



Gender and Governance at the Grassroots: A Study of South Delhi Municipal Corporation's Budgets

2018



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**A Study of
South Delhi Municipal
Corporation's Budgets
from the Lens of
Adolescent Girls and Women**

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Authors

FOREWORD

The rapid pace of urbanisation in the last few decades has been marked by rising inequality and marginalisation of the urban poor. Limited access to services such as shelter, health, drinking water and sanitation etc. coupled with a high incidence of violence disproportionately affects people in urban poverty, most significantly women and girls. Despite the existence of an elaborate policy and programmatic framework, numerous challenges persist with respect to the safety and well-being of women and girls in cities.

Engendering government budgets at all levels can play a crucial role in addressing this serious challenge. It could be argued, in this context, that while a lot of ground has been covered in terms of analysing Union and State Budgets from a gender perspective, research and advocacy focusing on Municipal Budgets, basic services and social protection has been rather limited. It, therefore, becomes important to study Municipal Budgets in order to assess how well gender concerns are being recognised and addressed in different municipal services.

Against this backdrop, Centre for Budget and Governance Accountability (CBGA) in collaboration with Plan India, A.V. Baliga Memorial Trust and CASP Plan has done a *study of South Delhi Municipal Corporation's Budgets from the lens of Adolescent Girls and Women*. The purpose of this study would be achieved if its findings and recommendations could trigger a discussion which contributes to engendering municipal services focusing safety and well-being of women in general and adolescent girls in particular.

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ABBREVIATIONS

AE	Actual Expenditure
BE	Budget Estimate
BMC	Brihanmumbai Municipal Corporation
CCTV	Close Circuit Television
DDA	Delhi Development Authority
DERC	Delhi Electricity Regulatory Corporation
DISCOM	Distribution Company
DJB	Delhi Jal Board
DUSIB	Delhi Urban Shelter Improvement Board
EWS	Economically Weaker Sections
FGD	Focus Group Discussion
GNCTD	Government of National Capital Territory of Delhi
GRB	Gender Responsive Budgeting
JJ	Jhuggi Jhopdi
JNNURM	Jawaharlal Nehru National Urban Renewal Mission
LED	Light Emitting Diode
MCD	Municipal Corporation of Delhi
MCGM	Municipal Corporation of Greater Mumbai
MHM	Menstrual Hygiene Management
NCD	Non-Communicable Diseases
NGO	Non-Governmental Organisation
PMC	Pune Municipal Corporation
RBE	Revised Budget Estimates
RTE	Right to Education
RTI	Right to Information
SBM	<i>Swachh Bharat</i> Mission
SDMC	South Delhi Municipal Corporation
ULB	Urban Local Bodies
WC	Wards Committee
WHO	World Health Organisation

EXECUTIVE SUMMARY

Context:

The rapid pace of urbanisation in the last few decades has been marked by sharp inequities and marginalisation of the urban population. Limited access to shelter, health and nutrition services, coupled with a high incidence of violence, precarious working conditions for a large proportion of the urban population and limited spaces to engage in governance and decision making processes, create unfavourable conditions in cities. Among the large urban population facing the brunt of urbanisation, adolescent girls and women are disproportionately and adversely impacted. They face a higher degree of vulnerability in cities, making it important to examine the extent to which policies, government interventions and budgetary spending address their concerns.

A significant amount of research on the gender responsiveness of the Union Budget and that of several states, informs our understanding of the extent to which women and girls have been prioritised in government budgets and the gaps, thereof. However, as of date, there is little analysis of the budgets of urban and rural local bodies from a gender lens in India. Given the relatively larger resource base of Urban Local Bodies (ULBs), an analysis of ULBs budgets from a gender lens could be a good starting point.

The functions and responsibilities of ULBs are commonly understood and viewed as gender neutral, that is, they apply to men and women, boys and girls in the same manner. Though not too well recognised, the functions and services performed by ULBs in India do have marked gender specificities. Sanitation, for instance, is widely recognised to have a bearing on the safety, health and overall well-being of women.

Objectives and Methodology:

Against this backdrop, the present study aims to analyse budgets of the South Delhi Municipal Corporation (SDMC) from the perspective of adolescent girls and women. It assesses the schemes and budgetary outlays for the sectors of health and education, and functions performed by SDMC that have a bearing on the safety of adolescent girls and women, namely sanitation and street lighting. In this regard, the study aims at understanding the various interventions undertaken by the SDMC for the welfare and safety of adolescent girls and women and budgetary outlays for the same.

To achieve the above objectives, we followed a methodology that relied on information obtained from secondary sources, analysis of SDMC budgets for the period between 2016-17 and 2018-19, discussions with SDMC officials and focus group discussions (FGDs) conducted with adolescent girls and women residing in Madanpur Khadar within the jurisdiction of SDMC. The inhabitants of this area are largely urban poor and heavily dependent on public provisioning of basic services.

The report is presented in four chapters. The first two chapters provide an understanding of the financial situation of SDMC, sources of income and expenditure and the budgetary processes followed. The subsequent chapter analyses SDMC's budgetary spending on select aspects that have a bearing on women and girls' safety in public spaces, i.e., street lighting and sanitation as

well as important functions performed by SDMC in the area of health and education. The report concludes with recommendations for these specific sectors and for strengthening the functioning of SDMC in its last chapter.

Major findings and policy recommendations

The analysis of data, the FGDs and interaction with SDMC officials has brought to fore a number of issues affecting the delivery of basic services by the SDMC and the budgetary provisions for these services from the lens of adolescent girls and women. A summary of major findings along with key recommendations presented below could be helpful to SDMC in making the delivery of basic services more accessible and inclusive for adolescent girls and women. These are presented separately for the four areas analysed in the present study:

Street lights: The multiplicity of agencies responsible for maintaining roads and street lighting in Delhi makes matters complicated. Delhi's Fourth Finance Commission has maintained the need for devolution of powers to the municipal councils, to make them more financially stable and accountable.

Participants in FGDs shared that there was poor street lighting, particularly in certain localities. Adolescent girls and women recounted several instances of harassment on unlit and deserted streets. The participants were not aware of the authorities responsible for maintenance of street lights and hence routed their grievances through local NGOs working in the area. Adolescent girls reported dismantling or breakage of street lights by unruly men and boys, which further put the girls' safety at risk.

The SDMC must make public information on the nodal authorities for street lighting in different areas, conduct routine checks of the street lights installed and set up a suitable redressal mechanism where adolescent girls and women can voice their complaints and concerns. The significant quantum of unutilised funds for street lights can be utilised to strengthen the monitoring for identification of non-functional street lights and for regular maintenance of the same.

Sanitation: The utilisation of budgets across relevant sanitation departments is low, except for the departments of sanitation and conservancy. Overall, there is a need for SDMC to review the reasons for poor utilisation of budgets and take measures to improve effective management of financial resources.

Women and girls during FGDs expressed dissatisfaction with unclean community toilets. Women spoke about the harassment of adolescent girls and women in community toilets, which are often guarded by male caretakers. There is no provision for the disposal of sanitary napkins, resulting in soiled napkins being thrown in the toilets. Despite claims of achieving *Swachh Bharat* Mission targets, on the ground, gender considerations and safety remain an issue for actual operation of toilets. Data on public toilets as reflected on 'App 311' shows that very few public toilets have provisions for people with disabilities.

Good initiatives such as 'pink toilets' must be scaled up to cater to the needs of menstrual hygiene of adolescent girls in public places, increasing the utilisation of unspent discretionary funds of mayor and councillors, improving working conditions of women sanitation workers and proper utilisation of allocated funds, are among the key recommendations on sanitation.

Health: An analysis of the SDMC budget from the perspective of women's health, shows that women's health is understood only in terms of maternal and child health. The emerging health concerns of women such as non-communicable diseases or issues of mental health are not recognised as women's health issues. Moreover, Actual expenditure data also reveals an underutilisation of funds.

There is no dispensary in the Madanpur Khadar area and residents had to travel long distances to access basic healthcare. In the absence of government facilities, people were forced to depend on private healthcare providers who charged hefty amounts for treatments. When asked about maternal care and vaccination facilities that the SDMC provides, the women revealed that they were not aware of such services being provided to the women and children in their area.

SDMC must ensure that medical facilities are provided in all municipal wards. Regular check-ups of adolescent girls in schools should be undertaken, or SDMC hospitals can reserve one day of the week where adolescent girls can visit without fear. SDMC should also expand its scope regarding women's health concerns, beyond maternal health and take cognizance of rising incidences of non-communicable diseases and mental health issues among women. The same need to be adequately addressed through SDMC's approach of looking at these issues and concomitant resources to enable their effective implementation.

Education: The Delhi Municipal Act, 1957 and its subsequent amendment in 2011, require municipal corporations to provide primary education in return of statutory grants to be determined by the Central government and transfers from Government of National Capital Territory of Delhi (GNCTD). On scrutiny of the non-plan budget, we found that SDMC also provides budget outlays from its own revenue under non-plan expenditure.

FGDs revealed a positive picture of primary education provided by SDMC in Madanpur Khadar. The participants agreed that the quality of education was reasonable and promised facilities were being provided to the students. The schools also provided lunch to the students as per the Mid-Day Meal scheme. On the issue of safety, the girls mentioned some instances of male teachers behaving inappropriately with girl students.

There is still a need for the SDMC to include measures for gender sensitisation and generating awareness against sexual violence, as part of imparting quality education. The recommendations of Delhi's Fourth Finance Commission for creating a separate 'Funds for Education' category for quality primary education by municipal corporations must be considered.

Along with the sector specific recommendations the report also makes the following policy suggestions to strengthen the overall functioning of SDMC and the gender responsiveness of its programmes and budgets

Enhancing transparency in the functioning of SDMC: At present, the lack of information regarding the functions and processes of SDMC, limits the scope for people to participate in local governance processes. Therefore, it follows that making information available about its functions, services, nodal officials and budgetary information in a timely and accessible manner would serve to strengthen citizen engagement with governance processes. This would contribute towards greater transparency and enhanced accountability in SDMC's functioning.

Addressing under-utilisation of funds: The analysis of allocations and expenditure of departments on street lighting and certain education schemes, points to low utilisation of allocated budgets. This is likely to affect both the quality and coverage of services provided by SDMC and could adversely affect the effective implementation of services. There is need to monitor budget variance by SDMCs, where budgeted estimates can be compared against the actual and variances be checked in order to determine whether they are adverse or favourable.

Initiate participatory budgeting: Participatory budgeting entails a process of identification, deliberation and prioritisation by citizens, officials and elected representatives, of issues to be included in government budgets. SDMC could initiate a process of participatory budgeting to ensure that the most pressing concerns of citizens, in present case of adolescent girls and women, are reflected in its budget. Wards Committee (WC) could be a key entry point for conducting participatory budgeting, since it is already an established mechanism for an interface between citizens and municipal authorities. A pilot project on participatory budgeting is recommended, to test the efficacy of participatory budgeting process.

