	Male	75,404	76,421	87,704	83,600
	Female	45,882	48,095	53,887	52,485
	Others*	0	0	41	32
	Total	1,21,286	1,24,516	1,41,632	1,36,117
Institutional Deaths	Male	47,001	48,485	56,806	55,694
	Female	27,591	29,582	33,684	33,654
	Others*	0	0	27	29
	Total	74,592	78,067	90,517	89,377
% of Institutional to Total Deaths	Male	62%	63%	65%	67%
	Female	60%	62%	63%	64%
	Others*	0%	0%	66%	91%
	Total	62%	63%	64%	66%

Note: (*) Includes transgender/ ambiguous/ not stated

Inference: Institutional deaths to total deaths has been rising in the past 4 years and was 66% in 2017.

¹⁷ The data is retrieved from:

<http://itishahdara.delhi.gov.in/wps/wcm/connect/d24762804a3bcb4f92d49f15ffe59382/final+pdf+mccd.pdf?MOD=AJPERES&lmod=1246185235&CACHEID=d24762804a3bcb4f92d49f15ffe59382> The table has been prepared exclusively on the basis of data on institutional deaths published in the MCCD report in Delhi. In domiciliary cases MCCD is not reported, so the readers of this report may bear in mind that this study is confined to institutional deaths.

¹⁸ Please note cause of death data is available as per calendar year.

Comparison of Air Quality Index to Respiratory Diseases

The National Air Quality Index Report of the Central Pollution Control Board, provides station wise live data of air quality based upon the following air pollutants: Particulate Matter (PM2.5, PM10), Nitrogen Dioxide (NO₂), Ammonia (NH₃), Sulphur Dioxide (SO₂), Carbon Mono-oxide (CO), and Ozone. AQI index range and corresponding severity of pollution is mentioned in the table below.

Table 20: Average AQI from January 2015 to December 2018

2015	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
	320	361	133	184	213	178	131	142	190	249	360	309	231
2016	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
	371	301	237	264	238	203	144	112	160	276	377	367	255
2017	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
	304	267	211	227	249	174	98	103	139	285	361	316	227
2018	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
	330	262	213	220	215	199	100	111	109	267	335	360	227

Inference:

- Monthly four-year trend of AQI shows that poor air quality is clearly a condition of season- worst air quality is reported in the winter months.
- Average month wise AQI is very poor in November, December and January months while it is moderate to satisfactory from June to September.

Table 21: Air Quality Compared to Respiratory Deaths from 2015 to 2017

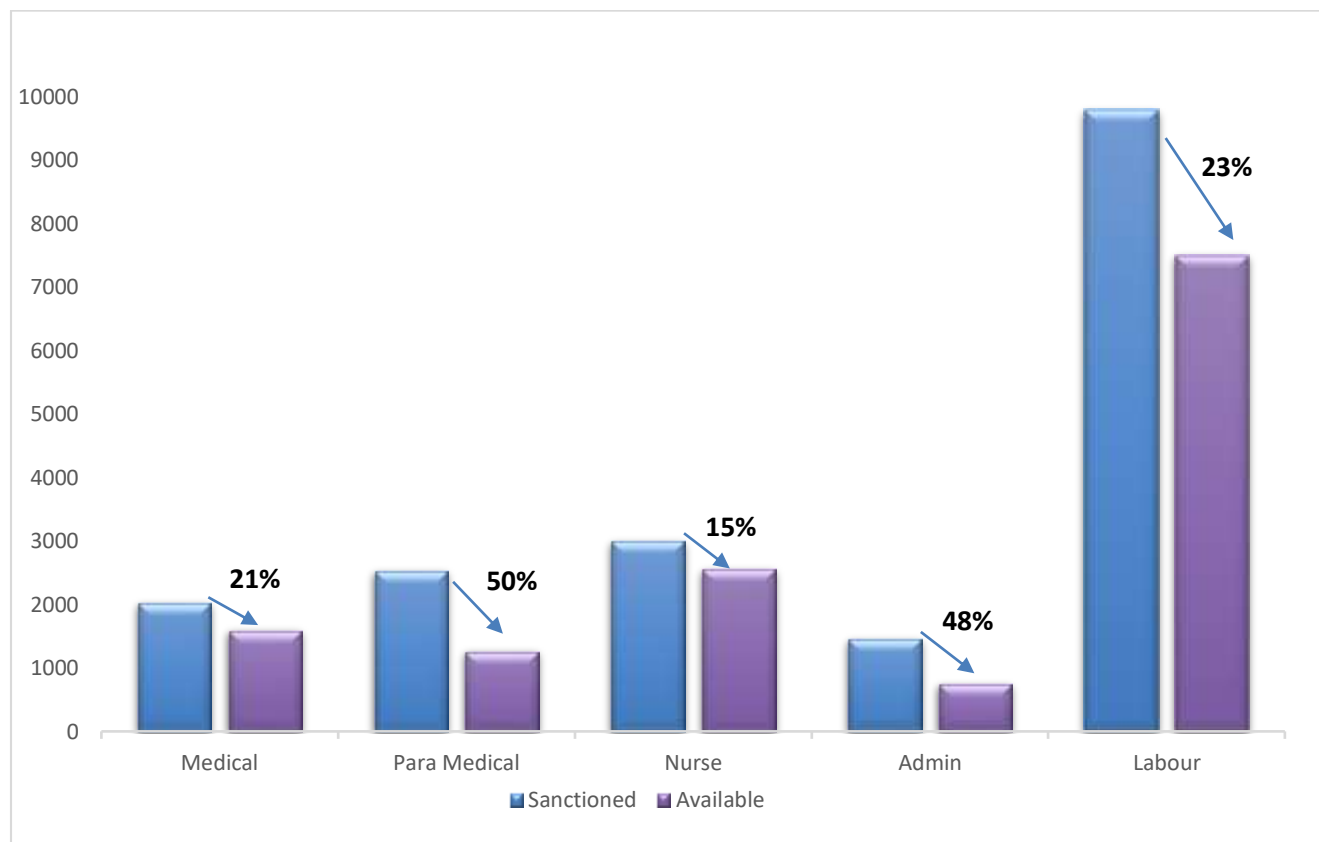
Year	2015	2016	2017
Air Quality Levels	231	255	227
Total Deaths due to major respiratory diseases	9,799	11,900	9,872
Respiratory Tuberculosis (A15-A16)	3,058	3,110	1,810
Malignant neoplasm of respiratory and intrathoracic organs (C30-C39)	502	530	551
Diseases of the Upper Respiratory Tract (J00-J06, J30-J39)	722	1,785	281
Lower respiratory diseases (J20-J22, J40-J47)	1,653	2,474	2,152
Other diseases of the respiratory system (J10-J18, J60-J98)	3,864	4,001	5,078

Inference:

- High levels of air pollution in Delhi, leads to poor health of its residents and the most evident impact can be felt in respiratory diseases which air pollution would cause as well as aggravate.
- The air quality of Delhi has been poor in the past three years and if we go by the respiratory disease related deaths, it reflects a serious threat that air pollution is having on the residents of Delhi.
- In 2016, the average air quality was the worst and correspondingly highest number of respiratory deaths (11,900) were recorded in that year.

2.2.2 Financial and Human Resource Allocation in Dispensaries and Hospitals in Delhi

Figure 2: Shortage¹⁹ of staff in Municipal Corporation of Delhi dispensaries and hospitals as of December 2018

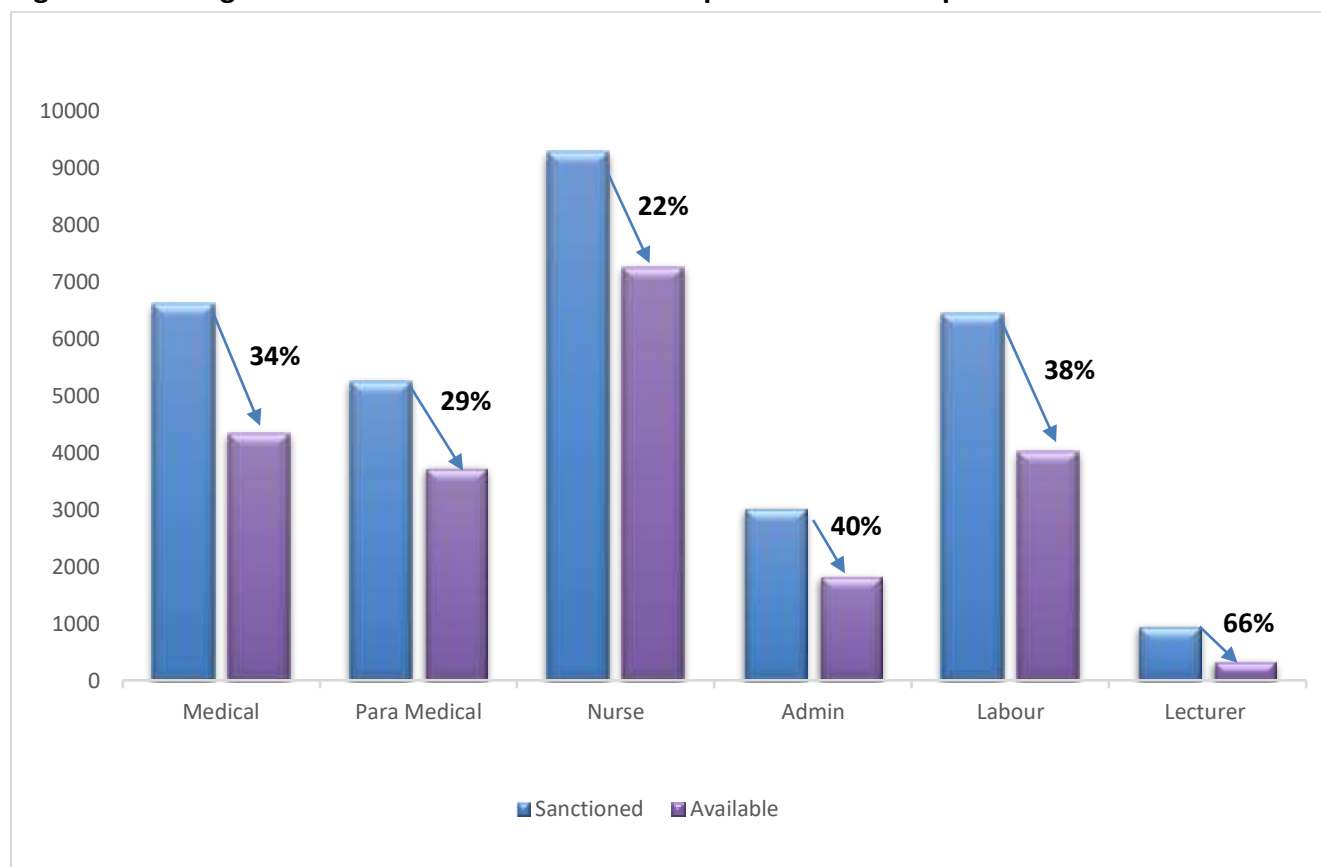


Inference:

Municipal Corporation of Delhi (MCD) dispensaries and hospitals had a 21% shortage of Medical staff and 50% shortage of para-medical staff as on 31st December, 2018.

