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Looking Ahead:
A Perspective for an
Inclusive City

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8.1 The Context

The city of Delhi today has evolved into a huge progressive metropolis, aspiring to attain global standards in terms of infrastructural facilities, social services (healthcare, education, sanitation, etc.) among other things. It is home to about 17 million people. Most of these people, along with the thousands who migrate to the city, dream of building their future in this vibrant urban agglomerate. The city is, in effect a microcosm of India, wherein people from different parts of country and even outside have sufficient space to preserve their cultures and languages, and to contribute and participate in the city's development while enjoying its vibrancy. A city of hope for its citizens, it is expected to meet their aspirations, fulfil their dreams, and protect them from varied shocks and stresses.

Being the capital of the country, Delhi is the seat of power for both the Union Government as well as the Delhi State Government. Delhi today finds a place amongst the top 40 cities of the world in terms of the ranking of wealth and is also one of the most prosperous states in the country in terms of per capita income. The citizens of Delhi, regardless of which type of settlement they live in, enjoy many facilities, such as access to good roads, bridges, flyovers, transportation services like the recently introduced low-floor buses, Metro, flyovers, and public parks, among other things.

Another conspicuous feature of Delhi is the huge in-migration that it faces from the neighbouring as well as other states, including even far-off states. Around 75,000 people migrate every year to the city largely in search of livelihoods and better educational opportunities, bringing optimism and hope for the future. The National Capital Region (NCR) was planned to ease some of this pressure (both of migration and natural growth) off the National Capital Territory (NCT) of Delhi. There are indications that these plans have yielded some results, as the rate of migration has been stabilising in Delhi, with the migrants settling in the other areas of NCR. Apart from the regular migrants, Delhi also encounters daily commuters and a sizeable 'floating' population that travels to the city for work, access to medical care, education and other purposes for a short period of time during the day. Thus, the multiple facilities in the city cater not only to the city's resident population, but also to the additional variable population. Any assessment of progress in Delhi from the perspective of human development thus needs to take all these ground realities into consideration.

The Delhi Government's policies have been increasingly attuned to meeting the people's needs. The Government has initiated a spate of measures and programmes to improve service delivery at every level, including the *Bhagidari* initiative, Mission Convergence, creation of Citizens' Service Bureaus, and *Jeevan* centres, all of which underscore the Government's continuous commitment to provide basic services and amenities to the people with a sense of accountability. The specific aim of Mission Convergence, launched by the Delhi Government in 2008, was to make Delhi "a more inclusive city by integrating the existing social security schemes and delivering them through a unified structure in a decentralised manner with a particular focus on empowering women through interventions in the areas of livelihood, health, non-formal education and legal literacy". The enactment of the Delhi (Right of Citizens to Time-bound Delivery of Services) Act, 2011, has been accompanied by an electronic service level agreement (e-SLA), signed by the Municipal Corporation of Delhi (MCD) for at least six services, including the issuance of birth/death certificates and certain licences. In fact, the Government has decided to increase its reliance on e-governance to foster and enforce accountability.

What has been the journey like since 2006, when stock-taking was done with the publication of the first Delhi Human Development Report? This Report, in its previous chapters, has made an assessment of various aspects of human development such as employment and livelihood opportunities, basic services, education, healthcare as well as public safety. The entire assessment, based on various sources of statistics and documents, has been made primarily through the lens of the disadvantaged and the marginalised population, and is balanced by a large and representative survey of the perceptions of around 8,000 people of Delhi. This is because no amount of physical investment or government initiatives can be said to be completely successful until they receive the stamp of people's approval. Based on the discussions in the preceding chapters of this Report, this concluding chapter attempts to identify the positive gains made by Delhi and the major concerns and challenges inherent in a growing city of such diversity.

8.2 Some Major Achievements

As has been brought out in detail in various chapters of this Report, Delhi has taken large strides in several areas of human development. Some of them are briefly highlighted below.

8.2.1 Enhanced Incomes

Delhi has experienced tremendous growth in the per capita income of its residents, which was about 7 per cent per annum during the seven-year period of 2005-06 to 2012-13. This has enabled Delhi to become the richest state in the country, with a current per capita income of about Rs. (2 lakhs) per year which is about three times higher than the national average. This significant growth in the per capita income, along with several social welfare policies, led to a reduction in poverty to a single-digit figure (9.9 per cent) in 2011-12, from the level of about 13 per cent during 2004-05. Although, as has been widely pointed out, this official poverty estimate may be an under-estimation, particularly in a burgeoning metropolis like Delhi where the cost of living is very high, there is still no doubt that at least the level of absolute poverty has been steadily declining in the state.