Adoption of Gender Responsive Budgeting (GRB): The SDMC area is home to a heterogeneous population, with a diverse range of gender concerns that need to be addressed. The adoption of GRB would ensure that gender concerns in the SDMC area are recognised and appropriately designed interventions, backed by adequate budgetary outlays, are implemented to address these concerns. The setting up of a Gender Desk in SDMC or establishing Gender Budget Cells in departments could be an important step in this direction.

1. INTRODUCTION

1.1 Placing adolescent girls and women within municipal planning and governance

The need for analysing government budgets from a gender lens is well established. A rich body of work informs our understanding of the processes, the institutional mechanisms in place, the achievements and constraints with respect to Gender Responsive Budgeting (GRB) at the level of the Union Government and in states that have adopted the strategy. However, as of date, there is little existing analysis of the budgets of urban and rural local bodies from a gender lens in India. Given the relatively larger resource base of Urban Local Bodies (ULBs), an analysis of ULB budgets from a gender lens could be a good starting point.

The rapid pace of urbanisation in the last few decades has been marked by sharp inequities and marginalisation of the urban poor. Limited access to shelter, health and nutrition services, coupled with a high incidence of violence, precarious working conditions for a large proportion of the urban population and limited spaces to engage in governance and decision making processes, create uncondusive conditions in cities. Among the large population of urban poor facing the brunt of urbanisation, adolescent girls and women tend to be disproportionately and adversely impacted. They face a higher degree of vulnerability in cities, making it important to examine the extent to which policies, government interventions and budgetary spending address their concerns. This has also been highlighted in a study by Mahadevia et al in 2017, which emphasises the importance of housing and transport as key aspects of urban planning that require to be considered from a gender perspective. The Wings 2018 report by Save the Children (2018), highlights the lack of safe public spaces as a key cause of concern for adolescent girls, making it important to ensure that a conducive environment is provided for adolescent girls and women in particular.

“A gender-responsive budget(GRB) is a budget that acknowledges the gender patterns in society and allocates money to implement policies and programmes that will change these patterns in a way that moves towards a more gender equal society”

– Ministry of Women & Child Development, Government of India.

Gender Budgeting was first recognised by the Indian Government in 2004-05 when the Finance Minister mandated the setting up of gender budget cells in all Ministries and Departments and also emphasised the need to present budget data in a gender sensitive manner. This was followed by the first ever gender budget by the Union Government during the 2005-06 budget session. Since then, gender budgeting has been encouraged in the budgeting process of states as well as local government budgets.

Though perhaps not too well recognised, the functions and services performed by ULBs in India have marked gender specificities. Sanitation, for instance, is widely recognised to have a bearing on the safety, health and overall well-being of women. Other examples of gender dimensions of services provided by ULBs can be drawn from the analysis by Khosla (2012) of Jawaharlal Nehru

Urban Renewal Mission (JNNURM) - the erstwhile scheme for urban renewal. Solid waste management is an important function performed by ULBs. Deficiencies in waste management place women at a higher risk from unsanitary conditions as they spend more time inside homes and settlements. Likewise, with respect to wastewater disposal, women bear the physical and health burden of scavenging wastewater from drain pits excavated outside homes.

Given the wide range of functions of ULBs having a bearing on the well-being of women and adolescent girls, it is imperative that the planning and budgeting processes of ULBs are made gender responsive. Budgets of ULBs could be made more gender-responsive through measures like differential rates for property tax, collected by ULBs in India. Additionally, with regard to the Smart Cities Mission, gender friendly infrastructure and safety of adolescent girls and women must be a priority, as highlighted by Patel (2015). Thus, while the need for carrying out GRB by the ULBs is widely acknowledged, there are only few examples of implementation of GRB by ULBs in the country. A notable exception in this regard is the Municipal Corporation of Greater Mumbai (MCGM), which has been presenting a gender budget statement since 2009-10, capturing the quantum of budgetary resources earmarked for women and girl children. MCGM has prioritised key areas to focus its GRB efforts, namely economic and social development, education, health and sanitation. Pune Municipal Corporation (PMC) has also developed a framework for developing Pune as a women friendly city.

Delhi follows Mumbai as the city with the second largest urban population in the country, with a total population of 1.1 crore as per Census 2011. It is home to a large population of urban poor from various parts of the country, among which women and adolescent girls are particularly disadvantaged, and depend to a large extent on ULBs for basic services such as shelter and sanitation. Though ULBs in Delhi have not implemented GRB, the question of gender responsiveness of their budgets is still very relevant.

Against this backdrop, the study analyses the gender responsiveness of the budget of South Delhi Municipal Corporation, which is one of the five ULBs in Delhi. The areas served by SDMC in South Delhi form an interesting backdrop for such an analysis, given the mix of high income areas, which generate sizable revenue through property tax, as well as low income settlements and slums that lack access to basic services.

1.2 Objectives of the study

The study aims to analyse the budget of the SDMC from a gender lens. It assesses the schemes and budgetary outlays for the health and education sectors and services rendered by SDMC, such as sanitation and street lighting which affect the safety of adolescent girls and women.

The specific aims of the study are:

- To assess the overall gender responsiveness of the budgets of SDMC
- To track budgetary outlays for important functions of SDMC that are significant from a gender perspective and identify interventions with low levels of budget utilisation
- To make recommendations for strengthening gender responsiveness in planning and budgeting of SDMC's interventions in select areas

1.3 Methodology

The study relies on information obtained through a mix of primary and secondary research. The study draws from desk research to understand the organisational structures, budgets and policy framework in place and on perceptions surveys (including Focused Group Discussions) with relevant stakeholders to understand their perceptions on the functioning of the system. More specifically, this includes:

- Review of relevant literature was carried out to understand the gender concerns in critical sectors and services provided by SDMC. Several policy documents were scrutinised to understand the structure and functioning of ULBs in GNCTD, and the range of interventions undertaken by them. These included, among others, the Delhi Municipal Corporation Act, 1957 on the municipal governing structure and functions, Delhi's Finance Commission reports on distribution of revenues and financial powers between Delhi Government and municipal corporations, etc.
- Budget documents of SDMC for three financial years - 2016-17, 2017-18 and 2018-19 were used as primary documents for understanding overall prioritisation of gender concerns in SDMC's budgets, nature of various interventions, budget estimates and financial flows in SDMC budgets.
- Discussions with SDMC officials in the finance department enabled an understanding of budgetary processes and timelines, sources of plan and non-plan budgets, GNCTD transfers, etc.
- An attempt was made to collect information on beneficiaries and targets covered under various schemes by filing Right to Information (RTI) applications with various SDMC departments.

Focused Group Discussions (FGDs) were conducted with women and adolescent girls of the area of Madanpur Khadar within the jurisdiction of SDMC, to understand their perceptions around welfare and safety initiatives in the area. The inhabitants of this area are largely urban poor and heavily dependent on public provisioning of basic services.

1.4 Scope of the study

The study focuses on assessing the gender responsiveness of only SDMC's budgets, and does not comment on the budgets of other municipal corporations in Delhi or on the budgets and interventions of the GNCTD and Union Government. It discusses the budgets with respect to concerns faced by women and adolescent girls, and not young girl children, as the issues confronting them are widely different and require adopting a slightly different approach.

The budget analysis was carried out for the non-plan budget of South Delhi Municipal Corporation, where the most relevant interventions are budgeted across its various departments. This may have led to non-accounting of plan budget supporting various functions of SDMC, which are mostly routed through Government of National Capital Territory of Delhi (GNCTD) or by Central Government.

1.5 Limitations

The analysis in the study does not include information on outputs (physical coverage of schemes/interventions). Despite various attempts to obtain this data, the study team could not get the same. The study also does not include an assessment of the adequacy of budgetary outlays for the interventions analysed in the study. This is beyond the scope of the present study and could be taken up for further analysis at a later stage.

1.6 Structure of the Report

This report is divided into four sections that provide an understanding of the South Delhi Municipal Corporation and its process of budgeting from the lens of women and adolescent girls. The first section of the study gives an introduction to SDMC functions and its possible role in ensuring gender-sensitive budgeting along with the context of the study, its scope and limitations. The second section elaborates budgeting process of SDMC and discusses the sources of revenue and expenditure of the municipal corporation.

The third section discusses specific interventions of the SDMC with respect to adolescent girls and women, and presents a detailed analysis of the responsiveness of the SDMC budget in the areas of safe public spaces, education and health. The final section of the report provides recommendations for the SDMC to streamline its budgeting process and make it more gender responsive.

2. SOUTH DELHI MUNICIPAL CORPORATION'S BUDGET: AN OVERVIEW

2.1 Functions performed by South Delhi Municipal Corporation

South Delhi Municipal Corporation (SDMC) was formed in 2012, following the trifurcation of the erstwhile Municipal Corporation of Delhi into South Delhi Municipal Corporation, East Delhi Municipal Corporation and North Delhi Municipal Corporation. SDMC occupies an area of 657 square km and serves a population of almost 56 lakh. There are 388 approved colonies, 86 rural villages, 81 urbanised villages, 111 unauthorised colonies, 252 unauthorised regularised colonies and 32 jhuggi jhopadi (JJ) resettlement colonies under its jurisdiction (www.mcdonline.gov.in).

The Delhi Municipal Corporation Act, 1957 defines functions for municipal corporations in Delhi which are obligatory and discretionary in nature. It is worth noting that successive Delhi Finance Commissions, including the Fourth Delhi Finance Commission have pointed out areas of functional duplication between GNCTD and municipal corporations in Delhi, besides pointing out the need to synchronise municipal functions with those listed in the Schedule 12 of the Constitution (Seventy-Fourth Amendment) Act, 1992. Of the functions performed by SDMC, certain functions have significant linkages with safety and well-being of adolescent girls and women, some of which are described in Table 2.1.

Table 2.1: Gender dimensions of functions performed by South Delhi Municipal Corporation

Focus	Obligatory Functions	Discretionary Functions
Safety	Street lighting <ul style="list-style-type: none"> Construction, maintenance, alteration or improvements of public streets, bridges, culverts, causeways and the like, lighting, watering and cleansing of public streets and other public places 	Housing The provision of housing accommodation for the inhabitants of any area or for any class of inhabitants
	Sanitation (Public Toilets) Construction, maintenance and cleansing of drains, drainage works, public latrines, urinals and similar conveniences.	