¹⁹ Personnel shortage has been calculated by subtracting the available positions from the sanctioned positions given by all the health units. There are some positions which have been abolished but people who were earlier working on those positions will continue to work till they retire. For such cases, sanctioned positions excluding the number of abolished positions has been considered.

Figure 3: Shortage²⁰ of staff in State Government dispensaries and hospitals as of December 2018



Inference:

State government dispensaries and hospitals had a 34% shortage of Medical staff and 29% shortage of para-medical staff as on 31st December, 2018. There was a 66% shortage reported in post of lecturers in medical colleges.

²⁰ Personnel shortage has been calculated by subtracting the available positions from the sanctioned positions given by all the health units. There are some positions which have been abolished but people who were earlier working on those positions will continue to work till they retire. For such cases, sanctioned positions excluding the number of abolished positions has been considered.

Table 22: Budget²¹ Estimate and Actual Expenditure from 2016-17 to 2019-20 (Rs. in crores)

Government	2016-17			2017-18			2018-19	2019-20
	Budget Estimate	Actual Expenditure	Utilisation %	Budget Estimate	Actual Expenditure	Utilisation %	Budget Estimate	Budget Estimate
NDMC (A)	1,041	808	78%	1,344	1,025	76%	963	859*
EDMC (B)	372	263	71%	432	246	57%	588	542
SDMC (C)	476	414	87%	688	586	85%	269*	391*
Total MCD Budget (A+B+C)	1,889	1,485	79%	2,464	1,857	75%	1,820	1,792
State Government	5,259	4,031	77%	5,736	4,733	83%	6,729	7,485
Grand Total	7,148	5,516	77%	8,200	6,590	80%	8,549	9,278

(*) Capital expenditure for NDMC Budget Estimate 2019-20 and SDMC Budget Estimate 2018-19 and 2019-20 not available.

Inference:

- SDMC utilised the maximum budget (85%) while EDMC utilised the least (57%) of the budget allocated in 2017-18.
- State budget utilisation has improved from 77% in 2016-17 to 83% in 2017-18.

²¹ We are considering only State and MCD budget but there are other agencies which spend money on Health e.g. Centre.

2.2.3 Deliberations by Municipal Councillors and MLAs on Health Issues

Table 23: Total numbers of Meeting, Attendance and Issue Raised in Medical Relief & Public Health Committee of MCDs from April 2017 to March 2019

Year	MCD	No of Members	No. of Meeting	Attendance (in %)	Total Issues Raised
April 2017 to March 2018	EDMC	14	8	78%	193
	NDMC	21	5	51%	74
	SDMC	21	9	60%	373
April 2018 to March 2019	EDMC	14	8	77%	224
	NDMC	21	6	49%	86
	SDMC	21	8	42%	62

Inference:

The attendance of NDMC and SDMC members in the Medical Relief & Public Health Committee has been a dismal 49% and 44% respectively from April 2018 to March 2019.

***Note:** Medical Relief and Public Health Committee is constituted at the beginning of every financial year. Medical and Public Health Committee gives advice to Corporation to establish and maintain hospitals, dispensaries and Maternity and child welfare centres, on Registration of births and deaths, on Public vaccination and inoculation, on measures for preventing and checking the spread of diseases. It comprises of 56 members (14- EDMC, 21-NDMC and 21 SDMC).

Table 24: Health issues raised by MLAs from 23rd February 2015 to 28th February 2019

Issues	2015*	2016*	2017*	2018*	Total
Cemeteries/Crematorium related	2	1	5	4	12
Contaminated Water Supply	8	2	9	0	19
Eradication Programme	0	2	0	0	2
Epidemic/Sensitive Disease	19	22	32	35	108
<i>Dengue/Malaria/Chikungunya</i>	5	11	19	6	41
<i>Diabetes</i>	1	0	0	0	1
<i>Hypertension</i>	0	0	0	0	0
<i>Diarrhoea/Typhoid/Cholera</i>	0	0	0	0	0
<i>Tuberculosis</i>	0	0	0	0	0
Dispensary/Municipal Hospital/State Hospital	0	3	1	2	6
Fogging	0	0	0	3	3
Health Related Issues	11	4	16	39	70
Health Service Related	6	17	20	62	105
Health Education Institute	0	1	0	0	1
Human Resources Related	8	9	9	17	43
Infrastructure	27	13	24	49	113
License	0	1	2	6	9
Maternity homes/Primary Health Centre (PHC)	0	2	0	0	2
Pollution	1	0	0	1	2
Private Health Services	1	0	0	3	4
Private Hospital/Clinics	2	0	0	0	2
Schemes/Policies in Health	2	3	6	36	47
Treatment Medicines	6	4	10	7	27
Water Logging	2	3	4	0	9
Total	95	87	138	264	584

(Note: One question/issue may be related to multiple sub issues in health and is counted issue wise, hence total questions raised does not equal issue wise total)

Inference:

Although highest number of issues (62) were raised related to health services by MLAs in 2018 no questions were raised regarding diseases that have a high occurrence in the city such as diabetes, hypertension, diarrhoea and tuberculosis.

**Annual period for 2015 was 23rd Feb 2015 to 22nd Dec'2015; for 2016 it is 22nd March'2016 to 18th January'2017; for 2017 it is 17th Jan'2017 to 17th Jan 2018 and for 2018 16th March 2018 to 28th February 2019*

2.2.4 What need to be done to improve health status in Delhi?

- 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.
- 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**.
- **Awareness about government insurance schemes** must be done so that catastrophic healthcare expenditure can be reduced.

2.3 State of Policing and Law & Order in Delhi

Summary

Time and again, crime-related incidents have dented Delhi's image of a safe city. Young girls and women prefer not to step out of their homes during dusk hours, when roads become desolate and market areas shut completely. The sad aspect is that despite being the national capital, citizens find approaching the law and order system as inconvenient and troublesome. In such a scenario, what is one supposed to do when confronted with some grievance related to law and order? Who will address the issues of Delhi citizens, when they are even intimidated with the thought of approaching police?

In the data for crimes against children under Protection of Children from Sexual Offences (POCSO) Act, we found that 63% of total rapes (1,237 out of 1,965 cases) in Delhi, were targeted towards innocent children. Further, of the total cases of kidnapping and abduction, 94% (5,555 cases) were related to kidnapping of children in 2018-19. Also, maximum number of kidnapping cases involved kidnapping girls - 70% cases in 2018-19.

Further, according to the RTI data, from 2014-15 to 2018-19, the number of reported rapes dropped by 6% while molestation cases reported declined by 30% in Delhi. Of the major reported crimes, cases of theft increased from 52,211 in 2014-15 to 1,08,406 in 2018-19, a huge rise of 108%. Does this reflect any improvement in the Delhi's crime situation? Or does this suggest that Delhi's citizens are facing difficulty in reporting crimes to the police?

We suspect that the latter is true - especially if we look at the results of a survey of 27,121 households in Delhi commissioned by Praja to Hansa research. Of the total households surveyed, 10% respondents witnessed crime in the city, of which 57% did not report it to the police. Similarly, 35% respondents had faced crime, of which 26% did not report it to the police. In fact, even those respondents, who witnessed crime and reported it to the police, only 4% filed an FIR at the police station. Of those who faced crime and reported, only 5% filed an FIR at the police station.

Of those who reported crimes to the police - 72% respondents who witnessed crime and 73% respondents who faced crime - were not satisfied with the response of the police. Further, a considerable percentage - 20% of those who witnessed crime and 26% of those who faced crime and did not report to the police saying that they did not do so because they 'did not have faith in the police/legal system'. The existing scenario doesn't depict a good image of the Delhi's law and order system, where citizens do not report cases, are unsatisfied with the police and do not have faith in the criminal justice system.

It is quite evident that this is not just a law and order problem but more of a mind-set issue, where instead of approaching police for redressing their issues, citizens seem to prefer arbitrary retribution over following due process of law for justice. The current situation needs urgent measures so that the situation can improve in future and people's faith in judiciary can be restored.

Additionally, the most important aspect, i.e. the mind-sets of people - those who face/ commit crimes along with those, who are responsible for investigating crimes and administering justice - require immense

sensitisation. Citizens need to gain faith and feel comfortable when it comes to reaching out to police personnel, when they witness/ face crime. For this, the police-citizen relation must be strengthened through trust building and awareness activities. In fact, sensitisation of police personnel is very critical to develop a more citizen-friendly image and attitude.

Citizens on the other hand must become aware and alert about their environments so they can timely report any criminal and /or miscreant activity to the police personnel for effective action. This can be done through regular police-community meetings conducted with local police, representatives of different socio-economic sections and community based organisations. All these activities can immensely help in changing attitudes, instilling awareness in all age groups (especially in sexual crime cases) and in building a collaborative approach in the criminal justice system - for safe neighbourhoods, safe cities and especially a secure future for our young citizens.

