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Introduction

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1.1 Background

“Human development, as an approach, is concerned with what I take to be the basic development idea: namely, advancing the richness of human life, rather than the richness of the economy in which human beings live, which is only a part of it.”

—Amartya Sen¹

The human development approach has brought people to the centre-stage of discourses on development and policy-making, marking a shift away from approaches which focus on economic prosperity. Recognising that people are indeed the real wealth of a nation, the first global Human Development Report, published in 1990, pioneered a trend that has continued till today, at the global, national, regional and sub-regional levels. The second Delhi Human Development Report (DHDR), 2013, is presented here, a successor to the first Delhi Human Development Report, which was published in 2006.

The theme of the first Delhi Human Development Report, 2006, was citizen–government partnerships. Taking stock of the many achievements and shortcomings of life in Delhi, this Report concluded that Delhi’s unparalleled economic expansion needed to go hand-in-hand with concerted efforts to improve the security and quality of life for its less fortunate residents. The Report spelt out a set of Delhi Development Goals,² which could only be achieved by fostering more partnerships between the Government, civil society organisations and the residents of Delhi. The targeted goals were to be attained by 2015. Since the target year of 2015 is yet to be reached, any evaluation of the achievements of those goals and targets would be a premature exercise. Nonetheless, as far as data permits, the second DHDR will attempt to locate Delhi’s position vis-à-vis the goals and targets set by the DHDR, 2006.

The focus of the Delhi Human Development Report, 2013, is on *Improving Lives and Promoting Inclusion*. The Report delves into the perceptions and aspirations of the people of Delhi in terms of various human development-related issues. The quality of life enjoyed by an average citizen depends, to a great extent, on employment and livelihood opportunities, educational opportunities and attainments, the state of health and health services available, access to basic civic services and infrastructure, and last, but not the least, a safe and secure environment.

The DHDR, 2013, analyses all the relevant human development issues in this context on the basis of various secondary sources of data as well as information about people’s perceptions, gathered from a Public Perceptions Survey conducted by the Institute for Human Development (IHD) in 2013 (hereafter referred to as the Perceptions Survey, 2013).

The extensive Perceptions Survey, 2013, covering about 8000 respondents aged 15 years and above, was carried out on the basis of multi-stage probability sampling, by using Census 2011, ward level data and Census enumeration block maps. The survey was conducted during the period December 2012 to February 2013. Besides capturing people’s perceptions and aspirations on development-related issues, the survey collected detailed information on the basic components of human development—income, health and education. It also collected information on living conditions and access to basic amenities such as water, sanitation, electricity, roads and transportation. Throughout the present Report, the analysis of the prevailing situation for various human development indicators from secondary sources of data has been complemented with findings from the Perceptions Survey, 2013 (see Appendix 1.1).

1.2 Delhi: A Unique City

Delhi is a unique city with a blend of the ancient and the modern. The imprints of its historical heritage on the cultural landscape of the city are as vivid as those from its modern-day infrastructural development. The city carries with it a slice of history, dotted as it is with magnificent structures such as the Qutub Minar, Red Fort, Purana Qila and Humayun’s Tomb. The Qutub Minar, Red Fort and Humayun’s Tomb are UNESCO World Heritage sites. At the same time, with its sprawling, modern airport, highly developed road and rail infrastructure, flyovers and bridges, Delhi has all the advantages of modern-day connectivity, which makes it a popular destination globally.

Delhi is a city of aspirations. This cosmopolitan city is a veritable melting pot of different cultures, religions and languages, and acts as a magnet for people from all over India. Living in a city that successfully hosted the Asian Games in 1951 and 1982, and recently, the Commonwealth Games, 2010, the citizens of Delhi have much to be proud of. Apart from being a modern, fast-developing metropolis, with state-of-the-art transport facilities, stadia, museums, multiplexes, wide tree-lined avenues and vibrant parks, Delhi also acts as the centre for Governments at both the Union and state levels.

1. <http://hdr.undp.org/en/humandev/origins/>, Accessed on 13 March 2013.
2. Delhi Development Goals, Targets and Indicators have been adapted from the Millennium Development Goals (MDGs). There are 9 goals, 17 targets and 31 indicators.

Box 1.1

Delhi—A City with a Rich Heritage

Delhi has seen the rise and fall of many empires, which have left behind a plethora of monuments with the grandeur and glory of bygone ages. This is a city which traces its history to the *Mahabharata*, the great epic tale of wars fought between estranged cousins, the Kauravas and the Pandavas, for the city of Indraprastha.

The Mughals ruled Delhi in succession, starting from Qutab-ud-din to the Khiljis and the Tughlaqs. The city of Delhi passed into the hands of the British in 1803 A.D. In 1911, the capital of the British Empire was shifted from Calcutta to Delhi. After Independence, a kind of autonomy was conferred on the capital, but it largely remained a Chief Commissioner's regime. In 1956, Delhi was converted into a Union Territory (UT), and gradually the Chief Commissioner was replaced by a Lieutenant-Governor. In 1991, the National Capital Territory Act was passed by the Parliament and a system of diarchy was introduced under which the elected Government was given wide powers; except in the sphere of law and order, which remained with the Central Government. The actual enforcement of the legislation came into effect in 1993.

New Delhi, the capital of India, sprawled over the west bank of the river Yamuna, is one of the fastest growing cities in India. It is surrounded on three sides by the state of Haryana and to the East, across the river Yamuna, by the state of Uttar Pradesh (UP). Historically, the city has always been politically important with successive dynasties choosing it as their seat of power, between the thirteenth and the seventeenth centuries. The glorious legacy of those days is survived by important monuments in different parts of the city.

The myriad faces of the city are simply fascinating. In some places, it remains a garden city, tree-lined and with beautiful parks, but in others, it is congested and crowded with heavy traffic. Turbaned Sikhs, colourfully dressed Rajasthani and Gujarati women, Muslim shopkeepers along the lanes of Chandni Chowk in Old Delhi, Tibetans and Ladakhis manning the street stalls along Janpath, and Kashmiris selling wares in the handicraft emporia around Connaught Place, all these varied communities add to the cosmopolitan feel of the city. Soaring skyscrapers, posh residential colonies and bustling commercial complexes can be seen here rubbing shoulders with ancient historical monuments. Its boutiques and shopping arcades offer access to a wealth of traditional and contemporary crafts, from all over the country. The Old Delhi area, which looks entirely different from the New Delhi area, is located about 6 kms north of the city centre.

Source: <http://delhi.gov.in/wps/wcm/connect/DoIT/delhi+gouv/travel/delhi+history>, Accessed on 14 May 2013.

For all its modern trappings and ancient charm, Delhi is, in another way, a city with two visages. Just as it is home to the affluent and the middle class, it is also inhabited by a large number of poor slum-dwellers, street children, homeless and differently-abled people. Are all these people, rich and poor, men and women, children and the elderly, the able and the disabled alike, able to access an acceptable quality of life, in terms of livelihoods, health and education facilities, as well as other basic services such as water and electricity? Equally important, are they living in a safe and secure environment? In an attempt to address these questions, the human development approach takes people of all hues on board. However, it is primarily through the perspective of the disempowered, marginalised humanity of this city, that this Report has approached the issues related to human development, recognising that if the fruits of development reach these people, then the entire society of Delhi would benefit.