Focus	Obligatory Functions	Discretionary Functions
Health	<p>Maternal Health</p> <p>Establishment and maintenance of dispensaries, maternity and child welfare centres and carrying out other measures necessary for public medical relief</p>	
Education	<p>Primary Education</p> <p>Establishment, maintenance of and aid to schools for primary education, subject to such grants as may be determined by the Central Government from time to time</p>	

Among the above, provision of sanitation services in public places and street lighting are examples of functions performed by municipal corporations, which contribute to creating safer public spaces for women and girls. Studies by Hartmann et al (2015) and Lennon (2011) have highlighted the perceived and actual links between the lack of basic sanitation services and unsafe public places with harassment faced by women in Delhi. Similarly, lack of public street lighting is considered a major factor in making public spaces unsafe. According to a baseline survey report of Jagori (2010), 25.5 per cent of young women respondents surveyed felt that public street lighting is essential for safer public places. Other factors cited by young women respondents in Jagori's survey report for safe public places were: lack of poor signage, poor maintenance of open public spaces, unsafe public transport, lack of clean and safe public toilets, lack of vendor stalls and lack of visible police. Similarly, the provision of sanitation services is inextricably linked to health outcomes of women and adolescent girls, especially menstrual health and hygiene. In the absence of clean and accessible public sanitation facilities, women are often forced to compromise on their need to relieve themselves, which leads to increased chances for urinary tract infections, chronic constipation, and psychological stress. The concern becomes more severe in times of menstruation, pregnancy and post-natal period.

The efforts by SDMC for improving the well-being of women and adolescent girls and address their specific concerns are dependent to a large extent on the quantum of resources available to carry out substantive interventions. We thus first discuss the overall fiscal situation of SDMC to understand the scope of interventions that it can carry out in this domain.

2.2 South Delhi Municipal Corporation's Budget: A Snapshot

The total budget of SDMC in 2018-19 is Rs. 5564 crore, which is an increase of Rs.481 crore over the budget of 2017-18 (BE). Table 2.2 provides an overview of the receipts and expenditure of SDMC for three years.

Table 2.2 Abstract of receipts and expenditure of South Delhi Municipal Corporation* (Rs. Crore)

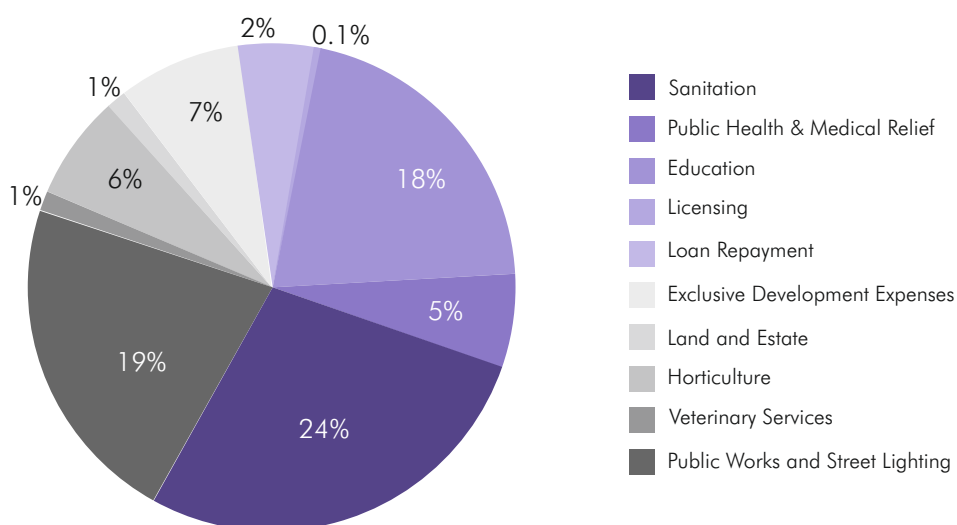
	2016-17	2017-18		2018-19
	RE	BE	RE	BE
Opening Balance	-182	-572	775	-762
Receipts	4589	4962	4515	5629
Total Receipts	4400	4390	5490	4867
Expenditure	5012	5083	6252	5564
Closing Balance	-572	-694	-762	-697

Note: *As proposed by Municipal Commissioner

Source: Budget documents, South Delhi Municipal Corporation, various years

Budget receipts were proposed as Rs. 5629 crore and expenditure as Rs. 5564 crore in the 2018 - 19 budget estimates, which is an increase of Rs. 481 crore from Rs. 5083 crore in 2017-18 (BE) (see Table 2.3). Out of the total expenditure of Rs. 5564 crore, Rs. 4978 crore is accounted under the revenue account. Of this, major allocations – around 61% - is for sectors of sanitation, street lighting, education and health, (See Figure 2.1). The highest allocation is 24 per cent for sanitation, followed by 19 per cent for public works and street lighting, and 18 percent for education.

Figure 2.1: Allocation across various functions of SDMC from expenditure budget under revenue account in Budget 2018-19



Out of total receipts (income) of Rs. 5629 crore, the target of total revenue account collection is Rs. 4572 crore in the 2018-19 budget estimates (see Table 2.3).

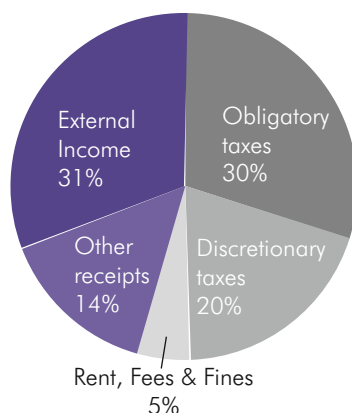
Table 2.3 Abstract of Budget Estimates, 2018-19 (Rs. Crore)

	Opening Balance	Receipt	Total	Expenditure	Closing Balance
Revenue Account	10	4572	4982	4978	3.8
Reserve Surplus		400			
Suspense Account	-772	71.3	-701	0.06	-700.7
Plan Account	0	552.4	552.4	552.4	0
Miscellaneous schemes					
Family Welfare Schemes	0	0	0	0	0
ICDS	0	0	0	0	0
Yamuna Action Plan	0	0	0	0	0
Resettlement colonies transferred from DDA	0	0	0	0	0
Total	-762	5629.1	4867.1	5564	-697

Source: SDMC Budget, 2018-19

Internal revenue includes obligatory taxes such as property taxes, discretionary taxes, rent, fees and fines, and other receipts. A breakup of the amount shows that the largest source of the revenue account, which is 50 per cent, comes from internal revenue through obligatory and discretionary taxes (total taxes) (See Figure 2.2). Sources of external income include grants-in-aid for education from the Delhi government, global share of assigned taxes on recommendations of the Delhi Finance Commission from the Delhi government, municipal reforms fund, grants-in-aid for maintenance of school buildings and grants-in-aid for maintenance of municipal assets. Most of the external income is through contributions from governments, in the form of grants-in-aid given for the purpose of implementation of plan schemes of the government. However, there is no clear rule that external income will be allocated only to plan expenditure. There are also instances of transfer of grants for non-plan expenditure of SDMC.

Figure 2.2: Sources of Revenue Account in Budget 2018-19



According to the SDMC's budget documents, SDMC has been able to consistently establish a sound financial position and management practices with increasing income over the years (See Table 2.4). Increase in obligatory taxes, due to property tax, has contributed 30 per cent to the overall revenue of SDMC, since most of the properties under the SDMC area are in the high category list. The SDMC was accorded an A++ rating by ICRA in 2017-18, which has placed it at par with the rating of Brihan Mumbai Municipal Corporation and New Delhi Municipal Council.

Table 2.4: SDMC's income statement from 2016-17 to 2018-19 (Rs. Crore)

	Nomenclature	Actual Receipts 2016-17	RBE 2017-18 Proposed by Commissioner	BE 2018-19 Proposed by Commissioner
A.	External Revenue			
	Contributions from Govt. Gants	1033.8	1198.7	1410.8
B.	Internal Revenue			
I	Obligatory taxes	1523.9	1372.8	1367.8
II	Discretionary taxes	664.9	734.2	893.9
III	Rent, Fees and Fines	123.6	204.5	213.5
IV	Other receipts	608.8	509.6	663.7
V	Loan	0.0	0.0	0.0
	Total	2921.1	2821.2	3138.9
	Grand Total	3954.9	4019.9	4549.7[@]

Source: Authors' compilation from SDMC budget documents of various years

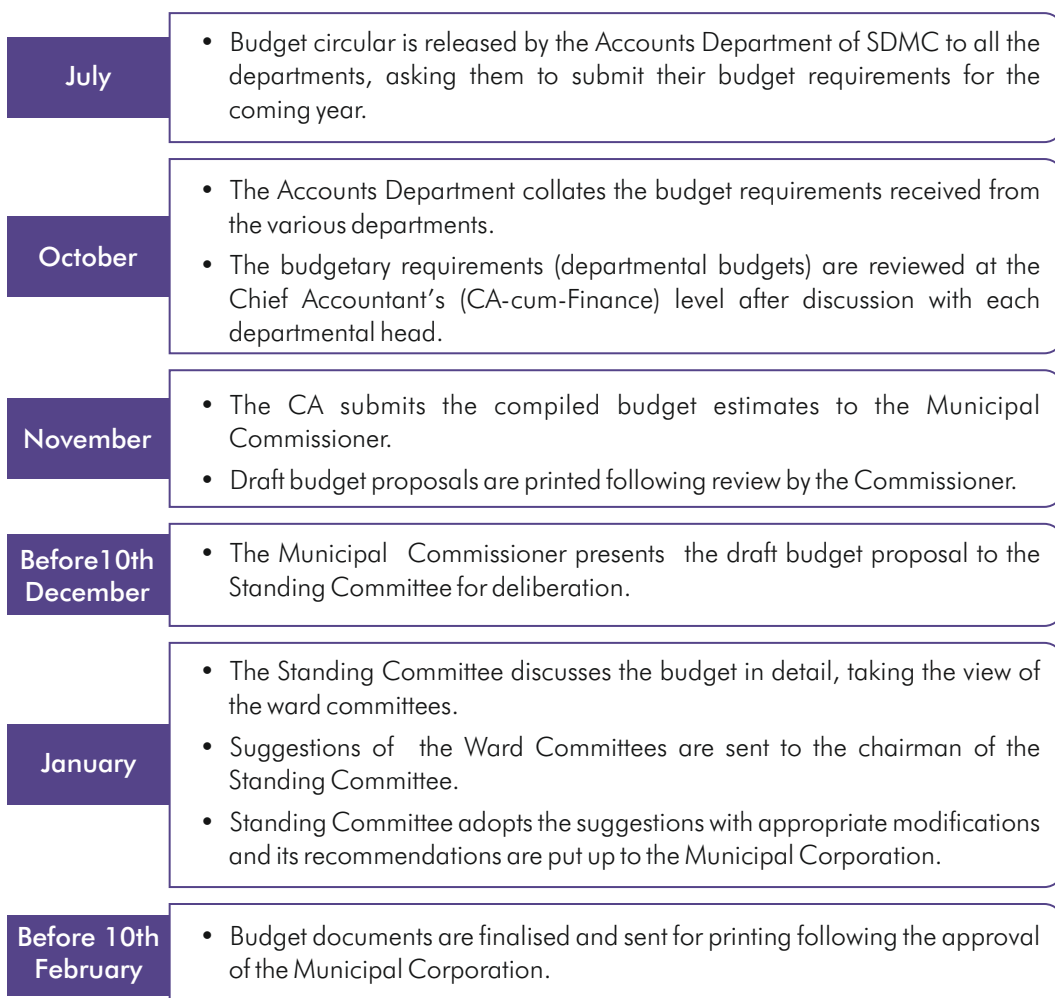
Notes: i) Obligatory taxes include property tax, duty of properties transfer, tax on vehicles and animals, milch tax, dog tax, advert. tax, building appliances tax, etc. ii) Discretionary taxes includes - toll tax, tax on consumption of electricity, income tax on professionals iii) Rent, Fees and fines includes - car parking, food trade, factory license, vehicle registration, fees from hospital, law receipts, rent from land, fees from rikshwas, tehbazari fees(hawkers and small stalls), fee from mobile phone towers, etc. iv) Other receipts include road restoration charges, escrow account, miscellaneous income, admin charges from different schemes. v) Total revenue for BE 2018-19 proposed by the Commissioner (Rs. 4549.7 crore) does not match with Revenue Account figures BE 2018-19 as per budget documents (Rs.4572 crore). This observation was shared with SDMC officials.