2.3.1 Crime Statistics

Table 25: Highest Crimes Reported District-wise in Delhi from 2014-15 to 2018-19

Crime	2014-15		2015-16		2016-17		2017-18		2018-19	
	District	Cases	District	Cases	District	Cases	District	Cases	District	Cases
Murder	Outer	87	Outer	127	Outer	109	Outer	108	Rohini	74
Attempt to murder	North East	118	North East	143	North East	119	Outer	108	Dwarka /South	53
Rape	South	296	North East	356	Outer	362	Outer	308	Outer	218
Molestation	South	778	North East	643	Outer	561	Outer	382	Outer	378
Riots	North East	37	North East	54	Outer	15	North East	9	East	6
Kidnapping/ Abduction	Outer	1,219	North East	1,258	Outer	1,145	Outer	1,023	Outer	863
House Breaking (Day and Night)	Outer	1,896	Outer	2,448	Outer	1,799	Outer	1,001	North West	541
Chain Snatching	West	1,078	Outer	1,643	West	1,074	West	488	Outer	407
Robbery / Dacoity	North East	1,412	North East	1,879	Outer	882	North East	514	North East	312
Theft	Outer	7,565	Outer	8,617	Outer	7,212	North West	8,641	North West	12,875
Extortion	East	36	Outer	61	South West	34	Outer	20	Rohini	19
Overall Crime	Outer	5,632	Outer	27,410	Outer	21,488	Outer	19,444	North West	22,975

Inference:

- The highest number of cases registered in 2018-19 were in North Delhi's police districts- Rohini, Outer, North East and North West.
- Outer district had the highest number of cases of rape (218), molestation (378) and Kidnapping and Abduction (863) in 2018-19.
- North West had the highest number of theft cases reported (12,875) in 2018-19.
- Overall, highest number of crimes were reported in North West police district (22,975) in 2018-19.

Table 26: Comparison of Kidnapping and Abduction cases from 2015-16 to 2018-19

Year	Kidnapping (Children) (Sec. 363, 363A)					Abduction (Adults) (Sec. 362)				
	Male	%	Female	%	Total	Male	%	Female	%	Total
2015-16	3,044	44%	3,888	56%	6,932	376	47%	419	53%	795
2016-17	2,363	39%	3,654	61%	6,017	196	29%	484	71%	680
2017-18	2,031	35%	3,726	65%	5,757	184	37%	312	63%	496
2018-19	1,668	30%	3,887	70%	5,555	91	25%	274	75%	365

Inference:

- Majority of cases were of kidnapping of girl children-70% kidnapping cases were of females in 2018-19.
- 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.
- Of the total cases of kidnapping and abduction 94% (5,555 cases) were of kidnapping of children in 2018-19.

If we look at the results of a survey of 27,121 households in Delhi commissioned by Praja to Hansa research in the year 2019. Of the total households surveyed, 10% respondents witnessed crime in the city, of which 57% did not report it to the police. Similarly, 35% respondents had faced crime, of which 26% did not report it to the police. In fact, even those respondents, who witnessed crime and reported it to the police, only 4% filed an FIR at the police station. Of those who faced crime and reported, only 5% filed an FIR at the police station.

Of those who reported crimes to the police - 72% respondents who witnessed crime and 73% respondents who faced crime - were not satisfied with the response of the police. Further, a considerable percentage - 20% of those who witnessed crime and 26% of those who faced crime and did not report to the police saying that they did not do so because they 'did not have faith in the police/legal system'. The existing scenario doesn't depict a good image of the Delhi's law and order system, where citizens do not report cases, are unsatisfied with the police and do not have faith in the criminal justice system.

It is quite evident that this is not just a law and order problem but more of a mind-set issue, where instead of approaching police for redressing their issues, citizens seem to prefer arbitrary retribution over following due process of law for justice. The current situation needs urgent measures so that the situation can improve in future and people's faith in judiciary can be restored.

Crime in India Report and Statistics

An important function of the National Crime Records Bureau (NCRB) is to publish the Crime in India (CII) report annually.

Delay in Publication of Report

Every year, Crime in India usually gets published in July but from quite a few years, it has been delayed. The last 'Crime in India 2016' report came out on Nov 30, 2017 which was already 4 months delayed. 'Crime in India 2017' was released on 21st October, 2019, a delay of more than a year. Neither has 'Crime in India 2018' has been released in January 2020.

Two of the major objectives of NCRB are: To generate and maintain secure sharable National Databases on crimes and criminals for law execution agencies and uphold their use for public service delivery. The other is to publish information on inter-state and international criminals from and to respective States, national investigating agencies, courts and prosecutors in India without having to refer to the Police.

Table 27: Status of Investigation and Trial of IPC Cases in Delhi as per Crime in India in 2016 and 2017

Years	2016	2017
Police Investigation		
Pending Investigation from Previous year	1,30,933	1,70,311
Cases reported in the current year	2,09,519	2,32,066
Total cases for investigation	3,40,452	4,02,512 ²²
Cases withdrawn or transferred	314	167
Cases where final report submitted	1,22,202	2,08,024
Cases where charge sheet submitted	46,680	52,075
Cases pending investigation at the end of the year	1,71,171	1,41,338
% of cases pending for investigation at the end of the year	50%	35%
Trial by Courts		
Cases pending trial from previous year	1,69,576	1,90,050
Cases taken for trial in current year	46,680	52,075
Total cases for trial	2,16,256	2,42,125
Cases withdrawn or compounded	1770	5379
Cases discharged / acquitted	9,542	7,755
Cases convicted	10,179	13,650
Cases pending trial at the end of the year	1,94,765	2,14,491
% of cases pending for trial at the end of the year	90%	89%

Inference:

- A total of 4,02,512 IPC cases were to be investigated in Delhi in 2017 out of which 35% cases were pending for investigation at the end of the year. Out of the cases investigated, charge sheet was filed in 52,075 cases.
- A total of 2,42,125 cases were to be tried in courts for IPC in Delhi in 2017 out of which 89% cases were pending for trial at the end of the year.

²² Total also includes 135 cases reopened for investigation in 2017

2.3.2 Human Resources in the Policing and Law and Order System

Police Personnel

Table 28: Designation wise number of sanctioned and working police personnel in 2017-18 and 2018-19²³

Designation	2017-18			2018-19		
	Sanctioned	Working	% Difference between Sanctioned and Working	Sanctioned	Working	% Difference between Sanctioned and Working
Commissioner of Police (C.P.)	1	1	0%	1	1	0%
Special Commissioner of Police	12	15	25%	12	15	25%
Joint Commissioner of Police (Jt. C.P.)	20	15	-25%	20	15	-25%
Additional Commissioner of Police (Addl. C.P.)	20	11	-45%	20	22	10%
Deputy Commissioner of Police (D.C.P.)	54	58	7%	54	47	-13%
Additional Deputy Commissioner of Police (Addl. D.C.P.)	54	31	-43%	54	32	-41%
Assistant Commissioner of Police (A.C.P.)	348	199	-43%	348	316	-9%
Police Inspector (P.I.)	1,350	1,338	-1%	1,425	1,408	-1%
Police Sub - Inspector (P.S.I.)	7,523	5,197	-31%	7,859	5,020	-36%
Assistant Police Sub-Inspector (A.S.I)	6,759	7,492	11%	7,069	7,954	13%
Head Constable (H.C.)	24,393	20,198	-17%	23,118	20,136	-13%
Police Constable (P.C.)	54,030	49,528	-8%	49,782	44,823	-10%
Total Police Force	94,564	84,083	-11%	89,762	79,789	-11%

Inference:

- There was a shortage of 36% in the post of Police Sub-Inspector (P.S.I.) in 2018-19, who also perform the role of investigation officers.
- Highest shortage in Delhi police was in the post of Additional Deputy Commissioner of Police (Addl. D.C.P.)- 41% in 2018-19.
- Overall shortage of Delhi police was 11% in 2018-19, same as last year.

²³ Data received through RTI from Police Headquarters as on 31st March of that year. For example, 2018-19 data is as of 31st March 2019. Data in this table is of department and police station personnel.

2.3.3 Deliberations by Members of Parliament (MP) in Delhi²⁴

Table 29: Issue-wise number of questions asked on crime from Budget 2014 to Winter 2018

Issues	No. of Questions related to crime
Cyber Crime	10
First Information Report (FIR) Related	20
Human Resources Related	10
Police Station Infrastructure	4
Women Issues Related	5
Prison Custody	3
Illegal Immigrants	2
Schemes Policies in Crime	9
Terrorism/Naxals/Extremists Related	2
Crime Related	15
Total	80

Inference:

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.

²⁴ Detailed information regarding questions asked by various MPs from Budget 2014 to Winter 2018 was taken from the below mention link: <http://164.100.47.194/Loksabha/Questions/Qttextsearch.aspx>

2.3.4 What needs to be done to improve safety in Delhi

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.

Awareness of Police complaints authority needs to be done so that citizens can use the platform to file complaints against police more effectively.

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.**

Police-Citizen Relations

It is important that citizens gain faith and are comfortable in reaching out to police when they witness or face crime. For this the police-citizen relations need to be improved through **trust building and awareness.**

Police officials need to be **sensitised** to involve citizens as partners in policing, welcome inputs from the community and act in a collaborative and co-operative manner when it comes to reporting of cases, leads, etc. For this **training** and counselling of police officials on the behavioural skills towards citizens needs to be done.

2.4 Report on Civic Issues in Delhi

Summary

The national capital of Delhi is still grappling with basic civic issues, while the multiplicity of agencies and governments managing the city is only aggravating the situation.

Complaints relating to 'No Water' have increased from 34,554 in calendar year 2015 to 86,637 in 2018, a 151% increase. From 2017 to 2018, complaints of 'no water' increased by 66% (from 52,100 in 2017 to 86,637 in 2018). While the state government through the Delhi Jal Board (DJB) had promised improved water services, increase in complaints to the DJB show a different picture. Total water related complaints to the DJB are 1,59,677 in 2018, more than the total complaints of all civic issues of all three Municipal Corporations of Delhi put together, essaying a bleak picture of civic governance in the city.

Similarly, the capital city is unable to manage its waste. Complaints related to garbage not collected have increased by 316% from 2015 to 2018, while according to recent news reports, the East Delhi's Ghazipur waste mound is set to be taller than the Qutub Minar by mid next year.

In terms of sanitation, men to women disparity is high - only one in four public toilets seats are for women. In terms of toilet to population ratio, the Swachh Bharat norm for public toilets is 1 public toilet seat for 100-400 men and 1 public toilet seat for 100-200 women, while in Delhi there is actually 1 public toilet seat for 3,982 men, and 1 public toilet seat for 9,630 women.

In MCD, most complaints are registered related to buildings and unauthorised constructions (65,277), Solid Waste Management (28,349) and nuisance due to dogs, monkeys, etc. (21,518). There are total 1,49,838 of MCD complaints on various civic issues including solid waste, sewerage and drainage, toilets, licences and so on, citizens are only complaining. However, the MCD has no mechanism for citizens to track their complaints, there is no action taken report maintained and no time limit in which the complaints need to be solved. All this spells a complete lack of accountability in the local government. A good citizen grievance redressal mechanism can be an effective method for a citizen-government interaction that would enable transparency, accountability and participation.