1.3 Recent Changes in the Economy of Delhi

Delhi's evolution has deep and wide historical roots, which have left a profound impact on the cultural landscape of modern-day Delhi. Modern growth and development efforts, post-Independence, in general, and at the dawn of the new millennium, in particular, have contributed towards making Delhi a global capital city state. Plan documents suggest that the Tenth Five Year Plan (FYP) (2002-07) of Delhi constituted the golden era in its history of development. The major thrust of the Tenth FYP of the Government of NCT of Delhi (GNCTD) was on augmenting and strengthening civic amenities and infrastructure for transport, energy, water supply and sanitation, urban development, education, medical and public health sectors. In this Plan, special efforts were made to extend all essential civic amenities to the under-served areas of the capital city.

This was carried over even in the Eleventh FYP (2007-12), in which the GNCTD achieved major milestones

Box 1.2

Major Achievements of the Government of Delhi under the Eleventh Five Year Plan

Infrastructure: (i) With the completion of Metro's second phase more than two million commuters have benefited, (ii) As many as 3700 new low-floor buses and 300 new semi low-floor buses were added to the city's fleet,

(iii) A total of 50 flyovers/Rail Under Bridges (RUBs)/grade separators have been built.

(iv) More than 60 foot-over bridges/subways have been built.

Water supply: The capacity was enhanced to 855 MGD by the end of the Eleventh Plan.

Power: Reforms in this sector have reduced Aggregate Technical and Commercial (AT&C) losses from 54 per cent in 2002 to 15 per cent in 2011-12.

Health: (i) With the addition of more hospital beds, the availability of beds presently stands at 2.55 beds per 1000 population.

(ii) Three new super-specialty hospitals for liver, cancer and paediatrics were made functional.

Education: Six state universities/deemed universities and the Delhi Knowledge Development Fund have been set up.

Housing: (i) The Delhi Government has started building houses for the Economically Weaker Sections (EWS) under the Jawaharlal Nehru National Urban Renewal Scheme (JNNURM).

(ii) The Delhi Urban Shelter Improvement Board (DUSIB) has been set up for rehabilitating *Jhuggi Jhopdi* (JJ) clusters to achieve the goal of making Delhi a slum-free City.

Empowerment/Welfare of Women and Children: Various measures have been undertaken for the empowerment of women including the setting up of 54 new ICDS projects, sanction of additional honorarium for *anganwadi* workers, implementation of the *Ladli Yojana* and *Kishori Yojana*, offering of assistance by the Delhi Women Commission, and setting up of Gender Resource Centres. About 0.4 million senior citizens have benefited from the monthly pension scheme.

Sports: A major achievement of the city in this sphere was the successful hosting of the Commonwealth Games in 2010.

Source: Approach Paper to the Twelfth Five Year Plan of Delhi (2012-2017), Available at: http://www.delhi.gov.in/wps/wcm/connect/DoIT_Planning/planning/important+links/an+approach+to+12th+five+year+plan+%282012-17%29, Accessed on 12 April 2013.

in terms of infrastructural developments in the fields of water supply, power, transport, healthcare, education, and housing, among other human development indicators. In fact, human development goals were prominent in the Eleventh FYP, as the slogan for this Plan was 'Development with a Human Face and Making Delhi a Global City'. Thus, this Plan encompassed the twin goals of inclusive development and creating world-class infrastructure. Some of the achievements of the GNCTD under the Eleventh FYP are presented in Box 1.2.

The administrative and demographic contours of Delhi, along with its employment situation, are outlined next to identify the recent patterns of change. Some major changes that have come about

in Delhi's economy in recent years are also presented and discussed here.

1.3.1 Administrative Set-up and Governance

Being the only city-state in the country, Delhi holds a unique position. Ever since Delhi was declared the Capital of India (on 12 December 1911), it has witnessed numerous intermittent amendments in its administrative status, with the only fact remaining constant being the multiplicity of authorities exercising administrative power. The Government of Delhi faces a challenging task in governing the city-state in view of the city's burgeoning population and the consequent pressures on infrastructure and civic services, with the task made more difficult because of the constant need for co-ordination

Box 1.3**Initiatives for Improving Governance**

- **Bhagidari:** This initiative is about participatory governance and is based on the collaboration of multi-stakeholders such as citizens' groups, NGOs, and the Government. The process encourages citizen volunteerism and sharing of responsibilities between the Government and people. It facilitates public scrutiny of government functions and encourages people's active participation in the betterment of civil society (DHDR, 2006).
- **Mission Convergence (Samajik Suvidha Sangam):** Mission Convergence was constituted to ensure the efficient and effective delivery of basic services and entitlements for the poor and marginalised. The mandate of the Mission was to bring together the plethora of schemes in order to eliminate duplication, strengthen implementation mechanisms by the use of Information Technology (IT), rationalise administration, and forge partnerships with civil society organisations for more effective delivery.
- **Citizen's Services Bureau (CSB):** The CSB constitutes a unique IT initiative of the MCD to deliver its services electronically to the citizens of Delhi. The purpose of establishing the CSB was to provide all municipal services under one roof on payment of a small fee. The services that are provided here include registration of births and deaths, issuing of certificates, acceptance of applications for the issuing of all kinds of licences, renewal of licences, booking of community centres for holding private functions and receiving different types of payments.
- **Jeevan Centres:** Launched in February 2009, the project 'Jeevan'/'Sarkar Aapke Dwar' focuses on enhancing the quality of services available and on enabling the citizens to interact with the Government on a regular basis with speed, convenience, transparency, certainty and accountability at their doorsteps. All services are intended to be provided through a 'One-Stop-Shop' concept with an 'Anytime-Anywhere' facility.
- **Delhi (Right to Citizen to Time-bound Delivery of Services) Act, 2011:** Delhi is a frontrunner in initiating and implementing this Act for the time-bound delivery of services to its citizens. It also involves penal provisions for Government servants, in case of any default.
- **e-SLA:** The e-SLA is an electronic service level agreement that was devised to ensure the timely delivery of basic services to the citizens by fixing accountability. This is an information system which keeps a record of electronic submissions of service applications and their disposal. It also provides a tracking system to monitor the number of disposed and pending cases. Further, it helps the Government in tracking the performing and non-performing departments and personnel, and in taking timely corrective measures. In addition, it helps citizens track the status of their applications.
- **Green Bill:** This initiative is on the anvil and is expected to usher in considerable simplification in bill payment for the average citizens of Delhi. The Green Bill aims to integrate bills for various services such as water, electricity, phones (both fixed lines and cellular), cooking gas, etc., for which the consumer would have to pay just one bill for all the services. This bill has been conceptualised in order to synchronise the billing cycle of all the services offered on the same day.

Source: Compiled from <http://delhi.gov.in/wps/wcm/connect/DoIT/delhi+govt/delhi+home>, Accessed on 12 May 2013.

amongst multiple governing authorities. There is a dual jurisdiction in Delhi (of the Union Government and the state government), with the key functions of Delhi's administration being looked after by the Central Government, thereby posing challenges to the State Government in terms of making effective interventions and impacting its performance. The four major institutions governing Delhi are: the elected government of Delhi, office of the Lieutenant Governor, Municipal Corporation of Delhi (MCD) and the Delhi Development Authority (DDA). The latter three are accountable to the Central Government and hence, the elected government finds itself constrained while trying to effectively address the citizens' concerns.