Thus, SDMC is one of the fiscally better-off municipal corporations, with a significant proportion of own-source revenue. This gives SDMC greater scope to design and implement interventions for improving the well-being of women and adolescent girls across sectors, especially the ones under its jurisdiction.

2.3 Timeline for formulation of budget of South Delhi Municipal Corporation

A budget is a policy document that reflects the priorities of an institution through financial allocations. Budgeting is the statutory activity of all local self-governments in India. In Delhi, the Municipal Corporation Act, 1957 is applicable, and Section 109-112 of the Act provides for the adoption of budget estimates, the power of the corporation to alter budget estimates, readjust income and expenditure during the year and the provision for unexpected budget grants. Figure 2.3 provides the process of the SDMC's budget formulation with accompanying timelines.

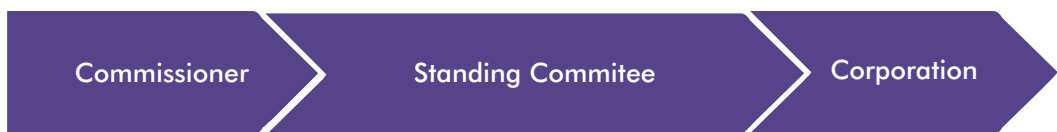
Figure 2.3 Process of Budget Formulation of SDMC



In the SDMC, budget proposals go through two levels of legislative scrutiny. The estimates are first placed before the Standing Committee, which is the main legislative committee that reviews all financial matters. The Standing Committee consists of six members elected by the councillors from among themselves, and one member each elected by the wards committee. The Standing Committee discusses the budget in great detail taking in the views of the finance department and Wards Committee. The recommendations of the Standing Committee form a part of the budget proposals which are put up to the Corporation.

Budget estimates for each year appear under three heads in budget documents, subsequent to the scrutiny of the standing committee and Wards Committee. These are: Budget Estimate (BE) by Commissioner, BE proposed by the standing committee and BE approved by the corporation. The two-way scrutiny adopted in the budgetary process makes it more robust. Budget estimates and revised budget estimates approved by the corporation can be taken as final figures for analysis of budgets and have been used for this study.

Figure 2.4: Two-Level revision process for adopting Budget Estimates



2.4 Participatory budgeting by the SDMC

Participatory budgeting can be an important tool in understanding the needs of women and adolescent girls at the stage of budget formulation. Under municipal governance, Wards Committee could be a key entry point for introducing participatory budgeting, as they have the highest contiguity with the public. The 15th Schedule of the Delhi Municipal Corporation Act, mentions seven functions of the Wards Committee. Among these functions, one relates to Wards Committee involvement in budget preparation by considering and making recommendations on the budget proposals regarding estimates of revenue and expenditure pertaining to the zone, under different heads of account of the budget, before it is forwarded to the Commissioner. Every year the Commissioner, SDMC, tables the budget for the coming year in a special

Business Standard

SDMC seeks public suggestion on budget for 2016-17

Press Trust of India | New Delhi December 13, 2015 Last Updated at 11:42 IST

BJP-ruled South Delhi Municipal Corporation has sought suggestions from public via Internet and its councillors, ahead of finalising the annual budget for the next financial year.

The civic body has invited public feedback through Internet as well as its councillors. It has evoked response in the form of suggestions for improved utilisation of funds for civic amenities and boosting revenue generation, SDMC's Leader of House Asish Sood said.

"We have received very good suggestions like bringing PGs in residential areas as well as book and uniform shops at schools under the tax net which could be taken forward and included in the budget," Sood said.

The SDMC's budget for 2016-17 was tabled by Commissioner P K Goel earlier this month in a special meeting of the Standing Committee.

Various civic committees will now deliberate on it and finalise their respective budget proposals. It will be then sent to the Standing Committee for approval, before getting final nod from the House, after incorporating the changes and suggestions.

The whole process is likely to go on for next two months, and the budget will be finally passed by the SDMC House in mid February, he said.

"Till then we will receive suggestions from the residents of areas under the SDMC through email and our Twitter handle @shdmcbudget as well as through meetings of councillors with local resident welfare associations in their wards," he said.

Sood said, the move to involve people in the decision-making process "was made somewhat late this year. We will ensure greater public participation so that utilisation of the development budget in coming years is completely in keeping with the aspirations and needs of the people".

meeting of the Standing Committee. Various Wards Committee deliberate on the tabled budget and finalise their respective budget proposals which are sent to the Standing Committee for approval. According to newspaper report on 13th December 2015 by Business Standard, SDMC sought public suggestions on budget for 2016-17. However it is difficult to comment on the structure of participatory budgeting for increased women's participation, or whether participatory budgeting process is consistently being followed by SDMC.

A scrutiny of the budgets of the SDMC revealed two budgeted interventions to encourage citizen participation namely; 'Ward Development Fund with Public Participation' and 'Development Works with Participation of RWA'. However, no data is available to show whether these provisions are actually being utilised to encourage participatory budgeting at the ward level.

3. RESPONSIVENESS OF SOUTH DELHI MUNICIPAL CORPORATION'S BUDGET TOWARDS ADOLESCENT GIRLS AND WOMEN

What is the priority for adolescent girls and women in the budget of South Delhi Municipal Corporation?

An analysis of SDMC's budget reveals that a few schemes implemented by it, are exclusively for the benefit of adolescent girls and women. In addition to these, as discussed in the previous sections, a number of functions performed by SDMC have marked gender dimensions. This section describes some of the women-specific interventions of SDMC. It also analyses the responsiveness of SDMC's budget towards the safety of girls and women in three important areas - through an analysis of street lighting and sanitation services provided by SDMC, and, education and health.

Table 3.1 : Exclusive interventions for adolescent girls and women (Non Plan) (Rs. Crore)

Functional Group (Major Head)	Department	Schemes exclusively for adolescent girls and women	Budget Estimates 2018-19 (Approved by Commissioner)
Community Service (C)	Community Service Department	Installation of CCTV in public places for <i>Mahila Suraksha</i>	2.08
		Stipends to the poor (old age pension) physically challenged and widows	100.00
Education (D)	Education Department	Provision of nurseries for children of working women in sweeper colonies	0.01
	Primary Education Department	Scholarship to girl students	15.00
Exclusive Development Department (K)	Exclusive Development Department	Expenditure on Mahila Toilets in public places	0.50
		Expenditure on Mahila Park	0.10

Source: Budget documents, South Delhi Municipal Corporation

Though only a few interventions have been undertaken exclusively for women and girls by SDMC, with small allocations of less than Rs. 1 crore, these are nonetheless important. Other schemes such as 'Stipends to the poor (old age pension) physically challenged and widows,' are also significant. However, due to a lack of data to determine the number of women covered through such schemes, estimating the benefit accruing to women through such schemes is not possible.

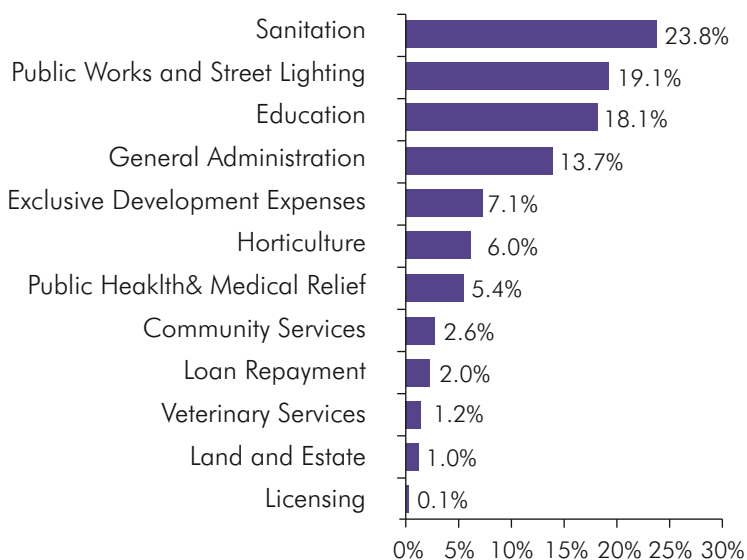
An important way to broaden the range of women and girl specific interventions could have been through prioritising these interventions in the allocation of Discretionary Funds¹, amounting to Rs. 300 crore in 2018-19 (BE). A few schemes meant for women and girls, implemented by the Municipal Corporation of Greater Mumbai, could also be considered by SDMC, such as gym for young girls, sanitary napkin vending machines in public toilets, in addition to night shelters and hostels for women and girls.

On the revenue side, an important gender responsive measure is a differential property tax rate for women, as well as senior citizens above the age of 65 years and physically challenged persons. A rebate of 30 per cent is provided only on one property with a covered space up to 200 square metres.

3.1 Safe public Spaces: South Delhi Municipal Corporation's budgetary spending on street lighting and sanitation

The subsequent sections put forward a detailed analysis of the responsiveness of the SDMC budget from the lens of women and adolescent girls in the areas of safety and welfare. The study has used four areas to determine the responsiveness of the SDMC: street lighting and sanitation to determine the degree of safety, and health and education in the order to assess measures for their welfare. These indicators have been chosen because they were ranked as top priorities of the SDMC as per its budget documents (Figure 3.1).

Figure 3.1: Priority sectors of the SDMC in Budget 2018-19



Source: SDMC Budget Data 2018-19

¹ Discretionary fund are those funds which are at the discretionary of elected ward Councillors and Mayor for development works of its ward area. This is to the tune of around Rs. 60 lakh per annum to each Individual Councillor of Municipal Corporation, which is regularly revised based on tax collection and recommendation of the house.