A unified grievance Redressal mechanism is a necessity in Delhi where multiplicity of agencies leads to confusion among citizens about where to report issues. For example, in 2018, 34,098 complaints were made to DJB which did not fall under its jurisdiction.

MCD needs to develop a citizen charter with details of authorities that deal with the complaint and the time limit in which the complaint has to be solved. Maintenance of action taken reports and timely closure of complaints needs to be ensured based on citizen charter. This will improve accountability in the system. Further, awareness needs to be created among citizens for filing of complaints, there needs to be a tracking mechanism for citizens to see the action taken on their complaint and citizen feedback for satisfaction level of citizens and audit of the same needs to be done. The complaint management system should be maintained with a robust 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.

Similarly, in the context of performance of elected representatives in the city, the facts are not very encouraging. Attendance of MLAs in Delhi has fallen from 87% in 2017 to 82% in 2018 and councillor attendance similarly fell from 74% in 2017 to 68% in 2018. In 2018, 8 councillors and 4 MLAs did not raise even a single civic issue. Additionally, an analysis of party manifesto points compared to deliberation of councillors shows that on an average, most per councillor issues related to the party manifesto have been raised by INC (104) followed by BJP (96) and AAP (83).

Further, in terms of deliberations, focus of elected representatives is not often commensurate with citizen complaints and city's issues. For example, 210 days had poor and worse than poor AQI in 2018 with 18 days which had severe AQI in Delhi, however MLAs raised only 11 issues on air pollution in 2018. Similarly, only 6 issues were raised on 'no water' and 140 issues were raised on water supply by MLAs in 2018, although the highest complaints among all issues- one third of total complaints is of water supply. Even among MCD councillors more issues were raised on issues apart from civic concerns in 2018 (such as health, education, crime, etc.), rather than on solid waste management, nuisance due to stray animals or unauthorised constructions, which were the top 3 MCD complaints in 2018.

2.4.1 Complaint Redressal Mechanism in the Three Municipal Corporations of Delhi (MCD)

As Delhi has multiple agencies providing various services, it is difficult for citizens to know which service is provided by which agency. Also there are certain services like road where overlap of services takes place. In such cases it is extremely difficult for citizens to understand which agency to approach for which service. Hence, Delhi should have only one gateway for citizens to request or complaint related to any civic service.

a. MCD's Grievance Redressal Mechanism:

In order to lodge a complaint one can:

- Walk in to the MCD office to lodge the complaint
- Write a letter
- Phone the MCD office (To zones and Central Control Room)

Zone	Phone Number
City & Sadar Paharganj	011-23913775/23913773
Civil Lines	011-23942700/25448062
Karol bagh	011-25812700/25754339/41
Rural Narela	011-27783261/01127783783/85
Rohini	011-27042700/011-27051132/33
Keshav Puram	27183146/27183149/27183147
Central zone	011-29812228
Najafgarh	011-28013283
South zone	011-26522700/011-26517191/011-26517188
West zone	011-25191014/16/011-25422700
Shahdara North	011-22822700/011-22821484
Shahdara South	011-22303700/011-22300171/75

- **File an online complaint on the MCD website, CPGRAMS, Listening post of LG:**
 - E Mail: some complaints are directly sent to the commissioners through email: commissioner@mcd.org.in
 - CPGRAMS portal: <http://pgportal.gov.in/GrievanceNew.aspx>
 - LG portal: <http://listeningpostdelhilg.in/AuPages/login.aspx>
 - PGMS: <http://pgms.delhi.gov.in/Entrygrv.aspx>
 - PGCGNCTD portal: <http://delhi.gov.in/wps/wcm/connect/pgc1/public+grievances+commission/home>
- **Online applications like Swachh Delhi Abhiyan, Third Eye (upcoming app)**

The complaints have to go to the concerned officer and corrective measures are expected to be initiated. However, the data that we have collected was not properly synchronised in any database and there seems to be no tracking mechanism to see if the complaint has been resolved, or whether any action has been initiated.

b. Grievance Redressal Mechanism of Delhi Jal Board:

- For registering a grievance related to wrong reading, billing, and arrears, The Customer Care Centre number 1916 (Toll Free) used to be in service for 24X7. It requires the KNO (Connection no.) & Mobile no. while registering a complaint. Consumer can also register grievance directly through Revenue Management System portal on www.djb.gov.in.
- A grievance may be lodged with concerned Zonal Revenue Officer (ZRO). In case it is not resolved within 10 days it may be taken up to the concerned Deputy (Dy.) Director/ Joint (Jt.) Director.
- If a consumer is not satisfied, he may contact the DJB Headquarters by referring earlier communications.

2.4.2 Civic Complaints filed in Municipal Corporation of Delhi (MCD) and Delhi Jal Board (DJB)

Table 30: Zone-wise Civic Complaints of MCD and DJB from 2015 to 2018

Corporation	Zones	Year				% Change from 2015 to 2018
		2015	2016	2017	2018	
EDMC	Shahdara North	30,993	42,187	34,769	29,559	-5%
	Shahdara South	24,645	35,966	33,742	41,098	67%
	Total EDMC	55,638	78,153	68,511	70,657	27%
NDMC	City	12,038	9,528	6,297 ²⁵	-	-
	City & Sadar Paharganj	-		2,347 ²⁶	15,623	-
	Rural Narela	10,454	16,343	12,252	17,047	63%
	Karol Bagh	23,360	29,672	30,539	29,009	24%
	Rohini	36,008	48,908	43,913	28,040	-22%
	Sadar Paharganj	16,159	16,951	14,469 ⁶	-	-
	Keshav Puram	-		3,651 ²⁷	24,492	-
	Civil Lines	40,060	54,768	51,553	26,493	-34%
	Total NDMC	1,38,079	1,76,170	1,65,021	1,40,704	2%
SDMC	Central	39,926	46,089	38,350	30,336	-24%
	West	45,526	61,939	47,934	40,076	-12%
	South	40,861	52,153	43,439	33,739	-17%
	Najafgarh	25,604	36,990	25,229	22,636	-12%
	Total SDMC	1,51,917	1,97,171	1,54,952	1,26,787	-17%
Others²⁸		-	-	-	61,167	-
Delhi		3,45,634	4,51,494	3,88,484	3,99,315²⁹	16%

Inference:

- Total complaints increased from 3,88,484 in 2017 to 3,99,315 in 2018, an increase of 16%.
- Complaints have fallen in almost all zones except in Shahdara South and Rural Narela from 2017 to 2018. Rohini (-36%) and Civil Lines (-49%) had the highest drop in complaints from 2017 to 2018.³⁰
- Highest rise in complaints has been in Shahdara South (67%) followed by Narela (63%) from 2015 to 2018, while Civil Lines (-34%) and Central zone (-24%) has seen a fall.
- Among the 3 MCDs, EDMC complaints have risen by 27%, NDMC by 2% and SDMC has fallen by 17%.

²⁵ Represents data from Jan '17 to Jun '17. In April 2017, after the Civic elections, Zones were delimited and revised according to population changes. In July 2017, City & Sadar Paharganj Zones were merged to form City & Sadar Paharganj Zone.

²⁶ Represents data from July '17 – Dec '17. In July 2017, City & Sadar Paharganj Zones were merged to form City & Sadar Paharganj Zone.

²⁷ Represents data from Sept '17 – Dec '17. In August 2017, Keshav Puram Zone was formed.

²⁸ Refers to complaints of DJB which were not provided zone wise.

²⁹ This does not include 'other' complaints in DJB which are transferred to other departments.

³⁰ City and Sadar Paharganj and Keshav Puram zones show a rise in complaints from 2017 to 2018 but this cannot be compared since data of 2017 is not from January to December.

Table 31: Civic Issue wise Complaints in MCD from 2015 to 2018

Issue	No. of Complaints ³¹				% Change from 2015 to 2018
	2015	2016	2017	2018	
Buildings	43,233	41,250	55,473	65,277	51%
<i>Unauthorised Construction/Development</i>	42,204	40,187	54,530	64,270	52%
<i>Dilapidated Condition of Building</i>	612	500	620	721	18%
<i>Building related</i>	417	563	323	286	-31%
Drainage	9,429	9,868	10,731	10,384	10%
<i>Drainage chokes, blockages & Cleaning and overflowing manholes</i>	8,334	9,155	9,021	8,688	4%
<i>Repairs and reconstruction of drain line Related</i>	1,095	713	1,710	1,696	55%
Fire in house/building	1,092	1,032	936	759	-30%
Footpaths	23	27	16	21	-9%
Garden	4,081	4,055	4,315	5,087	25%
<i>Tree cutting/Trimming</i>	1,944	1,685	1,702	1,985	2%
<i>Collecting Trimmed/Cut Trees</i>	1,130	1,413	1,305	1,992	76%
<i>Maintenance of Garden</i>	690	803	964	881	28%
<i>Garden related</i>	317	154	344	229	-28%
License	5,002	4,423	5,079	5,083	2%
<i>Unauthorised Hawkers Related</i>	4,089	3,359	3,126	2,676	-35%
<i>Hawking /Shop license Related</i>	913	1,064	1,953	2,407	164%
Related to Municipal Corporation of Delhi	522	550	805	742	42%
<i>Maintenance of Municipal Property</i>	301	268	264	194	-36%
<i>Human Resources Related</i>	221	282	541	548	148%
Nuisance due to stray dogs, monkeys etc.	21,376	19,890	22,574	21,518	1%
Pest Control	10,119	11,118	5,903	4,835	-52%
<i>Mosquito Nuisance & Fogging</i>	10,102	11,099	5,856	4,796	-53%
<i>Pest Control Related</i>	17	19	47	39	129%
Pollution	142	216	211	251	77%
Roads	2,784	2,448	3,150	3,720	34%
<i>Potholes/Trenches related</i>	993	821	1,101	786	-21%
<i>Relaying and repairs of roads / New road</i>	823	649	605	636	-23%
<i>Road Related</i>	968	978	1,444	2,298	137%
Sewerage	37	111	196	35	-5%
Solid Waste Management (SWM)	24,084	24,557	27,481	28,349	18%
<i>Garbage not collected</i>	1,830	1,068	6,663	7,606	316%
<i>Collection point not attended properly</i>	5,643	7,033	2,686	1,810	-68%
<i>Removal of dead animals</i>	11,865	12,025	13,540	14,537	23%
<i>Removal of Debris</i>	1,537	1,545	1,481	1,465	-5%
<i>Solid Waste Management Related</i>	3,209	2,886	3,111	2,931	-9%

³¹ Please refer to note in Point 1 of Sources of Data

Issue	Number of Complaints				% Change from 2015 to 2018
	2015	2016	2017	2018	
Storm Water Drainage	2,145	2,248	2,093	2,101	-2%
Toilet	487	333	424	410	-16%
Water Supply ¹¹	309	238	234	181	-41%
Related to Other Issues	2,770	1,867	1,431	1,085	-61%
Total	1,27,635	1,24,231	1,41,052	1,49,838	17%

Inference:

- Maximum number of complaints made in MCD are related to buildings and unauthorized construction (65,277), solid waste management (28,349) and nuisance due to stray dogs and monkeys (21,518) in 2018.