8.2.2 Expansion in Employment Opportunities

An important factor behind the reduction in absolute poverty is the tightening of the labour market. There has been an increase of 1.3 million workers during the 12-year period from 1999-2000 to 2011-12, when it reached a figure of 5.56 million. Although the female workforce participation rate (WPR) is quite low at approximately 11 per cent, this rate too has been increasing from the below 1 per cent level during the period 1999-2000 to 2011-12. This has been accompanied by a reduction in the female unemployment rate. A noteworthy feature of Delhi's workforce is the high share of regular workers at two-thirds of the total and a very small share of casual workers (3.5 per cent), which is quite in contrast to the overall urban India scenario, with the corresponding percentages being around 43 and 15, respectively. Moreover, there has been a significant increase (of about 10 per cent) in the proportion of regular workers in Delhi at the cost of casual and self-employed workers during the period 1999-2000 to 2011-12, with females registering a much more impressive rise of 19 per cent, thereby reaching the current level of 77 per cent. The earnings of workers have also increased significantly.

The earnings of regular workers witnessed an increase of 5 per cent per annum during the seven-year period from 2004-05, and the increase for females was higher vis-à-vis the males. The increase in the earnings of casual workers was even larger, registering a double-digit rate, which was nearly double of the corresponding all-India figures. These positive trends in the labour market became more

important in the wake of the entry of a regular stream of migrants to the city for livelihoods, who have been successfully absorbed by the city. The migrants have benefited from the increasing prosperity of the city while also contributing enormously to its development.

The positive features in the labour market are also reflected in the survey of people's perceptions, which reveals that about one-third of the respondents perceived that work opportunities in Delhi have improved over time, with a similar proportion reporting that the work opportunities continue to be average. What is more important is that two-thirds of the households consider their household incomes to be stable.

8.2.3 Improved Access to Basic Services

Notwithstanding the large influx of migrants, the city witnessed an overall improvement in housing during the ten-year period between 2001 and 2011, with the housing shortage declining from about 0.25 million to 0.15 million during this period. There has been an improvement in the quality of houses, and the ownership rate of homes is high. Despite the housing congestion, citizens living in rented houses were found to be largely upbeat about the future outlook, as found by the Perceptions Survey, 2013, as 21 per cent of the people felt that they could buy a house within the next three years, while 42 per cent of these people expected that they would be able to do so. The Government's initiatives in the housing sector are likely to have contributed to the positive outlook of the people. Aiming to make Delhi a slum-free city, Plan programmes such as the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and the Rajiv Awaas Yojana have been launched, along with the schemes for constructing houses for the economically weaker sections (EWS) and building night shelters for the homeless. The city has also performed well vis-à-vis other metros in providing water to its citizens, with over 80 per cent of the households receiving water within their premises.

The provisioning of electricity and transport services has also seen significant improvements. The electricity has near-universal coverage. The supply of power has greatly improved post-2002, following wide-ranging reforms in the power sector, and presently, 99 per cent electrification of households has been achieved in Delhi. Nearly 80 per cent of the respondents of the Perceptions Survey rate power supply in the city as 'above average'. Also, the services of the power supply personnel in addressing

complaints was given a positive rating, with more than two-thirds of the respondent households rating it as 'above average'. In the transport sector, the citizens have significantly benefited from the advent of the Metro, low-floor buses, construction of several flyovers, and erection of streetlights. The Perceptions Survey, 2013, reveals that the Metro service is widely hailed as a welcome addition to the Delhi transport landscape. People expressed their satisfaction with the cleanliness and comfort levels in the Metro along with the safety it afforded to people, especially for women. The Perceptions Survey reports affordability, coverage, and safety as the most liked attributes of the bus service in Delhi by both males and females.

8.2.4 Expansion in Educational Opportunities

During the last few years, there has been a significant growth in educational opportunities in Delhi. With respect to most educational indicators, Delhi is ahead of the rest of India. Delhi recorded a literacy rate of 86 per cent in 2011, signifying an improvement of more than 4 percentage points since 2001. Although there is a gender gap in literacy, it has been declining over time. The Gross Enrolment Ratios (GERs) in Delhi in 2010-11 at the primary and upper primary levels are 127 and 108, respectively, which are higher than the corresponding figures of 116 and 85, respectively, at the all-India level.