To provide a comprehensive analysis of the aspects of safety and welfare, of street lighting, sanitation, health and education have been discussed. Each sub-section provides an analysis of how it impacts the safety and welfare of adolescent girls and women, according to existing surveys and literature, perceptions of the various authorities responsible, the role of the SDMC and a study of SDMC budgets for initiatives and allocations. Each sub-section also provides specific suggestions for the SDMC.

3.1.1 The role of street lighting in creating safer public spaces

As more adolescent girls and women begin to access public spaces, it must be ensured that the environment enables them to participate in public life without the fear of violence. It is well established that women and men access public spaces differently and thus have differential needs with respect to infrastructure and public services. There is a growing need for an inclusive approach to urban planning and women should therefore be included in processes of urban planning and governance.

A 2012 study by UN Women as a part of the Safe Cities initiative in Delhi found that 92 per cent of women had experienced some form of sexual violence in public spaces and 88 per cent of the women reported having experienced some form of verbal sexual harassment. A 2017 study by ActionAid pointed out that as violence against women is a major factor that restricts women's mobility, it can only be addressed, if it is factored into urban governance and not just as a government intervention.

Street lighting is a facet of public infrastructure that directly impacts the safety of women. Viewing infrastructure such as street lighting as a gender-neutral issue, serves to further overlook the realities of street harassment and violence that women face. Most importantly, it ignores that women and other genders have distinct safety needs that are not met by gender-neutral urban planning.

The distinct needs of women are not reflected in urban planning and transportation policy and practices, which has a tangible impact on how our streets appear and who is able to use them. Even though reports show that sexual harassment of women also occurs in broad daylight, women are less likely than men to independently walk on unlit streets, or use public transport at night. This limits where women freely go and takes away their right to the city.

The need for proper street lighting has been reflected in several studies conducted both in Delhi and in other parts of the world. A survey report by Jagori on the safety of adolescent girls and women in cities (2010) revealed that 25 per cent of women in Delhi attributed poor lighting as a factor contributing to unsafe conditions in Delhi. In a study by Save the Children (2018), adolescent girls from both rural and urban areas across the country emphasised functional street lights as a high priority solution to address the cases of sexual violence.

Another aspect of public infrastructure that also must be

Of Rs. 7 crore allocated for footpaths and walkways in 2016-17, only Rs. 1.98 crore or 28 per cent was utilised.

Similarly, the allocation of Rs. 7.5 crore for footpaths and walkways in 2017-18 (BE) was reduced to Rs. 2 crore in 2017-18 (RE).

-SDMC Budget Data

given importance is the concept of 'right to the way'. While street lighting is an essential component in creating safe public spaces, proper pathways for pedestrians will not only help avert road accidents but will reduce instances of sexual harassment that women experience on roads.

Apart from these, another common sight in the area under SDMC's jurisdiction is the encroachment of footpaths by vendor activities or by construction activities in adjacent areas. At the same time, studies by Jagori (2010) recognise street vendors and hawkers as aiding in creating safe spaces for women by adding 'eyes on the road'. The Fourth Delhi Finance Commission has also suggested creating separate spaces for these vendors, to allow the clearing of pedestrian spaces while also ensuring that they are not displaced.

Whose responsibility?

Street lighting, in Delhi, has been classified as one of the functions under the purview of the municipal corporations. This is because all roads up to 60 feet wide are the responsibility of the municipal corporations. Additionally, in the case of Delhi, several agencies are involved in the maintenance and construction of roads, including the Union Government, GNCTD, and the five ULBs. This makes the task of provision and maintenance of street lighting a complex issue. In a report in the Times of India (April 21, 2017), it was reported that of the 30,000 km road network in Delhi, the Delhi government is responsible for only 1260 km of those roads, while the municipal corporations are responsible for the majority (28,000 km) of the roads. It also said that the municipal corporations are responsible for all colony roads and smaller roads in the city.

The multiplicity of agencies responsible for maintaining roads and street lighting makes matters complicated. It is in this context that the recommendations of the Fourth Delhi Finance Commission are important. Throughout the report, the Commission has maintained the need for devolution of powers to the municipal councils, to make them more financially stable and accountable. Even in the case of street lighting, the Commission's stand is reflective of more accountability to the local governments.

'We have noticed that the right of way of the human and vehicular traffic in the national capital is frequently disrupted following the unannounced commencement of building and construction works in, on and under the land used for the pavements/streets/roads.'

'Each municipality should give advance notice to the commuters that a particular pavement/street/road will not be available for specific period and what alternative a pavement/street/ road they should follow to carry on with their normal activities'

-Fourth Delhi Finance Commission

The report states: "Each municipality, by its respective law is expected not only to take measures to illuminate the public streets by erecting and maintaining lamp posts, lamps and other appurtenances but also to ensure that none of these, including electric wires for lighting the lamps, post, pole, standard, stay, strut, bracket or other contrivance for carrying, suspending or supporting any electric wire or lamp is damaged or removed." This being the case, the Commission also noted that the municipal corporations were not directly involving themselves in providing adequate street lighting facilities. Rather, they were outsourced to power distribution companies who were paid a fixed amount, calculated in a non-transparent method of, towards the maintenance

of street lights. Further, visual inspections undertaken by the Finance Commission suggest that street lighting in most public areas in the city was not functioning, either due to the lack of lighting itself or the non-functioning of the lights erected. The Commission also notes the correlation between adequate lighting and women's safety and directed the municipal corporation to undertake a study to analyse the relationship.

A study by Greenpeace and the National Institute of Urban Affairs (2014) explains the working and maintenance of street lights in Delhi. According to the report, unlike the observation of the Finance Commission, power distribution companies were entrusted with the responsibility of supplying light and paid by the respective municipal corporation at the tariff rate of Rs. 7.25/unit. The report also noted that street lighting figures were monitored under joint surveys conducted by the discoms and the respective municipal corporation, which formed the basis for payment for maintenance by the municipal corporation.

The state of provision and maintenance of public infrastructure, including street lights, was also discussed with a group of adolescent girls from Madanpur Khadar, in South Delhi. On being asked about street lights in their locality, participants mentioned that there was poor street lighting in the area, particularly in certain localities. In certain places, there was no provision for installing street lights. The lack of street lights made girls vulnerable to violence in these areas. Participants of both groups, adolescent girls and women, recounted several instances of harassment on unlit and deserted streets. The participants were not aware of the authorities responsible for maintenance of street lights. They routed their grievances through local NGOs working in the area. Adolescent girls reported dismantling or breakage of street lights by a few unruly men and boys. Once broken, it typically takes 2-3 weeks to get the light fixed and the probability of sexual harassment increases during that time.

Analysing the SDMC Budget for Street lighting

Providing street lighting by the SDMC, comes under the purview of two departments, namely public works and street lighting and the horticulture department, as seen in the table below (Table 3.2), which enables analysis of budgetary spending on street lighting by SDMC. However, data on the number of functional street lights and coverage of dark areas by SDMC is not available in the public domain, making it challenging to assess the physical coverage or functioning of street lighting. As per the information given by Chairperson of SDMC to the House in her Budget Speech, SDMC has installed 17,365 street lights so far and the plan of installing 3500 street lights is underway. Another development in this area being considered by SDMC is the replacement of traditional street lights with cost-effective LED lights.

'We regret to say that the information provided to this commission clearly suggests that need for good visibility conditions of the public streets through an efficient lighting system is a matter of little significance to Delhi Electricity Regulatory Commission and the municipalities.'

'Our studies reveal that most of the pavements/streets/roads remain in dark for long durations either because there are no lamps or the lamps are not in working condition or there is no power supply to light the lamps.'

Fourth Delhi Finance Commission Report

Given the limited information available on the number of functional street lighting from different sources, it is essential for SDMC to facilitate routine checks on public street lighting and make available this information for greater public engagement. SDMC can gather and make public information on street lighting under different categories such as non- functional, under maintenance, under revamping as LED lighting or newly added lights for new dark spots to have better planning and management of street lighting services.

The scrutiny of SDMC budget documents revealed that there are five departments which are involved in public street lighting; Department for Engineering Civil and Engineering Electric (under Public Works and Street Lighting), Horticulture, Land and Estate and Discretionary fund (under Exclusive Development Expenses).

As can be seen from the table, the utilisation of funds allocated for street lighting under Public Works and street lighting department is satisfactory while budget utilisation is very low for department of Land and Estate and Discretionary fund.

Table 3.2: Budgetary outlays for street lighting by various departments of SDMC

Functional Group (major Head)	Department Name (Code)	Budget Estimates (Rs. Crore)						
		BE	Actual	BE	Actual	BE	RBE	BE
		2015-16	2015-16	2016-17	2016-17	2017-18	2017-18	2018-19
Public Works and Street Lighting(G)	Engineering Civil -110	471.04	278.099	484.88	327.36	463.34	502.58	497.08
	Engineering Electric (111)	182.43	171.47	213.57	182.20	229.70	234.69	240.65
Horticulture (I)	Horticulture Department (130/3172)	0	0	0.101	0.293	1	1.50	2
Land and Estate (J)	Land and Estate Department (140/3173)	0.55	0	0.10	0	0.1	0.10	0.10
Exclusive Development Expenses(K)	Discretionary Fund- Total (150)	261.75	84.66	313.75	139.80	286.66	256.62	301
	Discretionary Fund (150/1214)	5.2	1.90	5.20	3.56	5.20	5.20	10.40

Source: Authors' Compilation from SDMC's Budget Documents of various years

Note: i) Figures for Budget Estimates and Revised Estimates are estimates approved by the Corporation;

ii) The figures pertain to the component 3172 (FA Street Lights- Semi Mast Lights) under the Horticulture Group [I/130/3172]

iii) The figures shown pertain to the component 3173 (Street Lighting Works) under the Land and Estate Group [J/140/3173]

iv) The figures shown pertain to the component 1214 (Street Lighting in Municipal Wards on Public Demand) under the Exclusive Development Expenses Group [K/150/1214].

Suggestions for improving street lighting services

1. The SDMC should make data on the number of installed street lights and their functionality, available in the public domain. SDMC must conduct routine checks to ensure that the installed lights are functioning and non-working lights are immediately replaced.
2. The SDMC must set up a redressal portal or a dedicated toll free number for citizens to file complaints regarding street lighting. This can also be complemented by the involvement of ward councillors in getting feedback from residents or by organising safety audits with groups of adolescent girls and women in their ward area.
3. SDMC must also look into the recommendations of the Fourth Delhi Finance Commission with regard to providing proper footpaths and walking space for pedestrians, an important aspect for safe mobility of adolescent girls, women and children.

3.1.2 Sanitation and Safety of Women in Public Spaces

Several surveys have been conducted in Delhi to identify women specific needs in existing sanitation services in public spaces. The *Swachh Survekshan 2017* survey conducted by the Ministry of Urban Development, as part of the *Swachh Bharat Abhiyan*, ranks north, east and south MCD at 279, 196 and 202 respectively, out of the 434 urban local bodies surveyed.