Table 32: Issue-wise Complaints registered in Delhi Jal Board (DJB) from 2015 to 2018

Complaint Type	2015	2016	2017	2018	Increase % from 2015 to 2018
Drainage	1,727	2,554	1,732	3,641	111%
Missing Manholes Cover	1,727	2,554	1,732	553	-68%
Repairing Manholes Cover	-	-	-	3,029	-
Water Logging	-	-	-	59	-
Road	1,037	1,946	1,248	1,511	46%
Pits/ Potholes On Road	1,037	1,946	1,248	1,511	46%
Sewer	57,901	88,114	72,892	84,648	46%
Sewer Blockage	38,976	59,848	52,863	84,648	46%
Sewer Overflow	18,925	28,266	20,029		
Water Supply	1,35,256	2,27,206	1,65,501	1,59,677	18%
Water Contamination	27,227	37,648	33,884	36,426	34%
Disconnection of Water Supply	335	171	122	-	-
Illegal Boring	0	29	15	999	-
Leakages of Water of Pipe Line	13,320	15,471	9,890	13,137	-1%
Low Pressure Water	-	-	-	2,118	
No Water	34,554	54,224	52,100	86,637	151%
Rain Water Harvesting	-	-	-	88	-
Short Supply of Water	2,666	4,074	4,282	3,740	40%
Water Connection Commercial or Bulk	0	63	29	-	-
Water Tanker Related ³²	57,154	1,15,526	65,179	16,532	-71%
Others	8,124	7,443	6,059	34,098	320%
Total	2,04,045	3,27,263	2,47,432	2,83,575	39%

Inference:

- Complaints relating to 'No Water' have increased from 34,554 in 2015 to 86,637 in 2018 a 151% increase. From 2017 to 2018, complaints of 'no water' increased by 66%.
- Complaints of contamination of water have increased by 34% from 2015 to 2018.
- There has been a rise in complaints from 2015 to 2018 related to drainage (111%), road (46%) and sewer (46%) complaints made with the DJB.
- In 2018, 34,098 complaints were made to DJB which did not fall under its jurisdiction and were transferred to other departments, categorised as 'other'. This indicates a lack of awareness and confusion among citizens about whom to complaint for basic civic issues.

³² Includes complaints that fall under the following sub-heads: Water tanker required, Water Tankers- Function/other Demand, Water Tanker-Planned area/ unscheduled, Water Tanker-Unplanned Area/unscheduled.

2.4.3 Sanitation facilities in Delhi

Table 33: Community toilet seats³³ under Municipal Corporation of Delhi and Delhi Urban Shelter Improvement Board (DUSIB) between 2010 and 2018

Corporation/DUSIB	No. of Men Seats	No. of Women Seats	No. of Seats for Specially Abled	Total No. of Seats ³⁴
DUSIB (State)	9,550	8,487	565	19,033
EDMC	1,171	1,021	21	2,213
SDMC	3,300	2,375	117	5,802
NDMC	1,783	1,529	113	3,458
Total MCD	6,254	4,925	251	11,473

Inference:

Community toilet seats built by the state under the Delhi Urban Shelter Improvement Board are more than those built by MCD from 2010 to 2018. There are 21% less toilet seats for women than men, while for DUSIB, there are 11% less toilet seats for women than men.

³³ Community toilets are toilets built in communities/slums/Juggi Jhopdi (JJ) clusters, and are used by the communities as a substitute for household toilets.

³⁴ Total number of seats for community and public toilets includes count of other toilets for children and night toilets.

2.4.4 Deliberations by Municipal Councillors and MLAs Civic Issues

Table 34: Civic Issue wise Complaints and Deliberations by Councillors in Ward Committees and MLAs in Assembly in Municipal Corporations of Delhi and Delhi NCT

Issue	Complaints		No. of issues raised ³⁵			
			MLA		Councillor	
	2017	2018	2017	2018	2017	2018
Buildings	55,473	65,277	97	182	385	805
Unauthorised Construction/Development	54,530	64,270	28	76	116	295
Dilapidated Condition of Building	620	721	1	3	2	22
Building related	323	286	68	104	267	488
Drainage	18,522	14,025	12	52	148	188
Drainage chokes, blockages & Cleaning and overflowing manholes	16,812	12,329	4	1	29	42
Repairs and reconstruction of drain line Related	1,710	1,696	8	51	119	146
Fire in house/building	936	759	3	4	0	1
Footpaths	16	21	16	13	3	3
Garden	4,315	5,087	19	33	722	802
Tree cutting/Trimming	1,702	1,985	0	1	34	70
Collecting Trimmed/Cut Trees	1,305	1,992	0	0	7	6
Maintenance of Garden	964	881	6	6	99	292
Garden related	344	229	13	28	582	434
License	5,079	5,083	40	90	1,117	1,696
Unauthorised Hawkers Related	3,126	2,676	13	3	272	485
Hawking /Shop license Related	1,953	2,407	27	87	845	1211
Related to Municipal Corporation of Delhi	805	742	105	163	1,125	1,761
Maintenance of Municipal Property	264	194	72	75	722	978
Human Resources Related	541	548	33	86	403	782
Nuisance due to stray dogs, monkeys etc.	22,574	21,518	5	7	182	330
Pest Control	5,903	4,835	7	0	65	78
Mosquito Nuisance & Fogging	5,856	4,796	7	0	57	60
Pest Control Related	47	39	0	0	8	18
Pollution	211	251	9	25	15	15

³⁵ Councillor issues raised have been considered from April 2017 to December 2018, since Corporation elections were held in April 2017. MLA issues are from 17.01.2017 to 12.01.2019.

Issue	Complaints		No. of issues raised ³⁶			
			MLA		Councillor	
	2017	2018	2017	2018	2017	2018
Roads	4,398	5,231	87	152	795	1,439
Potholes/Trenches related	1,101	786	0	0	34	61
Relaying and repairs of roads / New road	1,853	2,147	22	41	32	70
Road Related	1,444	2,298	65	113	729	1308
Sewerage	73,088	84,683	34	45	24	64
Solid Waste Management (SWM)	27,481	28,349	15	33	1,096	2,011
Garbage not collected	6,663	7,606	1	1	34	157
Collection point not attended properly	2,686	1,810	0	0	35	98
Removal of dead animals	13,540	14,537	0	0	3	1
Removal of Debris	1,481	1,465	1	2	25	63
Solid Waste Management Related	3,111	2,931	13	30	999	1692
Storm Water Drainage	2,093	2,101	6	10	20	251
Toilet	424	410	5	19	108	275
Water Supply	1,65,735	1,59,858	59	140	29	53
Related to Other Issues	1,431	1,085	48	85	1,870	2565
Total	3,88,484	3,99,315	567	1,056	7,704	12,336

Inference:

Civic issues that fall under the state government have not been a major issue for MLAs in their deliberations, only 25 issues were raised by MLAs on pollution although it is a major concern in Delhi, and 140 issues were raised on water, although the highest complaints among all issues- one third of total complaints is of water supply by Delhi Jal board.

Table 35: Party-wise attendance and issues raised by Councillors in Ward committees in 2018

Political Party Name	No. of Members in 2018	Attendance (%)	Issues Raised in Ward Committee
BJP (Bharatiya Janata Party)	182	70	8,103
AAP (Aam Aadmi Party)	49	61	2,122
INC (Indian National Congress)	31	63	1,782
IND (Independent)	5	59	97
BSP (Bahujan Samaj Party)	3	80	225
INLD (Indian National Lok Dal)	1	23	6
SP (Samajwadi Party)	1	31	1
Total Members	272	68%	12,336

³⁶ Please refer to note in Point 1 of Sources of Data. Councillor issues raised have been considered from April 2017 to December 2018, since Corporation elections were held in April 2017. MLA issues are from 17.01.2017 to 12.01.2019.

Table 36: Party-wise attendance & civic issues raised by MLAs from 2015 to 2018

Corporation	No. of MLAs	MLA Attendance in (%) ³⁷				Issue Raised			
		Session in 2015	Session in 2016	Session in 2017	Session in 2018	Session in 2015	Session in 2016	Session in 2017	Session in 2018
AAP	56	93%	88%	88%	82%	262	283	446	848
BJP	4	83%	100%	73%	83%	58	91	121	208
Total	60	92%	88%	87%	82%	320	374	567	1,056

³⁷ Attendance for Leader of the Opposition and Chief Whip has not been included, but issues raised by them have been included.

2.4.5 Analysis of Political Party Manifestos

When political parties make certain promises in election manifestos, it is expected that they would have put some thought into those issues in the years leading up to the election. If parties made an effort to raise these points in the period before the elections, then it indicates a sincerity towards the causes they espouse. It also indicates a coherent thinking process of the parties.

In this line of thought, it is important to see whether the individual councillors have advocated for the issues that their party had promised during elections. For this, all the promises made by major political parties in their manifestos are collated and divided into several broad categories. Not all parties have necessarily raised issues related to all of these categories. Within these categories, we have compared specific points mentioned by the parties in their manifestos with the issues raised by them in deliberative bodies during their term.

In our analysis, we have given the benefit of doubt to political parties while comparing points mentioned in the manifestos with issues raised. For example, if constructing toilets at auto and taxi stands was listed as a point in the manifesto, issues raised on sanitation were taken as being related to this issue. This is because although constructing toilets at auto and taxi stands is a specific issue; it is linked to the broader topic of sanitation.