With the existing complex administrative structure encompassing a vast area with a large population, the Delhi Government has had to turn towards many innovations in the area of governance. Most recently in 2012, two important amendments have taken place in the area of administration. The erstwhile single municipal body, which was serving 95 per cent of the area and 98 per cent of the total population in Delhi, was trifurcated. The trifurcation was done for bringing the Corporation closer to the people and for providing better delivery of services. The trifurcation of the MCD resulted in the formation of three different entities: the North Delhi Municipal Corporation (NDMC) with 104 municipal wards,

the South Delhi Municipal Corporation with 104 municipal wards, and the East Delhi Municipal Corporation with 64 municipal wards. The second change involved the creation of two new districts by altering the boundaries of the nine existing districts. In a notification on 11 September 2012, the Department of Revenue, Government of NCT of Delhi created 11 districts and 33 sub-divisions/*tehsils* from the earlier 9 districts and 27 sub-divisions/*tehsils*. The two new districts are the South-east district with Defence Colony, Kalkaji and Sarita Vihar as its sub-divisions/and Shahdara district with Shahdara, Seemapuri and Vivek Vihar as its sub-divisions. With the exception of North-west district, which has not witnessed any change in its existing sub-divisions and boundaries, all other districts have been altered and modified.³

The Delhi Government has envisaged and also launched a number of initiatives to improve governance in the city, and these have been done while keeping the citizens' interests at the forefront of policy-making (Box 1.3). Although a number of innovative steps have been taken by the Delhi Government, there is a need for greater generation of awareness among the people to take advantage of all these facilities. All these services also require supporting and efficient infrastructural developments on a large scale.

1.3.2 Population Dynamics

Delhi, akin to the other mega cities such as Mumbai and Kolkata, has recorded a significant decline in the population growth rate during the period 2001-2011. The fertility rates have been on the decline and as a result, the natural growth rate of the population has slowed down. However, one other important reason for the decline in the population growth rate of Delhi could be the development of satellite towns in the NCR region such as Gurgaon, Noida, Faridabad, Ghaziabad, Sonipat, and Meerut. The Census data shows that during the decade 2001-2011, the population growth rates in the urban areas of the constituent regions of the National Capital Region (NCR) other than Delhi such as Haryana (61 per cent), Uttar Pradesh (52.3 per cent) and Rajasthan (50.5 per cent), were very high. On the other hand, urban areas of Delhi registered a relatively low growth of 26.8 per cent during the same period. Despite recording the lowest population growth rate during the period 2001-2011 (20.96 per cent), Delhi still added nearly

3. Department of Revenue, Government of NCT of Delhi, Notification dated 11 September 2012.

2.9 million to its population during that decade.⁴ With a birth rate of 17.5 per thousand and a death rate of 4.3 per thousand in Delhi, the contribution of the natural growth rate to the population of Delhi is 13.2 per thousand population (SRS, 2012). With its 16.3 million urban population, it is the second largest urban agglomeration in India. Mumbai is at the top with an 18.4 million population, while Kolkata ranks third with a 14.1 million population (Census, 2011).⁵ However, Delhi's urban population growth is the fastest at 26.8 per cent, with Mumbai and Kolkata being way behind, at 12 per cent and 6.9 per cent, respectively. As a result, urban Delhi has added a population of nearly 3.4 million to its population during the last decade whereas Mumbai and Kolkata have added populations of only 0.2 million and 0.9 million to their urban areas, respectively. It is evident that Delhi is on the path of becoming the largest urban agglomeration of India. Delhi's rural population and area have been shrinking rapidly. In 1991, 53.8 per cent of the total area of Delhi (1483 sq km) was rural, which declined to 24.9 per cent in 2011. Similarly, the rural population in Delhi in 1991 was 10.07 per cent (0.95 million), which declined to 2.5 per cent (0.42 million) in 2011. More and more villages of Delhi are being declared as Census towns in each successive Census, resulting in a decrease in both the rural population and area (Economic Survey of Delhi, 2012-13). As per the Census, 2011, Delhi has 112 villages, 135 urban villages and 110 Census towns.

Economic growth and the accompanying livelihood and educational opportunities in Delhi have attracted people from all over India, who come to the city with dreams of building their future. Migrants not only from the neighbouring states such as Uttar Pradesh, Haryana and Rajasthan, but also from distant states like Bihar, West Bengal, Madhya Pradesh and many others throng the city. Although they form the backbone of Delhi's economy in many ways by providing invaluable labour and services, they also exert pressures on the civic services and other infrastructure of the city that are already strained.

1.3.3 Socio-religious Composition

The Scheduled Caste (SC) population comprises the largest proportion of poor and vulnerable in India

4. Except for the decade 1911-21 when it recorded a growth rate of 18.03 per cent.
5. As per the Census, 2011, Mumbai, Delhi and Kolkata are the three largest urban agglomerations in India, accounting for a population of more than ten million. All the three mega cities of India have recorded significant declines in their growth rate during the last decade.

(NCEUS, 2008). The proportion of SCs in the total population in Delhi has shown a declining trend over the last two decades. As per the Census 2011, the SC population of NCT Delhi was 2.8 million (comprising 16.7 per cent of the total population). In 1991 and 2001, this share was 19.1 per cent and 16.9 per cent, respectively. During the decade 2001-2011, however, the decline in the share of the SC population was relatively moderate.⁶ The drop in the SC population in Delhi has taken place due to the larger share of non-SC communities in the migrant population. The proportion of the SC population is relatively higher in rural areas (19.6 per cent) as compared to urban areas (16.7 per cent).

Delhi does not have its own notified ST population. However, tribal people migrating to Delhi from other states comprise a small part of the population. Hindus form the largest religious category, with an 82 per cent share in the population (Census, 2001). Muslims and Sikhs are other important religious groups, comprising shares of 11.7 per cent and 4 per cent, respectively, in the total population. The population share of Jains and Christians in the city are 1.1 per cent and 0.9 per cent, respectively.

1.3.4 The Employment Scenario

Delhi's economy provides an opportunity to earn livelihoods and get better employment to both its original populace as well as the migrants who come here with a lot of aspirations. In terms of absolute numbers, there has been an increase in the labour force and workforce in Delhi during the period 2004-05 to 2011-12. However in percentage terms, the labour force participation rate (LFPR) and workforce participation rate (WPR) have almost remained stable. In 2011-12, the LFPR and WPR for Delhi were 35 per cent and 33.7 per cent, respectively. The gender gap in the WPR was also very high. In recent years, though, there have been welcome trends of continuous increases in the female WPR and decline in the proportion of unemployed females, indicating the successful creation of jobs for females.

Delhi's employment structure is dominated by three sectors—trade, other services and manufacturing. Two-thirds of female employment in the city is concentrated in other services, including financial, business services, public administration, education and healthcare, among others. However, there is

6. At the national level, there has been an increase in the proportion of the SC population from 16.2 per cent in 2001 to 16.6 per cent in 2011.