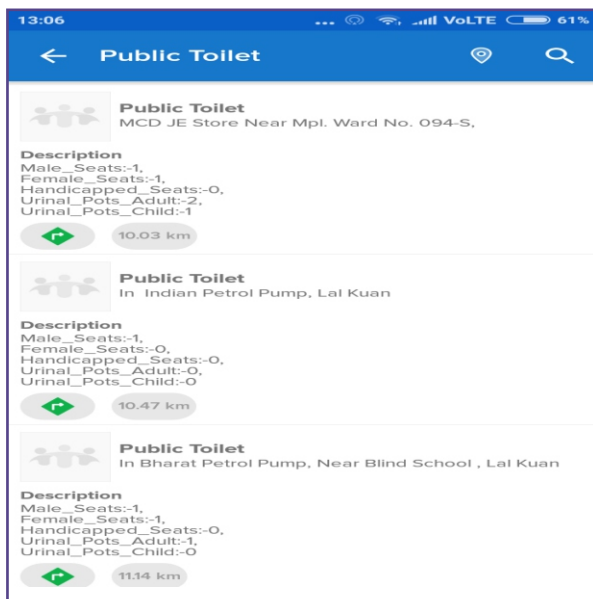
SDMC's ranking is lower in comparison to the rankings of the 2016 survey where 73 cities were selected. In 2016, the SDMC was ranked 39 with a score of 1180 on 2000. SDMC performance is not up to the mark, considering its status in the national capital and despite the Swachh Bharat Mission (SBM) being in its third year.

According to the 2018-19 Budget speech, SDMC is aiming for 'Swachhata Ranking' under the SBM and has achieved 'Open Defecation Free' status for all of its 104 wards in the municipal area. SDMC has also provided toilets within 500m in areas without private toilets and within 1 km in commercial areas, along with 25 mobile toilets and 14475 toilet seats. The question of dubious estimates of the total number of toilets across Delhi often arises, especially with regard to the categories of public toilets and community toilets. At this juncture, there is a need to make a distinction between two kinds of toilets common in urban public spaces: public toilets and community toilets. While public toilets are constructed for the general public in common spaces like market areas, bus stops etc., community toilets are built in communities/slums/*Jhuggi Jhopdi* (JJ) clusters and are used by communities as a substitute for household toilets. Community toilets built by the Delhi Urban Shelter Improvement Board (DUSIB) under the state government, are located in JJ clusters across Delhi.

This section of the study will focus on both types of toilets in public spaces being constructed in Delhi. Findings reveal that there are lesser numbers of women's toilet seats, across various zones of SDMC, particularly in the case of public toilets across Delhi. The ratio of women's to men's seats varies in the narrow range of 0.3 to 0.5 (see Table 3.2). This implies that men's seats have been prioritised to a greater extent in toilet construction by the SDMC between 2010 and 2017. The number of seats with provision for persons with disabilities is also very poor. A survey of the software application "APP 311" launched by SDMC in January 2018 for citizen complaints, found that seats

for children and for differently abled are not provided in most toilets constructed by SDMC. (See Figure 3.2).

Figure 3.2: Screenshot of APP 311 by SDMC



Studies have also found that the sanitation facility layout and design changes can greatly influence perceptions of privacy, security and comfort among women users. Studies report that women find sex-specific toilet seats and separate entrances preferable to unisex facilities, particularly in the case of community toilets. SDMC has provided an almost equal number of women's and men's seats in its constructed community toilets (See Figure 3.3). Though an equal priority has been given to community toilets, in terms of women's and men's seats, community toilet seats are mostly left uncleaned, deterring people from using them, and hence, the actual number of usable and cleaned toilet seats are much less.

Table 3.3: Seats under Public toilets built by SDMC between 2010 and 2017

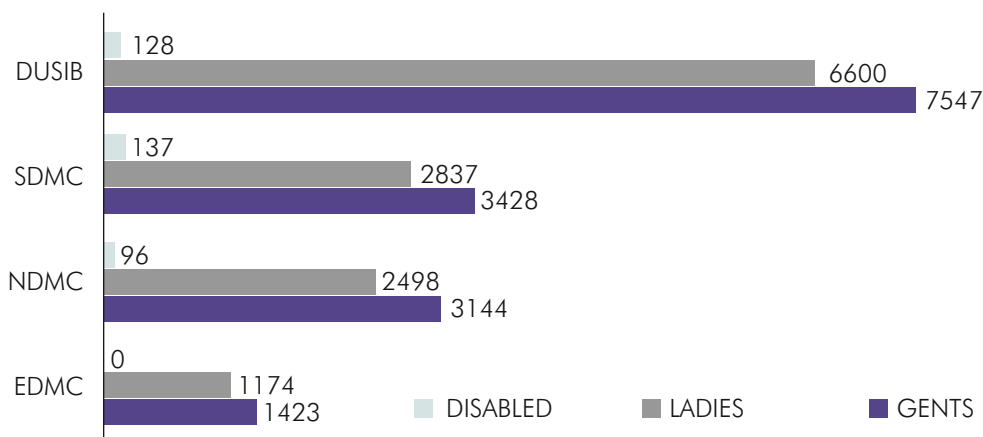
Area / Jurisdiction	No. of Seats for men	No. of seats for women	No. of seats for persons with disabilities	The ratio of female to male Seats
Central	728	266	24	0.4
West	260	96	15	0.4
South	718	216	62	0.3
Najafgarh	86	43	39	0.5

Source: RTI outcome reported in the Praja Foundation Report –“ Civic Issues Registered by Citizens and Deliberations by Municipal Councillors in Delhi (MCD) and the MLAs in the State Assembly sessions”, June 2018

Another important aspect revealed during discussions was the harassment of adolescent girls and women in community toilets guarded by a male caretaker. The participants recounted several instances where men and boys have molested girls in and around the premises of the community toilets. This is largely due to poor lighting around toilets and their location in isolated places.

During the FGD, adolescent girls and women also reported that they face issues when using the toilets while menstruating. There is no provision for the disposal of sanitary napkins, resulting in napkins being thrown in the toilets. Such unhygienic conditions could result in the spread of diseases such as urinary tract infection, etc.

Figure 3.3: Types of Toilet Seats in Community toilets across the Municipal Corporations of Delhi and Delhi Urban Shelter Improvement Board (DUSIB)



Source: Praja Foundation Report on Civic Issues Registered by Citizens and Deliberations by Municipal Councillors in Delhi (MCD) and the MLAs in the State Assembly sessions, June 2018

Likewise, menstrual hygiene management (MHM) remains another area for improvement in the toilet and facility design. Inadequate MHM provisions pose privacy concerns for adolescent girls and women and introduce environmental and hygiene issues for the entire community. Similar concerns were raised by adolescent girls and women during the FGDs.

Studies by Kjellen et al (2012), have recommended the strengthening of the MHM programme and prioritising education on creating awareness and improving access to hygienic absorbents and disposal of MHM items in public and school toilet facilities. The 2018-19 Budget Speech of South Delhi Municipal Corporation proposed a provision of low-cost sanitary napkins in female toilets of SDMC. In the past few years, SDMC has made pilot-scale efforts by constructing 'Pink Toilets' in a few markets areas, such as Viaspuri, Lajpat Nagar and PVR Saket. These 'Pink Toilets' have feeding rooms for babies, sanitary pad vending machines and incinerator for disposal of menstrual waste (See Figure 3.4).

This is a good initiative in terms of strengthening the MHM programmes and addressing the needs of women. However, SDMC should consider scaling up of 'Pink Toilets' in areas inhabited by poor communities, and not restrict this facility only to high income areas.

Perceptions shared by women groups in the FGDs reveal dissatisfaction with uncleaned community toilets, deterring women from using them. Women also spoke about the harassment of adolescent girls and women in community toilets, which are often guarded by male caretakers. The participants recounted several instances where men and boys have molested or raped girls, in and around the premises of the community toilets. When the toilet had a male caretaker, boys would sit in the room built for the caretaker and pass comments and harass women who came to use the washrooms. This made adolescent girls and women fearful to use the washrooms.

Focused Group Discussions (FGDs) with Girls & Women

Figure 3.4: SDMC Budget 2018 proposal for the provision of low-cost napkins in women's toilets

**“हमारी प्राथमिकता, महिला सुरक्षा”
“यत्र नारयस्तु पूज्यन्ते रमन्ते तत्र देवताः”**

अनादिकाल से नारी मनष्यता के इतिहास की प्रधान नायिका रही है। उसको लेकर राष्ट्र आगे बढे हैं परमपराओं और धरम का अभ्युदय हुआ है। उसके साथ इंसानियत परिपकव हुई है तथा साहित्य उसको पाकर धन्य हुआ है। साद हे वह अपने युग की सभयता का प्रतीक बनकर रही है, इसलिए हमारे लोकप्रिय प्रधानमंत्रीजी ने "बेटी बचाओ बेटी पढाओ" का प्रेरणादायक नारा दिया है। सभी मान्य सदस्यों के सहयोग से दक्षिण दिल्ली में हम नारी सुरक्षा का वातावरण बनाना चाहते हैं।

पिंक टॉयलेट

घर से बाहर बाजारों में महिलाओं को वहां बनाये गए शौचालयों में पूरी सुरक्षा और अन्य सुविधा उपलब्ध करने के लिए दक्षिण दिल्ली नगर निगम ने राजधानी का पहला पिंक टॉयलेट, विकास पूरी पी. वि. आर मार्किट में बनाकर महिलाओं को समर्पित किया है। महिलाओं के लिए विशेष रूप से बनाये गये इस पिंक टॉयलेट में सेनेटरी नैपकिन्स की वेंडिंग मशीन और इंसीनेटर लगाया गया है। इसके इलावा महिलाओं के लिए अलग से फीडिंग काश बनाने का भी प्रावधान है। विकास पूरी पीवीआर मार्किट में क्योंकि महिलाओं का आना जाना लगातार जारी रहता है और हर समय वहां बड़ी संख्या में महिलाये खरीददारी करती देखती हैं, इसलिए यहां महिलाओं के लिए विशेष शौचालय बनाया गया है। दक्षिण दिल्ली नगर निगम लाजपत नगर और पी. वि. आर. साकेत में भी ऐसे शौचालयों का निर्माण कर रहा है। प्रस्ताव करती हूँ के इन पिंक टॉयलेट और निगम के अन्य महिला शौचालयों में भी ऐसे सस्ते दाम पर सेनेटरी नैपकिन्स उपलब्ध कराये जाएँ।

Source: SDMC's Budget Speech, 2018

In addition to the above issues with sanitation services, large population of home-based women who are mostly indoors, are more exposed to health hazards posed in their surroundings, because of uncleaned drains and an overflowing sewage system. As per the WHO factsheet (2014), pregnant women are most at risk of vector-borne or water-borne diseases. Women raised similar concern on health issues due to uncleaned drains, in our Focussed group discussion with them.