'Issues' refers to issues raised by Councillors in the duration of April 2017 to December 2018 in all 17 Committees including All Ward Committees, GBM, Appointments Promotions, Disciplinary & Allied Matters, Assurance, Education, Environment Management Services, Garden, High Powered Property Taxes, Hindi, Law & General Purposes, Medical Relief & Public Health, Municipal Accounts, Rural Area, Sports Promotions & Allied Matters, Standing, Code of conduct for Councillors, Works Committee operational in Municipal Corporations of Delhi.

Table 37: Party Wise Summary of Manifesto Points and Issues Raised from April 2017 to December 2018

Manifesto Points	Political Party - No of Issues					
	BJP (182 Councillors)		AAP (49 Councillors)		INC (31 Councillors)	
	Total Issues Raised	Average Issues per councillor	Total Issues Raised	Average Issues per councillor	Total Issues Raised	Average Issues per councillor
Animal welfare/Stray animals	292	2	56	1	38	1
Budget	416	2	60	1	71	2
Buildings & Housing	760	4	254	5	204	7
Corruption	5	0	3	0	2	0
Environment/pollution	34	0	2	0	10	0
Fire department	2	0	0	0	0	0
Garden/open spaces	1,620	9	404	8	302	10
Licensing and Hawking	2,775	15	656	13	507	16
Municipal School Education	1,724	10	390	8	330	11
Pest Control	96	1	23	0	21	1
Public Health	1,048	6	234	5	140	5
Resident Welfare Associations & Citizen Participation	12	0	0	0	1	0
Roads & Transport	1,609	9	336	7	318	10
Sanitation	443	2	99	2	82	3
Sewerage/Drainage	505	3	158	3	76	2
Slum Development	47	0	12	0	8	0
Solid Waste Management (SWM)	3,198	18	842	17	524	17
Taxes	1,708	9	307	6	297	10
Traffic & Parking	698	4	132	3	144	5
Women, children, youth & Welfare of youth / Senior citizens	430	2	99	2	143	5
Total	17,422	96	4,067	83	3,218	104

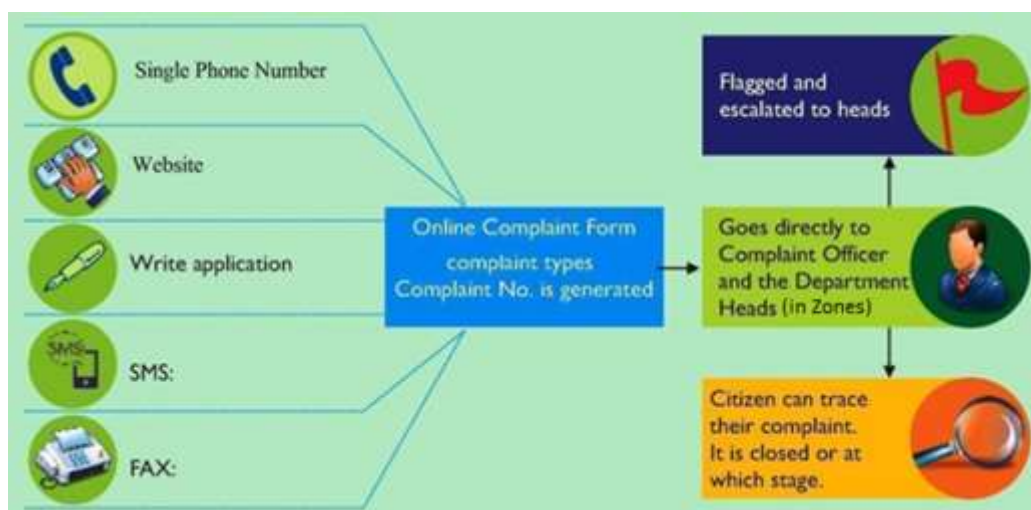
Inference:

Since BJP has the most number of councillors, maximum number of issues are raised by BJP. Average number of issues gives a proportionate idea of issues raised by a councillor vis-a-vis his/her party's manifesto points.

2.4.6 What needs to be done to improve civic services in Delhi

Why is a Grievance or Complaint Redressal System necessary?

Grievance or Complaint Redressal Mechanism is a feature, which has to be provided by all forms of government or administration to ensure accountability. The state acts as the largest agency or service provider to its citizens through bureaucratic institutions or agencies; hence, the need for such redressal mechanisms is all the more important to guarantee efficiency. Corrective measures should be taken while redressing the grievances and actions initiated to remove inefficiencies in the delivery of the services and/or against officials for their dereliction of duty. This will strengthen governance at the cutting edge level.



Robust Complaint Management System:

There currently does not exist a unified, sophisticated complaint mechanism system in which citizens can lodge a complaint about issues that matter most to them. The current system being implemented in the Corporations is outdated wherein complaints are maintained in a register. A complaint management system which registers complaints through a single number needs to be adopted, multiple agencies have their own complaint numbers and systems which leads to confusion among citizens on where to complain-there needs to be a uniform complaint mechanism.

The complaint mechanism has to be coupled with a citizen charter that details the proper authority that deals with the complaint and the time limit in which the complaint has to be solved. There should be a mechanism where the citizen can track the status of complaints and timely closure of complaints is done based upon the citizen charter. Currently there is no way to track the status of complaints, therefore there is no information about how many complaints were solved and in what time period. An action taken report and timely closure of complaints needs to be an integral part of the complaint system to ensure accountability.

Agencies responsible for maintaining and storing this data also need to do so with the attention it deserves and treat citizens' complaints with the seriousness that it elicits.

Complaints Redressal Mechanism should be: Respond in time-bound manner, User friendly and Promoted amongst citizens. In order to accomplish this, there has to exist a co-operation between the Central, State and MCD agencies.

The complaint management system should also have a feedback mechanism and conduct a regular complaint audit through a survey to find out whether complainants are satisfied with the resolution provided by the concerned authority. The Corporations needn't look far for inspiration, the Swachhata App of the Ministry of Housing and Urban Development is a simple, easy to use and effective mechanism through which citizens can not only lodge complaints, but also track its status and respond with their satisfaction.

Elected Representatives (ERs) - Councillors and MLAs:

There seems to be a disconnect between what is promised to the citizens before elections, issues that matter most to the citizens, and deliberations carried out by our elected representatives. Promises made before elections must be taken seriously.

ERs need to attend meetings regularly and actively participate in the deliberations. Councillors, who are most well connected with citizens' issues, and have the most direct impact on a democracy, must attend more meetings and raise more issues on the right platforms. For this, they need to become knowledgeable about the intricacies of their roles.

They must raise relevant issues in their respective forums by studying civic complaints registered by the citizens and using the data effectively, and also hold the administration accountable in fulfilling their roles as public servants.

Media, Civil Society Organisations (CSO) and Citizens – the fourth pillar of Indian democracy:

Citizens should actively register civic complaints, and also voice their concern over the poor complaint registration system in Delhi. CSOs, Media and the Citizens must interact with the authorities and regularly try to raise issues that can be addressed in various government forums.

They should proactively engage the ERs throughout their tenure, and not just during the elections.

They should attend meetings called by administration and ERs regularly to understand how the process of governance functions and play an active role in ensuring that their grievances are being addressed.

Policy Recommendations

If Delhi's governance has to be improved, major changes should be brought about at the structural level as well as in the functioning and implementation of basic service delivery in the city.

Most of Delhi's service delivery problems arise from lack of uniformity in service provision thereby leading to poor monitoring and accountability. Therefore, changes in the governance structure of the city needs to be streamlined for better service delivery. In this regard, first, the principle of subsidiarity needs to be implemented in the city - the local government needs to be empowered by strengthening and capacity building and by transferring the necessary powers to perform functions related to the key services of the city. The implementation of the 74th Constitutional Amendment Act needs to be done in spirit, by giving local governments control over 18+ functions. For strengthening local governance, the Mayor needs to be given executive powers, Mayoral term needs to be co-terminus with the office of corporation and the Mayor should have authority to prepare annual confidential report (ACR) of the municipal commissioner, thus making the latter accountable to the Mayor. In this way the Mayor should be given authority and should be held accountable for development of the city. Along with the Mayor the councillors need to be empowered, each councillor should be a member of at least one deliberative committee and the Council together with the Mayor should have budgetary powers.

Further the status of Delhi needs to be clarified by reducing the control of the central government so that the local and state governments have powers respective to their responsibilities. There needs to be a co-ordination among different agencies and governments with respect to monitoring of service delivery so as to ensure uniform policy making for the city.

In education for instance, there is a dire need for monitoring and availability of data regarding key education indicators at the zone/district level and above. Further the quality of education needs to be monitored and evaluated regularly to take corrective measures. To reduce duplication of service provision, either government should provide for integrated schooling from kindergarten to 12th so that the learning outcomes and progress of students can be better mapped and retention of students in the school be ensured.

Similarly, in health, 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. For improving health of Delhiites, the government will need to take strict policy action and focus on the key determinants of health such as pollution and contaminated water, for which proper co-ordination and responsibility sharing among the different governments will be imperative. Instead of having different health facilities by different agencies, public health units for primary care can be brought under a single governance structure and the government can work towards strengthening its existing health infrastructure with turning dispensaries into holistic multi-specialty clinics with diagnostic services, regular visits of specialist doctors in dispensaries and improving dispensary as well as OPD hospital timings from 8 am to 10 pm.

For ensuring effective governance, participation of people will be of foremost importance. For this a robust grievance redressal mechanism to provide feedback to the government is necessary. A good citizen grievance redressal mechanism can be an effective method for a citizen-government interaction that would enable

transparency, accountability and participation. A unified grievance redressal mechanism for all services irrespective of the government/agency providing it, is a necessity in Delhi where multiplicity of agencies leads to confusion among citizens about where to report issues. MCD needs to develop a citizen charter with details of authorities that deal with the complaint and the time limit in which the complaint has to be solved. Maintenance of action taken reports and timely closure of complaints needs to be ensured based on citizen charter. This will improve accountability in the system. Further, awareness needs to be created among citizens for filing of complaints, there needs to be a tracking mechanism for citizens to see the action taken on their complaint and citizen feedback for satisfaction level of citizens and audit of the same needs to be done. The complaint management system should be maintained with a robust 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.

There also need to be platforms for involvement of people in governance structures such as ward committees, budgets and planning authorities. City governments should ideally facilitate citizen participation through setting up of area sabhas in each councillor constituency. 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.