The city also provides myriad opportunities for higher education, as evidenced by the inflow of many out-of-state students. In terms of overall literacy, Delhi, at 86 per cent, is far ahead of the all-India level. On an average, the number of years of schooling in Delhi is 7.5, as compared to about 5 years for all-India in 2010. The share of people with higher educational qualifications such as graduation and post-graduation is 17 per cent, vis-à-vis the corresponding share of 7 per cent at the all-India level. Not surprisingly, the Perceptions Survey, 2013, reveals a huge proportion (around 90 per cent) of the respondents to be satisfied with their children's education, with the levels of satisfaction increasing with rising levels of income. Educational opportunities for the technical/professional Census were also rated highly, with four-fifths of the respondents rating these as 'above average'.

8.3 Emerging Priorities and Strategies

The considerable progress in Delhi on several fronts from the human development perspective must be balanced against setbacks and slow progress in other areas, such as the persistent disparities,

low work participation of women and high level of informalisation in employment despite economic growth. Ensuring a safe environment for the citizens is also a very important concern. Overall, some of the issues that emerge as priority areas in the various chapters discussed in the *Report* are discussed next and the strategic responses for addressing the same indicated alongside.

8.3.1 Reduce Inequalities and Promote Universalisation of Basic Services, Health and Education

Although Delhi is doing well, on an average, in terms of income, employment creation, infrastructural facilities and basic services, as compared to most parts of India, it faces an increasing challenge of disparities and the exclusion of large sections of the residents across localities, social and occupational groups. These disparities persist in terms of income, type of employment, human capital (education and healthcare), and access to basic services, particularly sanitation. Huge gaps exist between the vulnerable and most marginalised groups vis-à-vis the well-off residents.

Income and Type of Employment

Despite a high average per capita income of around Rs. 2,00,000 (two lakhs) per year, the number of people living Below the Poverty Line (BPL) in Delhi was 1.7 million in 2011-12, reflecting the inequality present in Delhi. As is widely acknowledged, the present poverty line is an under-estimation of the vulnerability of people and settling the poverty line higher in a metropolis like Delhi would add to the number of poor. The inequality is also partly a reflection of the types of employment accessed by different segments of the population. As many as about 85 per cent of all workers in Delhi are engaged in informal employment, taking into account those working in both the formal and informal sectors, which reflects the high degree of informalisation of employment in the city. Although this percentage is lower than the corresponding overall Indian average, this is hardly comforting for Delhi with its high growth of prosperity. This usually implies lower average earnings as well as inferior working conditions vis-à-vis the organised sector. Nearly four-fifths of all workers and 97 per cent of the informal sector workers have no access to social protection. Even with regard to the regular workers, the fact that a high proportion of them have no written contracts and no social security, poses a major challenge. Some occupations are very vulnerable, such as sales (particularly retail) and service workers,

domestic servants, transport workers, vendors and hawkers, security guards and construction workers. The manufacturing sector workers, whose number, contrary to expectations, has shown an increase, are, as a whole, quite vulnerable, as is evident from their declining labour productivity. A large number of them are engaged in subsistence activities in a poor work environment. The Perceptions Survey, 2013, also finds that for those wherein the main wage earner is engaged in unskilled low-paying jobs, the proportion of households considering their income to be stable is low.

Access to Services

Along with improvements in basic services during the last ten years, gaps and disparities in terms of access to these services remain. An estimated 56,000 people are homeless in Delhi. Although housing shortage has declined over the years, as per official figures, persistent inequity continues to exist in terms of access to decent housing. Further, overcrowding exists alongside the fact that more than 10 per cent of the houses are lying vacant. More than half of the lowest income households live in one-room dwellings, whereas 40 per cent of the households in the top income groups live in houses with three or more rooms. Around 40 to 45 per cent of the people from the two lowest income category are paying monthly rents in the range of 20 per cent to 40 per cent of their household incomes.

The existence of a large homeless population that has to take shelter at railway stations, under flyovers, on the pavements, and any other public space they can find, is a challenge that Delhi needs to address urgently. The night shelters provided by the Government are inadequate in number and suffer from various drawbacks in their present form, including the lack of basic facilities such as water and sanitation.

Although access to water and sanitation facilities has improved over time, considerable disparities still remain, with slums and settlements such as unauthorised colonies faring rather poorly, especially in the sanitation sector. Water continues to be riddled with major supply and quality issues, and coupled with the significant deficit in sanitation facilities, leading to both uneven human development as well as environmental concerns.