Box 1.4

Some Recent Milestones

Delhi Metro: A part of the Mass Rapid Transport System (MRTS), the Metro was introduced in 2002, and was expected to provide Delhi-ites with a safe, non-polluting and expeditious mode of travel within the city. It began its journey on the Red Line between the Shahdara and Tees Hazari stations. Subsequently, the Metro underwent major expansion in various phases and now it has other dedicated routes, viz., the Yellow, Blue, Green, Violet and Airport lines, which cater to the travel needs of the entire NCR region. With a current running length of about 190 kms,⁷ work on the first two phases of the Delhi Metro has been completed. Besides the ongoing work on Phase III, during Phase IV, there are plans to increase the Metro line to around 245 km by 2021 (Twelfth Five Year Plan, 2012-17, and Annual Plan, 2012-13, Delhi). Within a span of ten years, the number of commuters using the Metro has gone up by 40 times, reflecting a clear preference of the citizens of Delhi for this fast and comfortable mode of travel.

Replacement of Blue Line Buses by the Corporate Sector Operator System: In order to improve the quality of the bus transport system with the addition of new low floor buses in the DTC fleet, the GoNCTD decided to replace the individual operator's blue line buses by the Corporate Sector system so as to maintain time schedule, quality of buses and road discipline on Delhi roads. At present, more than 500 Corporate Sector buses are serving commuters. Their number is going to cross 1000 by the end of this year.

Commonwealth Games (2010): The hosting of the Commonwealth Games in the city resulted in the overhauling of its physical infrastructure, including several modern flyovers, underpasses, foot overbridges, stadiums, multi-storeyed parking facilities, refurbished roads, and road signage. These modern-day infrastructures have changed the cultural landscape of Delhi.

cause for concern, given that employment in the organised sector has declined over the years as has occurred elsewhere in the country. Most of the employment generation in Delhi is currently taking place in the unorganised sector. The poor, who end

7. http://www.delhimetrorail.com/project_updates.aspx, Accessed on 24 June 2013.

up getting jobs in the unorganised sector, often find themselves vulnerable due to the lack of both job security as well as social security, often working in conditions detrimental to their health. They largely end up finding their livelihoods in sectors such as construction, retail trade, transport, and solid waste management.

1.4 Human Development Issues

The human development approach goes much beyond income and focuses on reaching healthcare, nutrition, education, housing facilities and other basic services such as drinking water and electricity to the common people, so that they can enjoy an enriched life in a safe environment. It also examines the situation closely for all vulnerable groups such as the elderly, the differently-abled, children, etc., and in a rapidly changing urban milieu, for women, who constitute a particularly vulnerable group in terms of access to a secure environment.

In the recently published India Human Development Report, 2011, Delhi ranked second after Kerala in terms of the Human Development Index (HDI) (IAMR, 2011).⁸ It ranked first according to the income index whereas for the education and health indices, it ranked second after Kerala. An encouraging aspect about Delhi's performance on the human development front is that it is not only better than other states, on an average, but that it is also better for all the socio-religious categories (ibid.). For instance, the performance of the SCs, Other Backward Castes (OBCs) and minorities in Delhi has also been relatively better vis-à-vis other states on several parameters. Thus, from an equity perspective, Delhi has fared better than most states. However, Delhi still has considerable scope to improve its HDI. In fact, it should aim at competing globally and set examples for the other states of India.

The Delhi Government had made inclusive development its focus, as reflected in the adopted theme 'Development with a Human Face' for the Eleventh FYP (2007-12). Future goals as envisioned in different policy documents including the Master Plan-2021 and the first Delhi Human Development Report (HDR), 2006, also indicate that the main thrust area is to ensure for all the citizens of Delhi a decent quality of life and to achieve environmentally sustainable development for the city. Some of these relevant issues are discussed in the subsequent sections in this chapter.

8. The HDIs were based on the 2007-08 data set.

1.4.1 Income and Poverty

Delhi had the highest average per capita income in the country during 2011-12 (Economic Survey of India, 2012-13). The advance estimates of per capita income for Delhi during 2012-13 peg it to be more than Rs. 0.2 million (ibid.) This is nearly three times the estimate for the all-India figure of Rs. 68,000. Similarly, the rate of growth of per capita income at constant prices was also higher at 7.1 per cent against an all-India average of 2.9 per cent during 2012-13. The growth of GSDP at constant prices (with 2004-05 as the base year) was 9 per cent in 2012-13.

Delhi's poverty level has remained lower than the all-India level. The recently released poverty estimates from the Planning Commission for 2011-12, using the Tendulkar Committee methodology,⁹ suggest that the proportion of the Below the Poverty Line (BPL) population in Delhi is 9.9, which is less than half of the national average of 21.9 per cent. Using the same method, the proportion of the poor during 2004-05 was found to be 13 per cent for Delhi against an all-India estimate of 37.2 per cent. In absolute terms, the number of poor in Delhi was 1.7 million in 2011-12, which declined from 1.9 million during 2004-05. Bringing down the level of poverty is, therefore, still part of an unfinished agenda before the Government and needs to be tackled on a priority basis.

1.4.2 Education

Delhi has a variety of good quality schools, colleges and universities, as well as centres for research and higher education, and is a mecca of sorts for students from all over India and abroad. Its literacy rate at 86.3 per cent is substantially higher than the all-India average of 74.0 per cent. Although there is a gender gap in literacy, it has declined moderately over the years from 13.5 per cent in 2001 to 11.2 per cent in 2011. The literacy rate in Delhi is, however, still lower than that in the other mega cities such as Mumbai (90.8 per cent), Chennai (90.2 per cent), and Kolkata (88.3 per cent), and also in some other states such as Kerala, Mizoram, Goa and Tripura.

A sound elementary education provides the foundation on which the educational achievements of people can be based. Achievement of Universal Elementary Education (UEE) is a declared objective of the Government, and is also expected to strengthen the social fabric of democracy through the

9. As per the Tendulkar Methodology, the poverty line has been expressed in terms of the Monthly Per Capita Expenditure (MPCE) based on a Mixed Reference Period.

provisioning of equal opportunities to all. The Right to Education (RTE) Act (2009), mandates the provision of education as a fundamental justiciable right for 6-14 year-old children and has further strengthened the Government's resolve to attain this goal. The enrolment of students at all levels of schooling has continually gone up in Delhi during the period 2005-06 and 2010-11 (Economic Survey of Delhi, 2012-13). During 2005-06, the total enrolment of students in schools (primary to senior secondary level) was 3.4 million, which increased to 3.9 million during 2010-11. The gross enrolment ratio (GER) in classes I-V was 93.1 per cent (NSS, 2007-08). For classes VI-VIII, the GER was 115.1 per cent. Overall, the GER for classes I-VIII is 101.8 per cent. The increase in enrolment has been higher for secondary and senior secondary schools than at the primary and middle level school. The net attendance ratio (NER) during the year 2007-08 for classes I-VIII was 86 per cent (NSS, 2007-08), indicating gaps that still need to be bridged in school attendance. Therefore, it is imperative for the state to devise strategies to tackle the issues of attendance and retention for achieving better human development outcomes.