Even in the case of policing and law and order for example, people's involvement in policing and improving the police-citizen relation would be key to building trust. Police officials need to be sensitised to involve citizens as partners in policing, welcome inputs from the community and act in a collaborative and co-operative manner when it comes to reporting of cases, leads, etc. For this training and counselling of police officials on the behavioural skills towards citizens needs to be done. Citizens on the other hand must be made aware and alert about their environment/locality so they can timely report any criminal and /or miscreant activity to the police personnel for effective action. This can be done through regular police-community meetings conducted with local police, representatives of different socio-economic sections and community based organisations.

What Delhi needs is strong elected representatives and governments who would be willing to bring about structural changes in the governance system, involve people in governance matters and take steps to effectively and regularly monitor policies for improved service delivery and better quality of life for its citizens.

Annexure 1 - Note on Forecasting Methodology

- **Extracted data for enrollments over the past few years:** Praja had enrollment data for MCDs, State Government schools and Kendriya Vidyalayas for 2010 to 2016. This data was extracted for forecasting values for enrollment for the next few years.
- **Converted data into time series:** Extracted data was converted into time series. A time series is obtained by measuring a variable (or set of variables) regularly over a period of time. Time series data transformations assume a data file structure in which each case (row) represents a set of observations at a different time, and the length of time between cases is uniform. In this case, we were measuring the number of enrollments across years.
- **Checked the stationarity of the data:** Stationarity of the data was checked and later this data was transformed to make it stationary wherever required. A stationary time series has properties wherein mean, variance etc. are constant over time.
- **ARIMA (Autoregressive Integrated Moving Average) model was used for forecasting:** ARIMA was used for the forecast. ARIMA models are, in theory, the most general class of models for forecasting a time series which can be made to be “stationary” by differencing (if necessary), perhaps in conjunction with nonlinear transformations such as logging or deflating (if necessary). A random variable that in a time series is stationary if its statistical properties are all constant over time. An ARIMA model can be viewed as a “filter” that tries to separate the signal from the noise, and the signal is then extrapolated into the future to obtain forecasts.
- **This model considers trends and seasonality in data for forecasting values:** Hence, for the forecast of enrollments in schools, this model was best suited to the data.

Annexure 2 – Survey Methodology

Praja Foundation had commissioned the household survey to Hansa Research and the survey methodology followed is as below:

- In order to meet the desired objectives of the study, we represented the city by covering a sample from each of its 272 wards. Target Group for the study was:
 - ✓ Both Males & Females
 - ✓ 18 years and above
 - ✓ Belonging to that particular ward.
- Sample quotas were set for representing gender and age groups on the basis of their split available through Indian Readership Study (Large scale baseline study conducted nationally by Media Research Users Council (MRUC) & Hansa Research group) for Mumbai Municipal Corporation Region.
- The required information was collected through face to face interviews with the help of structured questionnaire.
- In order to meet the respondent within a ward, following sampling process was followed:
 - ✓ 10 prominent areas in the ward were identified as the starting point
 - ✓ In each starting point about 10 individuals were selected randomly and the questionnaire was administered with them.
- Once the survey was completed, sample composition of age & gender was corrected to match the population profile using the baseline data from IRS. This helped us to make the survey findings more representatives in nature and ensured complete coverage.
- The survey was conducted during the period July 2019
- **The total study sample for Education & Crime was 27,121 and for Health was 25,041.**

Annexure 3- Data Sources

Public Education Data

a. Enrollment & Dropout data:

Enrollment: Data for total enrolments from 2014-15 to 2016-17 is from DISE. For 2017-18, MCD data is through RTI and data for State and KV is from Delhi Government Website, which uploaded the U-DISE 2017-18 data for Delhi.

http://www.edudel.nic.in/MIS/DISE/DistrictWise_Report/frmUDiseDistrictWiseReport2017_18.aspx

Data of 2018-19 of MCD, State and KV is from RTI whereas other schools count is taken from UDISE+ website: <http://dashboard.udiseplus.gov.in/#!/reports>

Dropout: The dropout number is an estimate because the Government under RTI has not revealed drop out information of all its schools. While, this data is maintained at each school in the 'Prayas' / result register. In reply to our RTIs, we received the data for only 445 schools of MCD and 490 schools of state government to compute an estimated number. The estimation has been done separately for the three MCDs and State Governments. For this purpose, after collecting data from the above mentioned schools an average was calculated and then this average was applied for calculating average for the entire MCD / State schools. South West- B, South East and New Delhi districts and Najafgarh, South, Civil Line, Narela and Shahdara South zones did not provide dropout data through RTI. Shahdara South provided dropout data of 173 schools as 14,530. However, it was not possible to compute the estimated dropout for EDMC for the year 2016-17 and 2017-18, since the school wise data of enrolments was not accurately provided.

b. State Government and Private Schools X and XII Result data:

Class 10th and 12th result from 2015 to 2016 and 2018 and 2019 has been taken from Delhi government's education website (http://www.edudel.nic.in/welcome_folder/Result_Analysis2006.htm) while data for class 10th result for March 17 has been received through RTI. Data upto 2018 for K.V and private is taken from CBSE website: <http://cbse.nic.in/newsite/statisticalInformation.html> Data for 2019 KV was taken from KV website: <https://kvsangathan.nic.in/>.

Overall pass percent of Delhi is taken from CBSE website, 10th pass out for 2017 not provided.

c. Continuous and Comprehensive Evaluation data:

Data for state government CCE was taken from a sample of West (A and B) and East Districts of which data was received from 99 schools. 44 schools had discontinued CCE and stated that the method was no longer followed in their school. Data of the remaining 55 schools is presented below.

RTI was also filed for CCE in MCD schools in Shahdara North, Karol Bagh and City zone but data was not provided.

d. Patrachar Scheme:

Patrachar data was collected through RTI from Patrachar Head Office, Shalimar Baug, New Delhi.

e. Deliberations:

Councillors: The data on deliberations i.e. attendance, numbers of issues raised and the categories of issues raised pertain to the Education Committee, Ward Committee and Other Committees into account for this study. This data is collected from April 2017 to March 2019.

MLAs: The data on deliberations i.e. attendance, number of issues raised and categories of issues raised by MLAs is collected from Vidhan Bhawan for the meetings from 2015 (24-February-2015 to 22-December-2015), For 2016 (22-March-2016 to 18-January-2017), for 2017 (6-March-2017 to 17-January-2018) for 2018 (16-March-2018 to 28-February 2019).

Public Health Department Data

a. RTI Data

Data in this paper has been collected from different government institutions through RTI (Right to Information Act.). In the sections given below, we have analysed data of diseases and ailments from April 2014 to March 2019 from Municipal/Government hospitals and dispensaries. Through this data, we have attempted to assess the performance of health services provided at various levels of government using government's own data. We have collected this information through the Right to Information Act (RTI), 2005.

b. Occurrences of diseases and ailments in municipal dispensaries and government hospitals

Delhi is divided into 11 districts (state) and 12 zones (Municipal Corporation Delhi), each headed by one Chief District Medical Officer (11 CDMOs) and 12 Chief Administrative Medical Officers (12 CAMOs) respectively. The CDMOs are under the administrative control of Delhi Government Health Scheme (DGHS) and the CDMOs are responsible for monitoring the functioning of health centres/dispensaries in their respective districts.

There are 38 State hospitals in Delhi, 7 MCD hospitals, 258 state dispensaries, and 92 MCD dispensaries, 4 New Delhi Municipal Council dispensaries and 10 chest clinics. We received data on cases of 12 sensitive diseases from 39 government hospitals from 2014-2015 to 2017-18, but from the year 2015-16 we have collected data on 13 sensitive diseases. Till 2014-2015 there were 39 State hospitals, but in 2016 they were 38 as one hospital got converted into Aam Aadmi Polyclinic; hence for the year 2016-17 to 2018-2019 we have received information under RTI from only 38 state hospitals. Through RTI queries, we had sought to know the total number of cases of these diseases from each hospital. However, this data has not been provided in a uniform format by the hospitals. Some hospitals mentioned only Out Patient Department (OPD) cases, some only In-Patient Department (IPD) cases, while some mentioned both. Some did not mention whether the cases were from OPD or IPD. Further, in some cases, hospitals have given data in different formats in different years.

For instance: Hospital like Sanjay Gandhi had not maintained separate data for Hypertension and Diabetes and gave us the total numbers for both of them which led to discrepancies while analysing the data. Therefore, where only IPD or only OPD data has been provided, we have counted it as the total. In the data provided where both OPD and IPD cases have been mentioned, we have calculated the total of these two numbers. In cases where the hospitals did not mention whether the cases were from OPD or IPD, we assumed the number given to be the total (kindly refer Table 1 for summarised data on diseases/ailments from 2014-15 to 2018-2019).

During the course of analysis, we have used all the data available from the Financial year 2014-15 to 2018-19. This also includes the data where a lot of hospitals and dispensaries, both State and MCDs, did not provide proper data/information. Few of the dispensaries did not give the data or any count for a particular month. However, we have used every data that was available to us for analysis.

Summary of Data received from dispensaries and hospitals

MCD dispensaries									
2014-15		2015-16		2016-17		2017-18		2018-19	
Total Disp.	Data Received	Total Disp.	Data Received	Total Disp.	Data Received	Total Disp.	Data Received	Total Disp.	Data Received
85	61	85	67	87	74	87	75	92	78
State dispensaries									
2014-15		2015-16		2016-17		2017-18		2018-19	
Total Disp.	Data Received	Total Disp.	Data Received	Total Disp.	Data Received	Total Disp.	Data Received	Total Disp.	Data Received
269	259	269	260	270	258	266	249	258	240
MCD Hospitals									
2014-15		2015-16		2016-17		2017-18		2018-19	
Total Hosp.	Data Received	Total Hosp.	Data Received	Total Hosp.	Data Received	Total Hosp.	Data Received	Total Hosp.	Data Received
6	6	6	6	6	6	6	6	7	7
State hospitals									
2014-15		2015-16		2016-17		2017-18		2018-19	
Total Hosp.	Data Received	Total Hosp.	Data Received	Total Hosp.	Data Received	Total Hosp.	Data Received	Total Hosp.	Data Received
39	36	39	37	38	37	38	34	38	33

c. Health Personnel

Personnel refers to the people who are employed in an institution. In this report, personnel include all the staff from medical, para-medical, administrative, labour, to nursing positions in all the municipal and state government hospitals, dispensaries and administrative units.

Data received from municipal and state hospitals and dispensaries explains the gaps that exist in the requirement for staff in these units as compared to the deployed staff. Staff shortage clearly reflects in the department's performance and directly compromises on the quality of services being provided to the citizens.