Delhi compares well vis-à-vis other metros in terms of water availability as well as access to drinking water within household premises. The poor do

receive water on concessional rates, but the supply is plagued by shortages, especially in the summer months, and it also suffers from poor quality in some localities thereby endangering the health and hygiene of the users. The Perceptions Survey, 2013, reports that close to three-fourths of the respondents from the unauthorised colonies and around 40 per cent of those residing in *Jhuggi Jhopdi (JJ)* clusters rated water availability as below average. The residents of poorer settlements reported that though water pipelines had been laid, arrangements for the provisioning of clean water were inadequate.

While nearly 90 per cent of the households in Delhi have access to sanitation facilities within their premises, the remaining use public facilities or open spaces. In terms of the people's perceptions, it has been found that the availability of sanitation facilities is the most common problem area followed by the availability of water and roads. The Focus Group Discussions (FGDs) conducted revealed that though community toilets have been built, their lack of cleanliness and maintenance pushes many slum residents to defecate in the open, which also has security implications, especially for the women. Overall, lack of sanitation is one of the major challenge areas wherein vast gaps remain, especially in terms of the achievement of equitable access.

The state of basic services available to the households living in slums is particularly poor. They lag behind the average levels for Delhi in terms of access to all basic amenities, except for electricity. Amongst the households living in slums, just around two-fifths have access to bathroom and latrine facilities within their premises, which is far lower than the corresponding shares for Delhi as a whole. More than half of the children in the slums defecate in the open with grim consequences for hygiene, security and the environment. There is a huge gap even with regard to the availability of water within the household premises. It is only in the area of power supply that the slums are at par with the rest of Delhi, with 97 per cent of them having been electrified, though affordability of this service is an issue. The contrasting situation of slum-dwellers vis-à-vis Delhi as a whole becomes apparent when we see that as compared to an average of more than 75 per cent of the households in Delhi accessing the three services of water within their premises, electricity and sanitation facilities combined, the corresponding share for slum households is less than 45 per cent.

Access to Healthcare and Education

Healthcare

The health scenario in Delhi shows a mixed performance, with commendable achievements, but burdened by some pressing concerns and challenges. Life expectancy has improved over the last three decades, along with the state of public health facilities. The life expectancy at birth of 72 years for Delhi is higher than the national average of 68 years, with near-similar levels across gender. Public spending on health in absolute terms has also shown a significant increase during the period 2006-07 to 2012-13, with Delhi probably being the first state in the country to spend almost 10 per cent of its total budget on health. Primary healthcare facilities in Delhi have expanded tremendously, which has found an echo in the Perceptions Survey, 2013, according to which 75 per cent of the state's population indicated its 'habitual preference' for public health facilities. In low-income groups, this indicated preference was almost universal. Also, the lower costs of services or affordability, effectiveness and technical competence are the domains wherein public health services are rated highly by the populace.

Concerns, however, persist on quite a few fronts. Firstly, despite a steady reduction in recent years, the incidence of early childhood mortality continues to be high in Delhi. A significant proportion of the burden of deaths during infancy occurs during the neo-natal period, partly resulting from poor hygiene and care practices, as well as less than universal coverage of institutional childbirths. In the case of both maternal and child health risks, the available evidence also suggests the existence of socio-economic inequalities in terms of access to and use of healthcare services. Secondly, Delhi faces the twin challenges of both infectious as well as chronic diseases. While periodic health risks from common infections such as dengue, viral fevers and diarrhoea persist, recent trends indicate a growing predominance of chronic diseases such as cardiovascular ailments, diabetes, cancers and respiratory diseases. With the growing prevalence of chronic diseases, it is the poor who face a higher risk of both exposures to the risk factor and occurrence of the disease. Thirdly, the health service system continues to face a few challenges with regard to the delivery of equitable, quality health services. A shortfall in the numbers of the required health workforce, in the face of a growing demand for services often leads to overcrowding and poor service quality. Health facilities are less than optimally distributed in spite of a steady expansion in absolute numbers. Lastly, notwithstanding a number

of government-sponsored schemes and programmes, financial protection against health shocks remains inadequate. Poor awareness of the schemes often leaves low-income, vulnerable families inequitably exposed to the risks of financial catastrophe and illness-induced impoverishment.