In order to attain the status of a fully literate state as well as the goals of universal enrolment, provisioning of quality education and educational infrastructure, the state needs to garner more resources in the education sector. Expenditure on education as a percentage of the Gross State Domestic Product (GSDP) was 1.60 per cent during the years 2010-11 and 2011-12.

1.4.3 Health

Over the years, Delhi has created a wide network of primary to tertiary healthcare systems, which not only cater to its huge population but also attract large numbers of patients from the neighbouring states. Apart from good healthcare facilities, health outcomes also depend on the availability of safe drinking water, sanitation facilities, better drainage facilities, and safe environmental conditions. There has been a tremendous increase and improvement in the capacity of healthcare facilities in Delhi. Spending on healthcare in absolute terms under its Plan expenditure increased from Rs. 14.8 billion to Rs. 28.2 billion during the period 2006-07 to 2012-13, which signifies an increase of more than 47 per cent. Despite such a trend, the pressures of its own population as well as of the neighbouring states bring the per capita availability of public health facilities in Delhi to less

than 2 clinics per a 10,000 population (DHS, 2011). The inadequate availability of physicians and supporting technical manpower of para-medics is another major handicap. This puts the public health system under tremendous pressure with high case-loads and patients flocking the hospitals.

Delhi enjoys a relatively high life expectancy of 72 years, which is four years more than the national average of 68.¹⁰ Also, there is little gender difference in this in the state. Since the 1990s, life expectancy levels in Delhi, among both males and females, have been higher than the national average. As a result, there is a growing elderly population that has special healthcare needs. The birth rate represented in terms of the total fertility rate (TFR) in Delhi is 1.8, which is among the lowest in India, and indicates the achievement of the replacement rate.¹¹ Similarly, the crude death rate in Delhi is also among the lowest in the country.

On the other hand, improving maternal health and reductions in child mortality remain a challenge. In 2007-08, the proportion of women who received adequate antenatal care (ANC) that is, coverage of at least three ANC check-ups was 72.7 per cent, and the proportion of institutional deliveries was 81.35 per cent (Annual Report on Birth and Death, DES, 2013). Although recent data of the Government of NCT of Delhi suggests that these proportions have improved, thereby making more births safer, nevertheless Delhi is still far from attaining the goals of universal ANC and institutional deliveries. Similarly, the infant mortality rate (IMR) at 28 per thousand live births (SRS, 2012) has shown a sluggish decline since 2006, making the Delhi Development Goals of 10 by 2015 unreachable. Delhi is also yet to attain universal immunisation coverage of children aged 12-23 months.

1.4.4 Gender Equality

Delhi, despite being one of the frontrunners in economic development, has experienced wide gender inequality in its development process. Indicators such as the sex ratio, literacy, WPR and similar indicators, reflect gender inequality in Delhi vis-à-vis other metropolises such as Mumbai, Kolkata and Chennai, as also other states. Although Mumbai (861) lags slightly behind Delhi (867) in its aggregate sex ratio,

10. Computed on the basis of SRS, 2010, data.

11. As per the State Civil Registration System, 2012, GNCTD, Delhi.

the child sex ratio, in particular, is alarmingly low in Delhi. The sex ratio has been a matter of concern for Delhi since long. It is among the lowest in the country, at 868 females per 1000 males (Census, 2011). Nevertheless, the Census, 2011, data shows that the gains in the sex ratio have been the highest for Delhi over the decade 2001-2011. This gain can be largely attributed to the gain in the sex ratio of the population aged 7-plus years. The gain in the child sex ratio is, however, still negligible and remains an area of concern.

The gender gap in literacy is also the highest in Delhi in comparison to the other four metros. Similarly, even in terms of the LFPR and the WPR, there still exists a wide gender gap. The labour force constitutes a little more than one-third of the total population in Delhi. However, only 11.1 per cent of the females have been recorded as participating in the labour force against 54.8 per cent for males (NSS, 2011-12). Even in terms of the WPRs, female workers are way behind their male counterparts. Despite a modest increase in the WPR for females and a decline for males during the decade 2001-2011, the gender gap between the male (52.7 per cent) and female (10.7 per cent) WPRs remains high.¹² There is thus a need to bridge such gender gaps in order to enhance the status of human development in Delhi.

1.4.5 Access to Basic Services

The major thrust of the last two Five Year Plans of extending the access of the population to basic services, especially to the under-served population, has resulted in wider proportions of the population gaining access to basic services such as electricity, water and sanitation. The Census, 2011, data reveals that the coverage of access to electricity in the state is nearly universal. More than four-fifths of the population in the city received piped water supply while three-fourths of the households had access to drinking water within their premises. The rate of access to sanitation facilities too has shown improvement, with nearly 90 per cent of the households having access to latrines within their premises. At the same time, the Census estimates for the slums reveal the existing disparities, with nearly 50 per cent of the slum households having no latrine facilities within their premises. Hence, apart from electricity wherein near-universalisation has

been reached, the need to make access to water and sanitation universal continues to remain a challenge for the state. There are also gaps in the access and quality of water and sanitation for the poor settlements, which needs urgent attention.

1.4.6 The Environment

Rapid development processes and ever-increasing population pressures have posed enormous challenges in preserving environmental sustainability in Delhi. Several steps have been taken in the recent past to ameliorate the environmental situation. These steps include a massive focus on afforestation, the universal use of compressed natural gas (CNG) in commercial vehicles, a ban on plastics, better management of solid waste, treatment of waste water and many more, which have, in turn, yielded remarkable results, but nevertheless, many challenges still remain.

The available data suggest that in 1997, the percentage of the area under forest and tree cover was a meagre 1.75 per cent of the total area, which rose to nearly 20 per cent by the year 2011 (Economic Survey of Delhi, 2012-13). In 1997, the forest and tree cover was just 26 sq km, which rose to 299.6 sq km by 2009. Delhi has, therefore, added 91 per cent of its total forest and tree cover in the last decade. This is an incredible achievement. However, during the period 2009-2011, Delhi witnessed a decline in the forest and tree cover by 3.38 sq kms. This decline needs to be checked immediately and the focus on increasing the forest and tree cover in the state should continuously gain prominence so as to reach the harmonious level of one-third of its total area.

Controlling the levels of pollution—air, water, and noise—is also a challenge for the state as part of its endeavour to provide a healthy environment to its people. In 2011, there was a decline in the ambient air quality in the state, as the levels of all the air pollutants such as sulphur dioxide, nitrogen dioxide, carbon monoxide and suspended particulate matter were recorded to be high (Economic Survey of Delhi, 2012-13). Similarly, the quality of water in the Yamuna River has throughout withstood major challenges due to the discharge of untreated sewerage and inadequately treated industrial effluents. The enormous increase in the number of vehicles on the roads has also affected the prescribed decibel level of noise. The steps taken by the Delhi Government to improve the quality of the environment thus requires

12. The LFPR and WPR estimates are sourced from NSS 68th Round, 2011-12.

a major boost. It also necessitates the forging of effective partnerships between the government and citizens.