This data has been collected from MCD, state dispensaries, state hospitals and chest clinics. It has been collected from Director of Hospital Administration Department (DHA), Public Health Department & AYUSH Department of the three Municipal Corporations of Delhi & Directorate of Health Services (DHS) till 31st December 2018. Refer Annexure 1 for list of Hospitals and dispensaries.

d. Budget

This data has been collected from the three Municipal Corporations of Delhi and state health budget was referred from Delhi Government website for the year 2016-17, 2017-18 & 2018-19.

e. Deliberations

- a. Councillors:** The data on deliberations i.e. attendance, numbers of issues raised and the categories of issues raised pertain to the Public Health Committees (PHC) into account for this study. This data is collected from April 2017 to March 2019.
- b. MLAs:** The data on deliberations i.e. attendance, number of issues raised and categories of issues raised by MLAs is collected from Vidhan Bhawan for the meetings from 23rd February 2015 to 28th February 2019.

f. Mohalla Clinics

RTIs were filed to the Directorate General of Health Services, Delhi Government regarding budgetary provisions, number of mohalla clinics and report of diseases and ailments in all the clinics from April 2016 to March 2019. The RTI was forwarded to the district level Chief District Medical Officers of which reply was received only from 3 districts to date.

g. Cause of death

Cause of death is a term used to indicate the medical cause of death. It lists the disease or injuries which caused death. Specific cause of death information is recorded on the death certificate and is entered into the Vital Statistics System. Municipal Corporation of Delhi is the sole authority for registration of birth and death information. It is maintained by 12 zones of East/North/South Municipal Corporation of Delhi, New Delhi Municipal Council (NDMC) and Delhi Cantonment Board (DCB). This information is maintained in ICD 10 format which is a detailed classification list of diseases prepared by the World Health Organisation (WHO)³⁸. Data on cause of death is crucial to understand the extent to which various diseases pose a threat to public health. It can help set the policy agenda for the government in terms of identifying the diseases which need urgent attention and fix gaps in the public health delivery mechanism.

³⁸ <http://www.who.int/classifications/icd/en/>

However, for several years after independence, there was no unified system for registering births and deaths in the country. Such a system only came into being in 1969 with enactment of the Registration of Births and Deaths Act. This legislation made registration of births and deaths mandatory and fixed the responsibility of co-ordinating the activities of registration throughout the country of the Registrar General, India. Implementation, however, is to be done by the state governments. The provisions relating to Medical Certified Cause of Death in Registration of Births & Deaths Act, 1969 are as follows:

Section 10(2): In any area, the State Government having regard to the facilities available there in this behalf may require that a certificate as to the cause of death shall be obtained by Registrar from such person and in such form as may be prescribed.

Section 10(3): Where the State Government has required under sub-section (2) that a certificate as to the cause of death shall be obtained, in the event of the death of any person who, during his last illness, was attended by a medical practitioner, the medical practitioner shall, after the death of that person, forthwith, issue without charging any fee, to the person required under this Act to give information concerning the death, a certificate in the prescribed form stating to the best of his knowledge and belief the cause of death; and the certificate shall be received and delivered by such person to the Registrar at the time of giving information concerning the death as required by this Act.

Section 17(1) (b): Subject to any rules made in this behalf by the State Government, including rules relating to the payment of fees and postal charges, any person may obtain an extract from registration-records relating to any death; provided that no extract relating to any death, issued to any person, shall disclose the particulars regarding the cause of death as entered in the register.

Section 23(3): Any medical practitioner who neglects or refuses to issue a certificate under sub-section (3) of section 10 and any person who neglects or refuses to deliver such certificates shall be punishable with fine which may extend to fifty rupees.

This data has been taken from the online Medical Certification of Cause of Deaths (MCCD) reports³⁹ by Government of National Capital Territory of Delhi for calendar year 2014, 2015, 2016 and 2017. Cause of Death report of 2017 has not been published by the government and hence could not be included in this report.

³⁹ <http://www.delhi.gov.in/wps/wcm/connect/f18afe0043c31f83863fff115eec0808/MCCD+Report+2016.pdf?MOD=AJPERES&lmod=1859733220&CACHEID=f18afe0043c31f83863fff115eec0808>

Policing and Law & Order Data

a. Crime Statistics:

There are 16 police districts in Delhi, RTI was filed district wise for data of 180 police stations. Data was not received from 2 police stations for April '18, 6 police stations for the period May '18 to August '18, 14 police stations for the period Sept '18 to Dec '18 and 5 police stations for the period Jan '19 to March '19.

b. Crime in India Report and Statistics:

National Crime Records Bureau Website, Link: <http://ncrb.gov.in/>

c. Police Personnel:

Data received through RTI from Police Headquarters as on 31st March of that year. For example, 2018-19 data is as of 31st March 2019. Data in this table is of department and police station personnel.

d. Deliberations by Members of Parliament (MP):

Detailed information regarding questions asked by various MPs from Budget 2014 to Winter 2018 was taken from the below mention link: <http://164.100.47.194/Loksabha/Questions/Qtextsearch.aspx>

Civic Issues Data:

The sources of information for this study have been collected by filing RTIs (Right to Information) to the relevant departments:

a. Civic Complaints data:

- a. MCD:** The data was collected by filing RTIs to all 12 zones of the Municipal Corporation of Delhi. We have taken data from Municipal Corporation of Delhi (January 2015 to December 2018) for complaints and deliberations. The reply to our RTIs to the 12 zones was given in the form of a photocopy of the complaint register. This data helps us understand the trends that are prevalent regarding the registration of civic complaints.
- b. State:** From August 2014 to December 2018, complaint data is collected from Delhi Jal Board. The data from January 2014 to July 2014 was taken from complaints registered with MCD because complaints for Delhi Jal Board (DJB) was not available for this time frame. The data we received from the Delhi Jal Board Online Complaint System was in the form of a print out of the summary data. Delhi Jal board Complaints data help us to understand the trends in the complaints of citizens and compare it with the issues raised by our elected representatives.

Note:

- **2015 Complaints:** Complaints for Delhi Jal Board was not available from January 2014 to July 2014 thus the same has not been included in the total complaints. Complaints mentioned in 2014 was taken through complaints registered under MCD. Total complaints of Delhi Jal Board (Sewerage, Water

Supply, Road and Drainage) from August 2014 to December 2015 have been considered under 2015 column. In the total number of complaints, the complaints registered with projects in different wards, and at the headquarters of Delhi Jal Board (DJB), have not been included. This is because the data provided by DJB did not have the ward numbers to which the complaints belong.

- **2017 Complaints:** DJB complaints were only available from Jan 2017 - Sept 2017. Hence, all total complaints from 2017 are general complaints from Jan – Dec '17 and DJB complaints from Jan-Sept '17. In an RTI response to Praja Foundation, an Executive Engineer of the Delhi Jal Board (DJB), also the Public Information officer (PIO), responded, “Due to technical problem in CRM of call centre application, no information is available from 1.10.2017 to 31.12.2017.”

b. Deliberations:

- c. **Councillors:** The data on deliberations i.e. attendance, numbers of issues raised and the categories of issues raised pertain only to the ward committee for the period April 2017 to December 2018. Rest of the forums such as General Body Meetings, Standing Committee, Education Committee, and records of other such committees are not taken into account for this study.
- d. **MLAs:** The data on deliberation i.e. attendance, number of issues raised and categories of issues raised of MLAs is collected from Vidhan Bhawan of the meetings from 24-02-2015 to 12-01-2019.
- e. **Issues raise by Councillors for Manifesto Analysis:** Issues raised in all Committees (Including All Ward Committees, GBM, Appointments Promotions, Disciplinary & Allied Matters, Assurance, Education, Environment Management Services, Garden, High Powered Property Taxes, Hindi, Law & General Purposes, Medical Relief & Public Health, Municipal Accounts, Rural Area, Sports Promotions & Allied Matters, Standing, Code of conduct for Councillors, Works Committee) were analysed.

Note: Data for 2017 is taken from April 2017 to December 2017, since Corporation elections were held in April 2017 and new councillors were elected.

- c. **Population:** The population data has been taken from the Primary Census Abstract Data available on the Census India website (www.censusindia.gov.in). The data obtained was in electronic format.
- d. **Air Quality Index (AQI):** Daily AQI data of 37 stations is downloaded from the National Air Quality Index Report of the Central Pollution Control Board, after confirmation through an RTI application. (Details of 37 stations in Annexure.
- e. **Toilets (Open Defecation Status):** Data relating to public toilets has been obtained from the 12 zones of the Municipal Corporation of Delhi and 12 District’s Executive Engineers of Delhi Urban Shelter Improvement Board (DUSIB).
- f. **Population:** The population data has been taken from the Primary Census Abstract Data available on the Census India website (www.censusindia.gov.in). The data obtained was in electronic format.

Annexure 4- Link of Complete Reports

Report on State of Public (School) Education in Delhi,

https://praja.org/praja_docs/praja_downloads/Education%20White%20Paper%202019.pdf

Report on State of Policing and Law and Order in Delhi,

https://praja.org/praja_docs/praja_downloads/Delhi%20Crime%20White%20Paper%202019%20_Final.pdf

Report on State of Health in Delhi,

https://praja.org/praja_docs/praja_downloads/Report%20on%20The%20State%20of%20Health%20in%20Delhi.pdf

Report on Civic Issues Registered by Citizens and Deliberations by Municipal Councillors in Delhi Ward Committees(MCD) and MLAs in the State Assembly sessions.

[https://praja.org/praja_docs/praja_downloads/Report%20on%20Civic%20Issues%20Registered%20by%20Citizens%20and%20Deliberations%20by%20Municipal%20Councillors%20in%20Delhi%20Ward%20Committees\(MCD\)%20and%20MLAs%20in%20the%20State%20Assembly%20sessions..pdf](https://praja.org/praja_docs/praja_downloads/Report%20on%20Civic%20Issues%20Registered%20by%20Citizens%20and%20Deliberations%20by%20Municipal%20Councillors%20in%20Delhi%20Ward%20Committees(MCD)%20and%20MLAs%20in%20the%20State%20Assembly%20sessions..pdf)

Praja's Urban Governance Report, Mumbai and Delhi

https://praja.org/praja_docs/praja_downloads/Praja's%20Urban%20Governance%20Report-%20Mumbai%20&%20Delhi%20.pdf