Education

Access to educational opportunities, even for basic education, remains disparate for different segments of the population in Delhi, thus impacting their capabilities. The Scheduled Castes (SCs) and the Muslims have very low representation in the sphere of higher education. For the SCs, even at the elementary level, the Gross Enrolment Ratio (GER) levels are very low and decline gradually from the primary to the successively higher levels. This demonstrates the difficulty in making the transition from one level of schooling to another for SC children. The findings of the Perceptions Survey, 2013, help in identifying the challenge areas in education. It reports that more than two-thirds of the illiterate population in the sample are residents of four types of settlements, viz. the JJ clusters, unauthorised colonies, JJ resettlement colonies, and urban villages. A little over half the primary or middle school level graduates were also found to reside in such settlements, pointing towards the need for strategic interventions aimed at improving the education and skill sets of these persons. The survey also finds a majority of service workers to be either illiterate or having acquired differing levels of school education. This unskilled populace with low levels of education comprises 20 per cent of the respondent sample and also needs to be treated as a target area for policy interventions.

Gender

There is a considerable gender gap in literacy in Delhi which needs to be addressed. Although the male-female gap in literacy has been narrowing over time, literacy rates in Delhi are a long way behind other comparable metropolises. Workforce participation is an area wherein women lag behind men by a huge margin. Despite the rise in the number of women workers and the work participation rate during the last one decade or so, the female labour force participation in Delhi remains at a low level of around 11 per cent, which is much lower than the corresponding average figure for urban India. While traditional surveys fail to fully capture the contribution of women in economic activities, the levels of women's participation in economic activities

in Delhi are certainly less than desirable when compared with other major cities of South-east Asia and East Asia, especially China. Of course, the income effect and higher proportions of adolescents and young adults being enrolled in educational institutions have also contributed to the lower participation of women. However, at the same time, there are supply side and institutional bottlenecks such as the lack of appropriate work opportunities, supportive institutions, and lack of public safety, which discourage women from taking up work. This is also evident from the fact that around three-fourths of the women above the age of 15 years are engaged in unpaid housework, and the proportion is even higher among illiterates and those with lower levels of education.

8.3.2 Towards Some Strategies

Focus on Informal Sector Enterprises and Workers

Given the rising proportion of informal sector workers without social protection, there is a need for drafting an integrated strategy/plan for informal sector enterprises, which would entail support for clean ancillary manufacturing activities and IT-enabled services, and ensure proper conditions of work, a workforce environment and conditions of employment including social security. The manufacturing sector in Delhi, which is overwhelmingly unorganised and accounts for around 27 per cent of the workforce, has much lower productivity than the service sector. The provision of cheap credit, enhanced technology and improved skills to this sector should be an important part of the plan. It is also imperative to promote the growth of a healthier and cleaner manufacturing sector, besides providing a fair deal to the informal sector workers.

The plan should be integrated with the provisions for effecting improvements in living conditions. Since it is largely the informal sector workers who live in JJ clusters and other areas with poor public access to basic amenities, the plan for promoting a healthy informal sector should also include the provision of housing, healthcare, education, sanitation and accessibility (such as the construction of better feeder and tertiary roads) for the informal sector households. The needs of the migrant workers should also be given special attention.

It should be an aim to provide social protection to all informal workers within the next decade. Education and health services should be made more accessible to the informal sector workers by locating the public

service delivery units, including health centres and schools, in the localities where they mostly live. This *Report* demonstrates the reliance of the informal workers on the public sector for the delivery of services, and despite the increasing role of the private sector, the role of the public sector remains paramount.

Formalisation and Universalisation of a Minimum Level of Social Security

The registration of informal sector workers should constitute an important part of the focus on informal sector workers. The facility of the Aadhaar card has already reached three-fourths of the population of Delhi, and the rest need to be covered at the earliest. This would greatly facilitate reaching out social benefits to the targeted groups. However, it is only one hurdle, though an important one. The provision of some important benefits such as old age pension, health insurance, subsidised foodgrains and shelter should be upscaled in terms of coverage as well as improvements in quality and efficiency. The recent initiative by the Government of Delhi in this regard would facilitate the provision of food security to a large section of Delhi's residents. Easily identifiable exclusion criteria may be adopted for certain categories of people such as government employees, income tax payers, and those owning large houses, to name a few.

The direct cash transfer method has also been adopted in some cases in Delhi, the results of which have shown promise. However, before scaling up, all its implications should be studied carefully. The migrants, who are often missed out, should be accorded special care and in their case, portability of social security benefits is very important. Hence, the Aadhaar Card has an important role to play in this regard. The upscaling and innovative methods, already initiated in some cases, could go a long way towards universalising the provision of social security to the population of Delhi. A large number of dormitories may be constructed for the temporary migrant workers as has been done in China. This would considerably reduce their vulnerabilities. The aim should be to provide the four critical social provisions—food, health insurance, old age pension and shelter—to all the citizens of Delhi within the next seven to eight years.