1.5 Vulnerable Groups

Any deficit in human development achievements impacts two special groups at two ends of the age spectrum: children and the elderly. The first group comprises young persons who are just starting their lives, but are already burdened with the cares of adults and much more, while negotiating a life on the streets and/or in a workplace, and facing security issues in the process. The other group comprises members who have mostly completed their prime years and look forward to enjoying the fruits of labour, but often feel alone, insecure and neglected by society. Another very important group that needs special attention is that of the differently-abled population.

1.5.1 Street Children and Child Labourers

These two groups of children—street children and child labourers—are not mutually exclusive, that is, there are street children who are child workers, but not all street children work. On the other hand, there are many child workers who do not live on the streets.

A recent survey by IHD and 'Save the Children' (2011) reported that there are around 51,000 street children (aged less than 18 years) in Delhi (IHD-Save the Children Report, 2011).¹³ Such children include not only those who lack homes, but even those who live with their families but spend most of their time on the streets. Poverty, hunger, and the search for employment are the major factors that bring children on to the streets. Mostly male and largely illiterate, these street children were found to be engaged in rag-picking (20 per cent), street vending (15 per cent), begging (15 per cent) and working at roadside stalls and repair shops (12 per cent). Interestingly, the Survey found that 87 per cent of the street children paid for accessing toilet facilities in Delhi (with the figure being higher for girls at 90 per cent). There was also little awareness about the existing programmes

13. UNICEF has defined street children as street-living children who ran away from their families and who live alone on the streets; street-working children who spend most of their time on the street fending for themselves, but who return home on a regular basis; and children from street families who live on the street with their families.

among the children, and their access to support under these programmes was impeded by the lack of identity proof for these children.

A Report by the Ministry of Statistics and Programme Implementation (2012) provides estimates for child labour in Delhi, reporting that 11.8 per cent of the 5-14 year old children are working. Out of these, 2.2 per cent were engaged in paid work and 2.9 per cent were engaged in unpaid work (for someone other than members of the household in both cases). Notwithstanding debates regarding the definition of child labour, specially in the context of the Right to Education Act (2009), the NCPCR has called for an inclusive definition of child labour, incorporating all types of work, in agriculture and industry, at home, in hazardous or non-hazardous occupations, and including all children up to 18 years of age into the definition.¹⁴ In order to address the issue of child labour more effectively, the Delhi Government has drawn up a detailed action plan based on the profiles of child labour in Delhi, which includes out-of-school children living with their parents, and children who have come from other states without their families.

1.5.2 The Elderly

With the changing fabric of society, wherein joint families are fast giving way to nuclear families, the elderly people have started feeling increasingly isolated and vulnerable. For those among the elderly aiming to lead an independent, active life, completing the daily round of chores or getting around the city can also pose considerable problems since enough public facilities are not in place. Thus, the elderly need special attention from the state.

The share of senior citizens (aged 60 years or more) in Delhi's population has risen over the last few decades. As per the 2001 Census,¹⁵ the elderly constituted 5.2 per cent of the population in Delhi, which translates into 0.72 million people (0.37 million men and 0.35 million women). Higher estimates for the elderly have been provided by an independent survey at over 1.2 million for Delhi.¹⁶

14. <http://ncpcr.gov.in>, Accessed on 4 April 2013.

15. This is the latest available official source of nation-wide data for this segment of population.

16. Agewell Foundation conducted a survey in 2012 on the elderly (60 years and above) in the Delhi NCR on a representative sample of 15,000 elderly people.

Although senior citizens face health-related problems, the perceptions regarding health issues are quite positive among them. According to the NSS estimates (60th Round, 2004), out of 12 per cent aged males reporting their illnesses, 66 per cent felt that the current state of healthcare in Delhi was good. Age-specific death rates are also better in Delhi than those at the all-India levels for most age groups.

Women are usually economically and educationally more vulnerable than men, and have much more care-giving responsibilities. Their financial dependence continues, and sometimes gets deepened, following widowhood. According to the Census, 2001, 46.6 per cent of the elderly women in Delhi were widows and formed an important proportion of the vulnerable in the city. The Delhi Government has launched a number of schemes to assist the elderly to enable them to conduct their daily lives in a safe and trouble-free manner. These range from the provisioning of monthly pension, old age homes, special health clinics, recreation centres, and concessional bus passes to comprehensive registration and supervision of senior citizens by the Delhi Police.

1.5.3 The Differently-Abled

Nearly 1.7 per cent of the population in Delhi or 0.23 million people, are differently-abled (Census, 2011). This includes those suffering from disabilities ranging from impairment in sight, speech, hearing, and mobility to psychological and mental handicaps. However, the largest proportion of the differently-abled comprised the visually impaired (50 per cent) and locomotive-disabled (27 per cent) population, which accounted for nearly three-fourths of the entire differently-abled population. These special groups require special treatment and infrastructure for mainstreaming. Over the years, Delhi has created some infrastructure to cater to the needs of this population in the form of schools, training-cum-product centres, sheltered workshops, and hostels for the college-going population. It also has a Plan scheme of monthly financial assistance worth ₹ 1500 for those with 40 per cent disabilities. Special camps have also been organised to extend the requisite services to this population group (Economic Survey of Delhi, 2012-13).

1.6 Sources of Data

This Report has used the latest statistics and information available on Delhi from secondary sources. These include the decennial censuses, including the Census, 2011; various rounds of NSSO data (particularly on employment) including the 68th Round (2011-12), other reports of the Government such as the Economic Survey of Delhi (2012-13), Economic Survey of India (2012-13), and Reports of various departments of the Government of NCT of Delhi. The report has also benefited from the latest data shared by the GNCTD. In addition, the report has used the findings of two large sample surveys conducted in Delhi by the Institute for Human Development (IHD) during 2010 and 2011. The first survey was carried out by IHD and the Institute of Rural Management (IRMA), Anand (referred to as the IHD-IRMA Survey) in 2010, which had a large sample of 2000 households drawn on similar lines as that of NSSO, and is representative of Delhi. The other survey was carried out in 2011 by IHD with support from Sir Dorabji Tata Trust (SDTT) (referred to as the IHD-SDTT Survey), which had a sample size of 3,000 poor households.

The People's Perceptions Survey (IHD-2013)

It is a well-known fact that Human Development Reports highlight the quality of the lives of people residing in various regions/countries/states, etc. For adding to the existing attributes that are considered to be a part and parcel of the human development paradigm, it becomes important to elicit people's own views, their established perceptions and suggestions, and to study them carefully to derive useful indications about the quality of their lives and their perceptions of public services. In tandem with the first Delhi Human Development Report, 2006, which presented empirical findings from a survey carried out to assess people's perceptions, a similar empirical exercise was carried out for the purposes of the Delhi Human Development Report, 2013, to identify the perceptions and aspirations of the residents of Delhi and add further value to the discussion on inclusive human development in the state.

Keeping the main objective as a representative state level survey to bring forth the public's perceptions on the quality of life and living standards in Delhi (including the living environment, basic amenities, healthcare, education and other facilities), the Perceptions Survey administered questionnaires

to assess people's ratings of their access and contentment with the existing state of basic services. It was expected that the findings from this Survey would help in the formulation of future strategies and policy interventions. The target population for the study was the population aged 15 years and above, with the geographical target being the entire state and a sample size of 8029 households.¹⁷

The findings from the IHD Perceptions Survey throw very useful and relevant light on the state of various public services in Delhi and incorporate various elements of human development viz., livelihoods and employment, education, healthcare, basic services, and safety and security. They also study the perceptions of a cross-section of economic and social groups, districts and settlement types. Evidence-based findings from this survey, which are delineated in the various chapters of this Report, would go a long way towards facilitating the planning and execution of policy interventions for the state.