Cleaning of drains was one of the predominant issues raised by women participants in the Municipal Ward Committees' meetings held in municipal areas, according to a report by the Praja Foundation (2015). Currently, the cleaning of drains under SDMC is undertaken mainly by the department for scavenging drains and sewers of the SDMC. The interventions around drainage cleaning are marked by a low utilisation of budgeted expenditure of 4 per cent in 2015-16 and 29 per cent in 2016-17. Drainage and sewerage cleaning is also a matter of huge concern in unauthorised colonies in Delhi.

Women commented on the lack of action by authorities in cleaning the Nallah- that had accumulated dirty water and waste, making it a breeding ground for diseases. When the women asked to get it cleaned, the authorities did nothing about it. The women were then forced to pool their own money to clean the area -FGDs

SDMC has an intervention for 'Augmentation of Sanitation Service and Desilting of Nallah in Unauthorised Colonies'. The budget data for the scheme shows no utilisation of budgeted expenditure in 2016-17 and a sudden decline in allocations in revised budget estimates for 2017-18 (See Table 3.4). Poor utilisation of budget estimates were reflected on the ground in terms of uncleaned roads, Nallahs (Drains) and litter, as pointed out by the women during the FGD in Madanpur Khadar.

Table 3.4: Budget utilisation under 'Augmentation of Sanitation Service and Desilting of Nallahs in Unauthorised Colonies' scheme (Rs. Crore)

Department	Scheme (Account Code)	BE 2015 -16	Actuals 2015 -16	BE 2016 -17	Actuals 2016 -17	BE 2017 -18	RBE 2017 -18	BE 2018 -19
Conservancy and Sanitation (1240)	Augmentation of Sanitation service and desilting of Nallahs in unauthorized colonies	0.3	0.3	0.4	0	15	3	10

Source: Authors' compilation from SDMC Budget Documents of various years

In addition to the issue of low budget utilisation, another challenge in the sewerage management system of the city is the lack of coordination between municipal corporations and other departments like the Delhi Jal Board (DJB). The sewerage systems in the MCD zones are DJB's responsibility. The DJB is responsible for providing sewerage facilities to households under the MCD area of operation, while NDMC and Delhi Cantonment Board provide sewerage facilities in their respective areas. This complicated municipal setup has not helped Delhi much, as coordination between MCD and DJB on sewerage is stuck in bureaucratic delays.

While several surveys have been conducted in Delhi to research the perceptions of female users of sanitation services very few studies are available on issues related to the plight of women 'safai karamcharis' employed by the SDMC for cleaning of roads and waste collection. According to newspaper reports, there are around 60,000 'safai

The focused group discussions with both women and adolescent girls at Madanpur Khadar revealed the poor maintenance of community toilets. The participants from both groups commented on the poor state of the public toilets built by the municipal corporation. While these toilets are meant to be free of cost, the residents of the area were allegedly paying a sum of Rs. 20 per use of the toilet. The women pointed out that this charge added up to a big amount since a person might need to use the toilet a few times in a day. This has led to adolescent girls and women limiting their use of the toilets, which could have several health impacts. One of the participants also mentioned that these toilets were locked at 9 PM and opened only at 11 AM in the morning. This meant that women were forced to defecate in the open or in the forest area.

karamcharis' working in the East, South and North Delhi Municipal Corporations with around half of them being female workers. There is obviously a need to improve the working conditions of women sanitary workers who have more health-related vulnerabilities than men and have to devote time to domestic care, beyond employment hours. The SDMC budgets show allocation for procurement of vehicles with allied equipment and mechanised systems for sanitation, which would help in dismantling the practice of manual scavenging. At the same time, more attention needs to be paid to managing the working condition of women sanitation workers. In 2015-16, the SDMC launched a scheme to provide nurseries for children of working women in sweeper colonies, with a budget allocation of Rs. 10 lakhs. However, the fund remained unutilised for two consecutive years in 2015-16 and 2016-17. There is a need for SDMC to revive such schemes that benefit women sanitation workers. SDMC should identify reasons for low uptake of the scheme, which could be due to low fund disbursement, inefficient management of the scheme, lack of awareness in potential users, etc.

There are around 60,000 Safai Karamcharis working in the Delhi municipal corporations, with around half of them being female workers. There is obviously a need to improve the working conditions of women sanitation workers who have more health vulnerabilities and more work hours beyond employment hours due to domestic care work.

The intervention around drainage cleaning is gripped with low utilisation of budgeted expenditure merely being at 4 per cent in 2015 -16 and 29 per cent in 2016-17.

Budget Analysis of Municipal Sanitation Services

The implementation of sanitation-related interventions is done through three departments of SDMC: conservancy and sanitation (C&S), scavenging drains and sewers (SD&S) and engineering civil (EC). The budget analysis of these departments provides little information on the aspects of physical outputs and criteria of selection of constructed toilets. However, it provides information on the total expenditure of concerned departments for sanitation, nature of sanitation relevant interventions, as seen through budgeted nomenclature and their account codes as per Budget Estimates, utilisation level of concerned departments' budget expenditure over the years and level of spending on relevant interventions for sanitation (See Table 3.5). It must be noted that, apart from municipal corporations, the Union Government and the GNCTD also spend on sanitation. However, this information cannot be obtained from the budgets of municipal corporations.

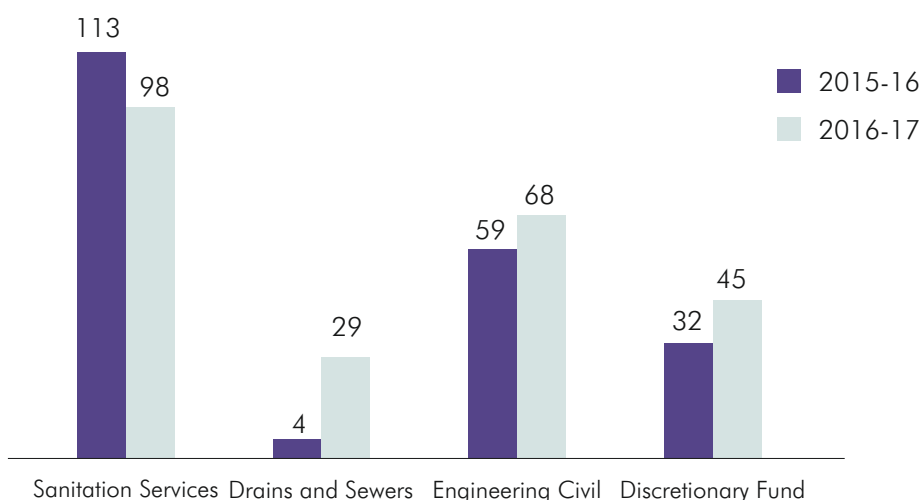
Table 3.5: Expenditure of sanitation related departments in SDMC (Rs. Crore)

Sanitation-related Departments	Non- Plan Budget Estimates (Sourced through Municipal's Own Income Sources)						
	BE	Actual	BE	Actual	BE	RBE	BE
	2015 -16	2015 -16	2016 -17	2016 -17	2017 -18	2017 -18	2018 -19
Improvement of Sanitation Services (100)	634.5	714.5	869.2	855.8	1054.09	1242.3	1178.3
Scavenging drains and sewers (103)	21.7	0.8	8.8	2.5	10.7	4.7	11.1
Engineering Civil (110)	471.04	278.08	484.8	327.3	463.3	502.5	497.08
Discretionary Fund (150)	261.7	84.6	313.7	139.7	286.6	256.6	301

Source: Authors' compilation from budget documents of SDMC of various years

The utilisation of budgets across relevant sanitation departments is low, except for the departments for sanitation and conservancy. Overall, there is a need for SDMC to review the reasons for poor utilisation of budgets and take measures to improve effective management of financial resources (See Figure 3.4).

Figure 3.4: Budget utilisation of sanitation related departments (in percentage)



Source: Authors' compilation from SDMC budgets of various years.

Out of these departments, actual spending of the sanitation and conservancy department has surpassed budget estimates stipulated at the beginning of the year. This is largely due to the momentum of through the 'Swachh Bharat Mission' announced by the Union Government in 2014-15. The SDMC provided a share of Rs. 161.18 lakh in 2016-17, which was augmented by grants in aid from the Union Government for the implementation of SBM.

Despite claims by SDMC on achieving SBM targets, on the ground, gender considerations and safety remain an issue for actual operation of toilets. The FGDs revealed issues such as poor maintenance of community toilets, illegal user charges, locking of toilets during late night and early morning hours, men caretakers, poor lighting around toilets, no separate entrance for female users etc., which deters women deterrent of using them.

Besides these departmental interventions, the mayor, commissioner and ward councillors command significant finances that can be spent over discretionary functions of municipal corporations, such as opportunities for spending towards women welfare. Individual members of municipal corporations receive discretionary development funds of around Rs. 60 lakh per annum, which is regularly revised based on tax collection. Most of the times, the discretionary amount, which should be spent on construction is used for road repairs, gating colonies and other public demands. The most striking finding from the budget analysis is the poor utilisation of amounts allocated for departments for discretionary funds, which stands at a meagre 32 per cent for 2015-16, with a similarly low utilisation trend for 2016-17. There is no utilisation of discretionary funds for provision of 'Mahila Toilets' in public places; out of the Rs. 50 lakh that was budgeted for each of the years, 2015-16 and 2016-17 (See Table 3.6).

Table 3.6: Utilisation of discretionary fund for 'Mahila Toilets in public places (Rs. Crore)

Department	Scheme (Account Code)	BE 2015 -16	Actuals 2015 -16	BE 2016 -17	Actuals 2016 -17	RBE 2017 -18	BE 2018 -19
Discretionary Fund	Expenditure on Mahila Toilets in public places (1127)	0.5	0	0.5	0	0.5	0.5

Source: Authors' compilation from SDMC budgets of various years.

There is ample scope with the discretionary development fund, for expenditure on women's welfare and safety issues. Local councillors need to be made aware of utilisation of funds towards women's welfare schemes, besides utilisation for other discretionary functions of SDMC. Improving women's participation in ward councillors meetings could be a way of achieving better outcomes.

Suggestions for improving the safety aspects of sanitation services

Some of the major recommendations for SDMC for effective sanitation service delivery and improving gender responsiveness are:

1. There is a need for developing mandatory protocols or standard operating procedures within work plans of sanitation and engineering departments, for ensuring gender considerations while identification of toilet location, their design/layouts, lighting around toilets, regular cleaning and maintenance of toilets with women sanitation workers, etc. Data on public toilets as reflected on 'App 311' shows that very few public toilets have provisions for people with disabilities.
2. SDMC should maximise its sanitation and drainage related interventions in unauthorised, resettled or rural colonies where a majority of low income population and the needy reside. Scalability of new initiatives such as 'Pink Toilets' should be ensured and this facility should not be restricted only to high-income population.
3. There are enough discretionary development funds that can be spent on women's welfare and safety-related issues. Local councillors need to be made aware of the utilisation of funds towards women's welfare schemes. Improving women's participation in ward councillors meetings and addressing women's demands in local meetings could be a way to decide on gender considerations under public amenities. Safety audits, conducted by some NGOs to record safety issues in cities, can be used as a tool by ward councillors to understand gender issues and design interventions, accordingly.
4. There is a need to ensure good working conditions for women sanitation workers in the municipal area. Few measures like nurseries for children of women workers and scheduling the work hours of female employees can be considered by SDMC for their welfare.