The above measures would not only reduce the vulnerability of the poor, but would also lead to a further tightening of the labour market. The increase in social wages and benefits would also help them

enhance their bargaining power. This would further lead to a rise in wages, thereby bridging the gap between the earnings of formal and informal sector workers. This would also lead to a process of the gradual formalisation of the informal workforce. The Delhi Government has already taken several steps in this direction and now needs to upscale them in mission mode. This has already been achieved, to a large extent, in several countries such as Brazil and should be attainable in Delhi too. The apprehension that it would contribute to the further influx of migrants to the city is largely exaggerated as evident from the fact that the rate of migration in Delhi is now stabilising and more migrants are settling in other towns of the NCR, and in fact, even in the smaller and medium towns of the country.

Universalisation of Elementary Education

All 6-14 year old children should be in school, including those from the disadvantaged groups and children with special needs. There should be 100 per cent retention and completion of eight years of schooling by 2020. There should be an aim to increase unity in the girls' to boys' ratio in enrolment. Child labour should be eradicated by identification and mainstreaming of child workers in schools, and by providing them special training for becoming a part of the mainstream. Other out-of-school children should be mainstreamed in a similar manner.

Universalisation of Health Coverage

The avowed goals of the health system in Delhi should be to envision universal coverage with equity and quality. Reducing infant mortality, particularly neonatal deaths, necessitates ensuring universal institutional delivery in a time-bound manner and coverage of all the vulnerable communities/low-income settlements with an appropriate package of home-based neonatal and post-delivery care. In order to aid the process of regular monitoring, the Mother and Child Tracking System (MCTS) needs to be well-integrated as a part of the Health Information System and to serve as a key instrument of monitoring and evaluation of programme interventions. The next priority should be to strengthen primary healthcare by setting up an equitable, efficient and responsive network of clinics with adequate infrastructure, including both physical as well as human resources. The spatial inequalities in coverage can be minimised through the introduction of ICT-based, need-oriented norms for planning new clinics and health facilities.

As a model for universal health coverage (UHC) for the other states, the Delhi Government could consider developing the Primary Urban Health Centres (PUHCs)/dispensaries into 'Wellness Centres' with a dedicated cadre of Public Health Technical Officers 'owning up' each Wellness Centre. The latter would be responsible for introducing lifestyle modification interventions in the neighbourhood, and for acting as the first point-of-care to offer clinic-based services, consultations, and surgical/hospitalisation procedures in accordance with the prevalent diseases, case compositions in health facilities, and services that are in high demand.

Lastly, there is need to universalise adequate financial protection for covering all incidences of ill-health or disease, hospitalisation and accident/trauma incidents, with minimal exclusion norms. The requisite strategy would be to ensure the availability of cashless medical services—both clinic- and hospital-based—for the poor and vulnerable population, and ultimately offer a 'Common Standard Health Entitlement Package' (CSHEP) for free medical services to all through a 'Universal Health Entitlement Card' (UHEC). This scheme could, in fact, be the flagship financial protection entitlement that would integrate all the present financial protection mechanisms under multiple agencies the Rashtriya Swasthya Bima Yojana [RSBY], Delhi Government Employees Health Scheme (DGEHS), Delhi Arogya Kosh/Nidhi, and free beds for members of the EWS into a single, prepaid smart-card with the provision of differential credit/cash allowances according to the type of beneficiary. The UHEC could be valid for all the services enlisted under the CSHEP, with the option for 'recharging' UHEC credits in a manner similar to the purchase of prepaid mobile phone credits by cellphone users. Pilots could also be initiated to identify and test the appropriate services for inclusion under the CSHEP, their standard schedule of charges and other modalities, and robust, randomised experiments could be undertaken to assess the potential utility/sustainability and logistic issues for phased migration to a UHEC-based system.

Enhancement of the Economic Empowerment of Women

As pointed out earlier, discounting the income effect and the higher enrolment of young adults in educational institutions, the participation of women in economic activities is quite low. The participation of women needs to be enhanced through various measures, on both the demand and supply side. Women's access to the labour market

can be broadened by taking into consideration their competing needs for managing both home and work. Apart from sensitising the members of the household, other external factors like ensuring safety, flexibility (as in part-time and home-based work), better transport connectivity and the imparting of appropriate skills for the emerging jobs need to be factored into the measures for intervention in this area. An important key to making Delhi an inclusive city is to expand gainful employment opportunities for women at a fast rate.