1.7 Structure of the Report

The second Delhi Human Development Report, 2013, presents a periodic review of the progress made as well as milestones to be reached in the sphere of human development, with a focus on inclusion, perceptions and equity. The suggested policy interventions and future strategies are evidence-based, with the aim of guiding future planning and programme implementation in the state. To start with, the state of employment and livelihoods in Delhi is presented in Chapter 2, wherein a detailed discussion of the levels and patterns of income and employment is presented. The chapter also presents recent trends in migration, drawing upon the findings from the Perceptions Survey, 2013, to highlight some interesting features of migration patterns in Delhi. This chapter also focuses on the challenges that the state faces in the sphere of employment and livelihoods, and identifies possible future strategies for addressing this issue. The human resource scenario is presented in Chapter 3, which details its composition in terms of the levels of education, the extent of inclusion, access and quality as well as the possible interventions needed to enable Delhi to attain universal literacy and ten average years of schooling by the year 2020. Keeping the universal coverage central to its theme, Chapter 4 reviews

the health and healthcare scenario in Delhi. In this chapter, the successes achieved, the challenges that persist, the financial risk protection scenario, and the policy and programmatic responses put into place by the Government have been studied in depth and reviewed. This chapter also attempts to lay down a possible roadmap for achieving universal healthcare coverage in the state.

Taking the discussion on the various elements of human development beyond the parameters of income, education and health, Chapter 5 expresses the need to factor in the availability of and access to basic services such as housing, water, sanitation, electricity and transport, in the context of perceptions and inclusion. It explores the state of public provisioning in the area of housing and basic facilities as well as the access to basic services in slums and other types of deprived settlements, which throw light on the extent of inclusion/exclusion in the same. The chapter also draws on the findings of the Perceptions Survey, 2013, to highlight people's perceptions with regard to the access and functioning aspects of various public services. Safety and security are two essential aspects of human development, and the right to feel safe is an essential pre-requisite for leading a good quality of life. Chapter 6 presents the scenario on safety and security in an urban context with a focus on the vulnerable sections of the population such as women, children, and the elderly. It also draws conclusions on the basis of the findings of the Perceptions Survey, 2013.

Going beyond the traditional definition of human development, in this Delhi Human Development Report, 2013, an attempt has been made to broaden the scope of study to include various qualitative aspects of life such as leisure, contentment, feeling of safety and security, and people's perceptions on the quality of their lives. The Perceptions Survey thus helps focus on people's understanding of the quality of their lives, and feelings of safety and well-being. The findings from this survey are presented in Chapter 7, wherein the various aspects of well-being, as reported by the people of Delhi, are presented. Such an exercise adds another unique dimension to a better understanding of the human development paradigm, while facilitating a more holistic understanding of the latter. It needs to be stated that the findings from the Perceptions Survey, 2013, cut across the various indicators of human development presented in the chapters of this Report and are therefore presented accordingly in the

17. For details on the Survey, sampling procedures, etc., please see Annexure 1.1

relevant contexts at the appropriate places as well. The report concludes with Chapter 8, which outlines the milestones achieved by the citizens of Delhi from the human development perspective. It also indicates

the challenges that remain in terms of achieving inclusion for all segments of the population, and suggests strategies for tackling the disparities that still persist.

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Annexure 1.1

Perceptions Survey Methodology

1. Background

Human Development Reports provide a snapshot of the quality of life and quality of living experienced by the citizens of a region. While engaging in such an exercise, it is prudent to elicit people's own views, and determine their established perceptions and suggestions, amongst other indices and data. Noting the need for a people's review, the first Delhi Human Development Report (DHDR), which was released in 2006, included findings from a broad-based survey of households in Delhi. It was decided by the Steering Committee constituted for DHDR (2013) to conduct a similar empirical survey for eliciting information on perceptions, as also for some aspirations of the citizens of Delhi. While following this approach of taking people's viewpoints into account for assessing the various indicators of human development, the second DHDR employed both quantitative and qualitative research methods.

2. Objective

The main objective of this exercise was to undertake a representative state level survey to provide a glimpse into people's perceptions on the quality of life and quality of living in Delhi (including living environments, basic amenities, healthcare, education and other facilities). In this, it aims to examine the coverage and rating of the quality of services and people's access to those services. The findings from this survey were envisaged to feed into the formulation of effective policies and future strategies. The broad issues covered in the survey include the demographic profiles of the respondents and households, as also power supply, water supply and sanitation; transportation, roads and street lighting; access to medical and healthcare; access to basic education; housing; ownership of assets and future priorities; public and personal safety; quality of the environment; the economic environment; other perceptions,¹ and details of the main wage earner in the family.

3. Survey Approach and Design

3.1 Coverage and Design

The target population for the study included those aged 15 years and above, for whom representative estimates were sought. The geographical coverage of the survey included the entire state of NCT Delhi, covering all districts.

A three-stage stratified sample design had been adopted for the survey to generate representative samples. The

1. Other perceptions included problems of the locality in which the respondents live, day-to-day dealing with the personnel from the public departments of power, water, the Delhi Transport Corporation, the police, the Municipal Corporation, the Metro; satisfaction with life, preferred leisure activities, likes and dislikes in Delhi, etc.

Census urban wards, Census Enumeration Blocks (CEBs), and individuals aged 15 years and above formed the first, second, and third stage sample units, respectively. Sampling was done independently within each district and aimed to generate reliable district level estimates. Thus, the selection of the sample sizes and their distribution among the various stages were done on the basis of the derived level of precision for key estimates from the survey and the available resources.

While the first two stages of stratification in the survey used pre-existing sampling frames from the Census, 2011, the survey developed a sampling frame of households (individuals over 15 years age) during the third and last stage. The desired number of urban wards were selected independently from each sample district by deploying a probability proportion to population size (PPS) and constituted the first stage unit for the sample. A total of 40 urban wards were thus selected from 289 urban wards of Delhi.² The number of wards thus selected from each district varied between 3 and 7, depending upon the population of the district and the total number of such wards (Annex Table 1.1 and Map 3).

During the *second stage*, five CEBs from each sample ward were selected by adopting systematic random sampling. A total of 200 EBs were thus selected from the 40 sample wards. Census Enumeration Block maps of the 200 sample CEBs were used to identify the exact location for collecting the desired primary information for the survey.

During the *third stage*, all eligible individuals (aged 15 years and above), covering about 100 households, were listed in each sample CEB. Since public perception varies with age, gender and education, all the listed individuals were then stratified into 20 strata by using sex, age and education parameters (Table 1.2). Two individuals from each effective stratum were selected randomly. Thus, a total of 40 individuals were selected per sample EB, for collecting detailed information. While selecting the individuals for the Perceptions Survey, it was ensured that only one individual got selected from one household. Therefore, the selection procedure ensured the coverage of 'between households variability' by covering about a similar number of households in each sample EB.

A total of 50,593 individuals were listed from 20,301 households and 8029 respondents were finally surveyed for the public perceptions.

3.2 Data Collection Procedures

In this study, a listing proforma and a detailed public perception schedule were used to collect primary information. The schedule was pre-tested with a small number of respondents and accordingly desired changes

2. This included all wards of the Municipal Corporation of Delhi (MCD), New Delhi Municipal Corporation (NDMC) and Delhi Cantonment Board.

Annex Table 1.1
Size and Distribution of the Sample

S. No.	District	Sample Wards	Sample Enumeration Blocks	Sampling Frame		Sample Households/Individuals
				Listing of Households	Listing of Individuals (15+ years)	
1	North-west	7	35	3,322	8,610	1,407
2	North	3	15	1,677	3,738	602
3	North-east	5	25	2,619	6,696	1,005
4	East	4	20	2,006	5,004	799
5	New Delhi	3	15	1,526	3,995	600
6	Central	3	15	1,533	3,846	605
7	West	5	25	2,533	6,118	1,007
8	South-west	5	25	3,040	7,437	1,003
9	South	5	25	2,045	5,149	1,001
	Total	40	200	20,301	50,593	8,029

Annex Table 1.2
Stratification Criteria and Sample Size

Stratum No.	Stratification			Listing of Individuals (15+ years)	Sample Households/Individuals
	Gender	Age (In years)	Level of Education		
1	Male	15-30	Up to the Primary Level (5th)	2142	273
2	Male	31-45	Up to the Primary Level (5th)	2626	351
3	Male	46-60	Up to the Primary Level (5th)	1586	373
4	Male	15-30	Secondary Level (12th)	6646	629
5	Male	31-45	Secondary Level (12th)	5593	578
6	Male	46-60	Secondary Level (12th)	2305	460
7	Male	15-30	Graduate and above	2511	359
8	Male	31-45	Graduate and above	2200	366
9	Male	46-60	Graduate and above	1438	283
10	Male	More than 60	All Levels of Education	2152	370
11	Female	15-30	Up to the Primary Level (5th)	2351	367
12	Female	31-45	Up to the Primary Level (5th)	3956	497
13	Female	46-60	Up to the Primary Level (5th)	2125	546
14	Female	15-30	Secondary Level (12th)	4253	628
15	Female	31-45	Secondary Level (12th)	3101	528
16	Female	46-60	Secondary Level (12th)	1061	310
17	Female	15-30	Graduate and above	1393	304
18	Female	31-45	Graduate and above	1383	298
19	Female	46-60	Graduate and above	776	167
20	Female	More than 60	All Levels of Education	1495	342
	Total Sample Size			50,593	8029

were made in the content, wording as well as ordering of questions. Locally recruited graduate interviewers were engaged for the collection of primary data through the conduction of face-to-face interviews of the respondents.

Rigorous training of the field investigators selected for canvassing the survey schedules was accorded top priority. The main objective of the training was to ensure that not only were the investigators thoroughly comfortable with the schedules and the underlying concepts but perhaps more importantly, they could also convey the same to the respondents, who, it was envisaged, did not have the requisite knowledge and were in many cases illiterate. The training consisted of two parts, namely: 1) training of the supervisors, and 2) another round of 'on-site' training in different parts of the state, of the actual investigators who would administer the survey schedules under supervision. The interviews were conducted during the period 19 December 2012 through 15 February 2013.

3.3 Weighting

The interviewed sample information collected through the listing proforma and individual questionnaires were weighted to match the state's demographic parameters (such as sex, age, location, etc.). These parameters came from the Census, 2011. Weights were trimmed to prevent individual interviews from exerting too much influence on the final results. The use of these weights in statistical analysis ensures that the demographic characteristics of the sample closely approximate the demographic characteristics of the state population.

3.4 Perception and Survey Schedule

The Perceptions Survey schedule covered the Locational Details; Details of the Respondent; Household Details; Power Supply, Water Supply and Sanitation; Transportation, Roads and Street Lighting; Access to Medical and Healthcare; Access to Basic Education; Housing; Ownership of Assets and Future Priorities; Public Personal Safety; Quality of the Environment; Economic Environment; Other Perceptions,³ and Details of the Main Wage Earner.

4. Focus Group Discussions (FGDs)

Apart from the quantitative survey, in-depth focus group discussions (FGDs) were also conducted in the poor localities across Delhi, with the objective of gaining a nuanced

understanding of the issues and problems faced by people, especially among the poor and deprived.

The FGDs focused on aspects such as basic services, safety and security, education, healthcare, transport, women's issues, and the aspirations of the people. The respondents were asked to describe their access to basic services, the problems they faced with these services (such as seasonal problems, or problems pertaining to billing, repair and maintenance, etc.); they were also asked to rank the services on various aspects. Similarly, issues related to employment, livelihoods, quality of education, people's aspirations, mid-day meal schemes, and other social protection schemes were probed. Different social groups comprising women, children, and the elderly, among others, were asked to describe and rank their everyday concerns.

The FGDs were conducted among both mixed groups and in 'only women's groups' across 23 poor settlements.

Apart from the FGDs, which were conducted to analyse the above-mentioned issues, specific FGDs were also conducted to understand the safety concerns of the people. These FGDs were carried out in six localities in the city, namely Mongolpuri (North-east) Harsh Vihar, Ashok Vihar (North-west), Satyavati Railway Colony, Sultanpuri (North-west), Patel Nagar (West), Pahar Ganj (Central), and Raghuvir Nagar (West), with both women and men. In particular, 'only women's FGDs' were conducted in various locations across the city to understand the different issues that concern women's safety. In addition, interactions with police personnel were also carried out in order to obtain their perspectives. It should be noted that the fieldwork was conducted soon after the incident of 16 December 2012, which might have influenced the responses of the public, particularly with regard to the issue of safety in Delhi.

5. Household Income Categories

A common problem faced by most of sample surveys is the under-statement of economic data (income, expenditure and savings) by the respondents. And invariably doubts are raised over the reliability of such data. Experience shows that there are difficulties in the collection of reliable income data in the field due to ambiguities in the choice of unit of sampling, sampling frame, reference period of data collection, and even items of information. However, in the current survey, an attempt has been made to collect details of 'perceived monetary income', which includes all income received by the household as a whole, and by each of its members, during the reference year, by asking a single income question, "What is your annual household income from all sources?" In order to arrive at a better interpretation, households have been categorised into five income groups (based on the reported annual income)—Lowest (Less than Rs. 60,000); Low (Rs. 60,000–Rs. 1,20,000); Lower Middle (Rs. 1,20,000–Rs. 2,40,000); Middle (Rs. 2,40,000–Rs. 6,00,000); and Highest (More than Rs. 6,00,000).

3. Other perceptions included problems encountered in the locality in which the respondents live, day-to-day dealing with the personnel from the public departments of Power and Water, the Delhi Transport Corporation (DTC), police, the Municipal Corporation of Delhi (MCD), the Metro; satisfaction with life, preferred leisure activities, likes and dislikes in Delhi, etc. (AQ: The content of this footnote has been repeated in Ch. 1)

Map 3

Sample Wards of Perceptions Survey, 2013