Improving the Access to and the Quality of Service Provisions

Public Health: There is a need to build an equitable, efficient, responsive network of clinics with adequate infrastructure including both physical as well as human resources and consolidating the already impressive network of primary level health facilities. The Perceptions Survey, 2013, reports that public facilities are clearly preferred by people over private facilities for hospitalisation and even for the non-hospitalised services, people are increasingly turning to public healthcare. The publicly-provided health services in Delhi appear to be on the right track in facilitating equitable access and usage of health facilities and scaling up the infrastructural aspects of service delivery to levels that are commensurate with the growing demand. However, what still remains a crucial aspect of healthcare provision is ensuring a health service delivery system that remains responsive to people's needs and expectations while balancing both interpersonal and technical aspects of service quality.

Education and Skills: It is also imperative for Delhi to aim towards becoming a fully literate and universal primary educated state with 10 years of average schooling among its residents. For achieving this, an action plan needs to be prepared and integrated with the ongoing programmes, with greater funding and support from the Delhi Government. Secondly, the strategic planning should also cover upgradation of skills among people living in the unauthorised colonies, particularly the weaker sections such as SCs and Muslims. Thirdly, the Government should ensure that there is 100 per cent transition of students till the secondary level of education and students must have attained an adequate level of learning. This necessitates a strategy for effectively monitoring and supervising the transition, identifying the causes of drop-outs from school, and periodically assessing the achievements of the programme. The Delhi Government also needs to expand schools at the

secondary level and strengthen the infrastructure in schools and colleges. More importantly, accommodation and transport facilities should be efficiently planned for students. An important strategy relates to the filling up of all vacancies for teachers in schools and colleges. Towards this end, the Delhi Government should take initiatives to hold discussions with responsible agencies.

An important challenge pertains to the learning achievements in schools, which needs to be addressed through implementation of multiple strategies entailing the hiring of qualified teaching staff, employing optimum infrastructure, and regular assessments of students, teachers and the establishments themselves. Lastly, the State Government may consider establishing a set-up to promote innovation in education for the creation of an efficient and dynamic institutional culture in the state.

Provision of Access to Shelter, Basic Amenities and Services for the Poor: Notwithstanding the impressive improvements that have taken place in the provision of basic services and amenities in Delhi, huge gaps continue to exist between the poor and non-poor localities in most of the cases. One of the important thrusts of the human development effort for the next 5-7 years in the capital could be to bridge these gaps. The challenge lies more in the delivery of basic services and various amenities discussed earlier in this Report. Like many other big cities in the country, Delhi too is becoming an increasingly divided city, with the divisions becoming more glaring in view of the rising prosperity of some sections of its society. The provision of access to high quality basic services including clean potable water, clean toilets, transport facilities, particularly feeder buses, and a minimum level of decent housing, should be categorised as an important goal for the next 5-7 years. The lack of sanitation in most parts of the city, particularly in the areas inhabited by the poorer populations, has also emerged as an important challenge that needs to be addressed urgently. The cleaning of the Yamuna too is closely linked with sanitation, apart from addressing environmental concerns. Although the availability of transport has considerably improved in the capital in recent years, considerations of speed and efficiency have sidelined the average pedestrian and daily commuters, making road usage lopsided in favour of the more affluent sections of society which own and drive motorised vehicles on Delhi's increasingly crowded roads. These concerns and issues necessitate a periodic review of the policies in each sector and regular feedback from citizens for

the purpose of drawing up appropriate policies or modifying existing ones in accordance with the rapid development of Delhi as a millennium city.

In this context, some salient measures should aim to provide equitable access to clean water and sanitation facilities to all, to upgrade drainage and sewerage systems, provide functional street lights to low-income areas, and provide shelter and housing for all through housing credit, in-situ up-gradation, etc.

8.3.3 *Enhancing Physical Safety and Environmental Security*

Physical Safety

The issue of public safety has assumed increasing significance among the residents of Delhi, particularly the women, after the brutal gang-rape of a woman in a city bus on 16 December 2012. However, an analysis of the official crime statistics reveal that the crime rate against women has declined from 2004-06 to 2010-12, though the rates of rape and kidnapping remain the highest during both time periods among all metropolitan cities. In addition, what is even more of a challenge is the safety of children, with crimes against them recording the maximum increase in the rates of all crimes between 2004-06 and 2010-12. More gender-sensitive urban planning, ensuring well-lit streets and safe public toilets could provide a sense of security, particularly among women and children. The Perceptions Survey, 2013, has been very useful in identifying the challenge areas in people's safety and security. Approximately only one-third of the respondents rated personal safety in Delhi as 'good' or 'very good'. The feeling that crime had gone up over the years was near-universal. Most women did not feel safe in public spaces with the workplace and public transport emerging as spaces perceived to be the least safe for them. The Perceptions Survey recorded a high degree of dissatisfaction among the respondents vis-à-vis the police due to the lack of promptness on the part of the police in responding to a situation, as well as the lack of approachability, which are stumbling blocks in the effort to deal with the incidence of rising crime.

The right to live in a safe and secure environment is the basic right of all citizens of a progressive society and is, in fact, an integral part of human development, to enable people to realise their capabilities fully. The Delhi Government is conscious of this and has taken several effective steps in the wake of the tragedy that occurred on Delhi's streets

in December 2012. Albeit, this is a complex issue, requiring several dimensions of interventions, in both the short and medium terms. Some of the critical thrust areas in this direction are as follows: initiating reforms within the criminal justice system and strengthening law enforcement agencies like the police, through capacity building and sensitisation; encouraging greater engagement with the public; reforming the judiciary and expediting cases dealing with violent crimes; and introducing rehabilitation and intervention mechanisms to ensure protection of the children and youth. In addition, the use of technology and surveillance in crime reduction and prevention is crucial.

Safety could itself be made a basic service by encouraging and executing participatory and inclusive urban planning and services, a safe and more efficient public transport system, clean and well-functioning public toilets, and well-lit roads, which would transfer the responsibility of ensuring safety to the providers of these basic services. An inclusive city would go a long way towards bridging the urban divide and making Delhi a safer city to live in, wherein all its citizens can exercise their social, economic, political and cultural rights freely, without fear or discrimination.

Crimes in society, and specifically those against women, can be located in structural inequities and a deep-rooted patriarchal system that sanctions such crimes. In this context, the biggest challenge that needs to be addressed is the persistence of patriarchal norms and chauvinistic mindsets, which can only be changed by spreading education and awareness. The norms of inculcating respect and gender equity need to be incorporated into school and college curricula, while simultaneously sensitisation programmes need to be launched and their implementation monitored regularly to ensure healthier social and gender-based interactions in society. Only such measures can bring about long-term and sustained change. The media too can be used in an innovative and constructive manner, especially as a tool to facilitate social and attitudinal change, build zeal among the citizens, and deal with civic apathy more pro-actively, while simultaneously creating awareness among the public about important social issues.

Environmental Security

Human development is sustainable only to the extent that the environment is not harmed beyond repair

and a healthy legacy is left behind for the coming generations. However, in Delhi, many environmental concerns arise due to the lack of private toilets, open drains in some areas, especially in the slums, open garbage disposal and the resultant contamination of the surface water in the Yamuna river. The Yamuna, Delhi's lifeline for water availability, is, in fact, severely affected by the uncontrolled flow of untreated waste from human settlements, as well as from industrial effluents. Open defecation leads to the flow of faecal matter into the river via open drains, as well as the contamination of the immediate environment in the neighbourhood. In many parts of Delhi, the groundwater suffers from high salinity and nitrate content. The Government has set into motion initiatives for addressing the pollution in Yamuna, through the execution of the Yamuna Action Plan in two phases, while the third phase is on the anvil.

However, there is also a need to raise public awareness further against contamination of the river water, which still remains a major challenge. The rapid depletion of groundwater due to its excessive use is another issue of serious concern. Some of the ways of ensuring conservation of water would be through demand management by changing social attitudes towards the use and conservation of water.

The Government's ongoing initiatives for rainwater harvesting should be continued and accelerated, leakages from pipes reduced, groundwater use regulated by deepening lakes and dams, the number of tubewells reduced, and more water treatment plants built.

In Conclusion: The above strategies, as mentioned earlier, are in addition to several other aspects of human development discussed in this as well as the preceding chapters of this *Report*. These issues, strategies and goals need to be monitored closely and regularly, and accompanied by strong commitment and appropriate institutional arrangements through the participation of the citizens. The Government of Delhi has already taken several measures and innovative steps in this direction. These need to be expanded, accelerated and strengthened. The governance efforts of Delhi operate in a constrained space because of the multiplicity of authorities in several areas, giving rise to the problems of accountability. It is thus imperative to find ways to effectively tackle this issue to ensure the success of the above strategies and efforts for enhancing human development. Delhi cannot become a world-class city unless it is an inclusive one, wherein all its citizens share the benefits of its rising prosperity and there are no deprivations and vulnerabilities.