3.2 Health

Health is rightly described as the cornerstone of the development and progress of a nation. A healthy population not only results in well-being and happiness, but is also a key factor in tackling poverty and in turn, increases the productivity of the population. A country rife with disease will not only be spending heavily on healthcare, but will impact the ability of people to work to their full potential. The provision of basic healthcare is an essential function of the government. While overall health of all people has been emphasised as a prerequisite to economic development, government spending on healthcare and particularly on women's health has been marginal. Data from the World Health Statistics 2018 of the World Health Organization (WHO), shows that India's per capita current health expenditure is a meagre \$63, while the current healthcare expenditure accounts for only 3.9 per cent of the GDP even after including the private sector spending. Taking into account only the government spending (Union and States combined) it is merely a little over 1 percent of the GDP.

Women's health has been long neglected. Women also face greater challenges than men in accessing healthcare facilities. This can be attributed to the inherent discrimination that women face in society. Gender inequality in biological, environmental and social terms, makes women more vulnerable to certain diseases as reported in a study conducted by The George Institute of

Global Health (2016). Additionally, there is a lack of data on the impact of various diseases on different genders, making it more difficult to analyse the state of women's health. Women who undertake home based jobs also face a higher risk of diseases due to greater exposure to unsanitary conditions outside their homes (Khosla, 2012). Overall, while interventions by the government towards healthcare are essential, it must be formulated from a gender perspective.

A widespread idea about women's health is that it is concerned with only maternal health. This is a patriarchal notion that has resulted in viewing the health conditions of adolescent girls and women only from the perspective of maternal care, and not from the perspective of non-communicable diseases (NCD). An obvious effect is that several schemes have been initiated towards maternity and child welfare. This has been highlighted by the Global Burden of Diseases (2013) report, which shows that women's death due to communicable, maternal, neonatal and reproductive reasons has declined from 53 per cent in 1990 to less than 30 per cent in 2013, while deaths due to non-communicable diseases rose from 38 percent in 1990 to 60 percent in 2013. Alongside the inclusion of non-communicable diseases, mental health is another important aspect of women's health that requires immediate attention. The inherent discrimination against women and increasing sexual violence have a detrimental impact on the mental health of women which must be dealt with effectively.

Whose Responsibility is it?

Provisioning for public health is a key function of municipal corporations. Being in close proximity to the citizens of a particular jurisdiction enables the municipal authorities to provide quality healthcare for the people in a particular area. In the case of Delhi, municipal corporations have been assigned with the task of establishing and maintaining dispensaries, maternity and child welfare centres and carrying out other measures necessary for public medical relief.

However, the functions of the municipal corporations pertaining to health are primarily related to protection against the spread of diseases and basic medical services. In this regard, municipal corporations have hospitals, dispensaries and diagnostic centres within their respective territorial limits, as indicated in the report of the Fourth Delhi Finance Commission. Information regarding health services provided by SDMC in the public domain is limited. Newspaper reports

When we raised matters relating to management of public health in the National Capital with the officers in the Health and Family Welfare Department in the government, we were deflected towards the municipalities who in turn advised us to get in touch with the engineering wing because that wing has the responsibility for execution of works relating to enforcement of city sanitation, conservancy and solid waste management. On closer analysis, we find that no municipality in the NCT other than the New Delhi Municipal Council deals with public health issues emerging from creation of cesspools of water leaking from conveyance systems meant for water returns.

The municipalities appear to be playing a very limited role in preventing occurrence of diseases or in rendering medical services.

-Fourth Delhi Finance Commission

indicate that there are seven polyclinics, three hospitals and a total of 14 dispensaries under the jurisdiction of the SDMC. Responses received from RTI applications also reveal that there are eight maternity homes and 51 maternity and child welfare centres under the jurisdiction of the SDMC. These clinics provide a wide range of facilities to expecting mothers, including benefits under national schemes like the National Urban Health Mission, Janani Suraksha Yojana, etc. In addition, the SDMC undertakes measures to eradicate vector-borne diseases and ensure that basic amenities are provided to citizens in a healthy environment. It must be noted that the municipal corporations are not responsible for providing major healthcare services, which is a function of the state government, but they are responsible for strengthening preventive health care and providing a supportive system locally.

Participants of the FGDs, however, painted a different picture of medical facilities provided by the SDMC. They revealed that there was no dispensary in the Madanpur Khadar area and residents had to travel long distances to access basic healthcare. In the absence of government facilities, people were forced to depend on private healthcare providers who charged hefty amounts for treatments. When people visited the nearest municipal dispensary for treatment, they were forced to wait for long hours due to the unavailability of doctors. Additionally, participants also revealed that the incidence of diseases was high due to open drains. This has led to the breeding of mosquitoes, resulting in the spread of diseases. People have to travel long distances for treatment, making it extremely difficult for infants and elderly. When asked about maternal care and vaccination facilities that the SDMC provides, the women revealed that they had not seen such services being provided to the women and children in their area.

Information received from the health department of SDMC through RTIs filed, revealed that the number of antenatal cases registered showed a very mild increase from 51,539 to 53,872 between 2016-17 and 2017-18. It must be noted that the department does not maintain separate records for male and female patients registered as OPD patients (Table 3.7) making it difficult to ascertain the number of women admitted for reasons other than maternal.

Table 3.7: OPD patients registered in SDMC Hospitals

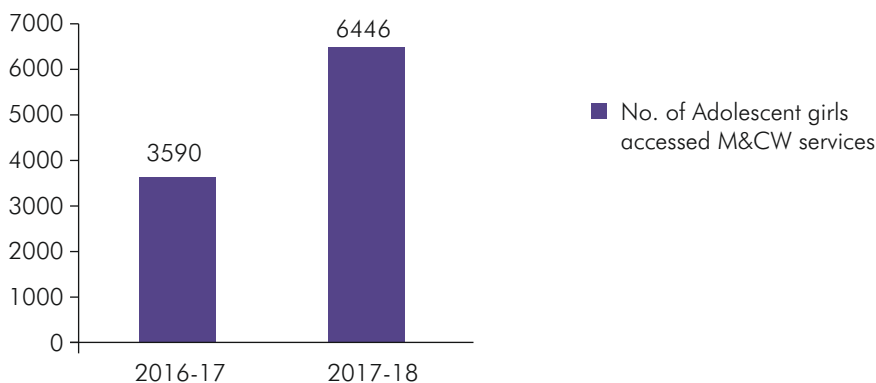
Year	No. of OPD Patients
2016-17	1124064
2017-18	1556706

Source: RTIs filed for the study

Another finding from the RTI was regarding the access of maternity and child welfare homes by adolescent girls (between ages 10 to 19 years). Data from the RTI response reveals that the number of adolescent girls visiting maternity and child welfare clinics has almost doubled from 3590 in 2016-17 to 6446 in 2017-18. This can be observed in Figure 3.5 which shows the change in the two periods. From the given data, one can conclude that there has been an increase in the access to such facilities by adolescent girls, which is a positive sign as it indicates a change from the taboo

of not focusing on the sexual and reproductive health of young and adolescent girls. A day in a week can be reserved for adolescent girls and young women in local hospitals, so that women can access health care services without any fear.

Figure 3.5: Number of adolescent girls who accessed maternity and child welfare services



Source: RTI response

Analysing the SDMC health budget

An analysis of the SDMC budget from the perspective of women's health confirms the bias that women's health is solely concerned with maternal and child health. Neither the budget documents nor budget speeches reveal the number of women who availed treatment for non-maternal health problems. A comparison of budget estimates and actual expenditure also reveal an underutilisation of funds, both in the case of maternity and child welfare as well as the overall health budget (See Table 3.8).

Table 3.8 Budgetary allocations pertaining to adolescent girls and women's health by South Delhi Municipal Corporation (Rs. Crore)

Functional Group (Major Head)	Department Name (Code)	BE 2015 -16	Actual 2015 -16	Utilisation (in %)	BE 2016 -17	Actual 2016 -17	Utilisation (in %)	BE 2017 -18	RBE 2017 -18	BE 2018 -19
Public Health and Child Welfare Medical Centres Relief	(81)	48.2	42.9	89	47.4	43.8	92.4	73.2	57.6	59.7
	Total	224.1	156.4	69.7	221.5	166.1	74.9	296.1	228.4	268.8

Source: Authors' Compilation from SDMC's budget documents of various years

Note: Figures approved by corporation are taken as Budget Estimates (BE) of a year.

To facilitate a better understanding of quality and accessibility of facilities, it must be noted that the SDMC Budget Speech for the current year i.e. 2018-19 mentions that only 2400 women delivered in SDMC run maternity homes out of 51,000 women who received neo-natal care. This indicates that not many women rely on SDMC's services, opting instead for other government or private health care services.

"In the last one year (2017-18), around 28,141,81 patients were treated in SDMC health centres. Out of these, there were 2494 delivery cases in maternity homes. 51705 women were examined for neo-natal treatment and 396414 children have been vaccinated. New health centre units will be opened in 30 wards lacking health centre units. New medicine store centre will be opened exclusively for SDMC area"

- SDMC Budget Speech 2018-19

Suggestions for improving the health care services

1. The SDMC must identify areas where there are no public medical facilities available and ensure that people do not have to travel distances to access basic healthcare.
2. Facilities for pregnant women and children must be ensured in all localities. Additionally, awareness drives must be conducted, to highlight the importance of pre-natal and neo-natal care and proper vaccinations.
3. The Health Department must ensure that separate OPD records are maintained for males and females. Public data on adolescent girl patients is insufficient and needs to be reported for developing any strategy on this age group.
4. A day in a week can be reserved for adolescent girls and young women in local hospitals, so that they can access health care services, without any fear of recognition of their identity.

3.3. Education

Despite impressive strides in education since the year 2000, girls account for a substantial number of out-of-school children and women constitute a majority of illiterate adults. Societies pay a high price when girls and women are deprived of their right to education: the persistence of chronic poverty, high child and maternal mortality, poor nutrition, early marriage, vulnerability to exploitation and lack of voice in public life. In this perspective, it is important to have public provisioning by all the three tiers of the government right upto the grass root level for promotion of education and empowerment of women and adolescent girls. Planning and implementation of the provisions for education have to take into account several fundamental concerns, gender is one of them. From school fees to infrastructure, curriculum and classroom practices gender plays an important role. Many a times, lack of a gender perspective adversely affects access to education as well as retention and learning of girls.

In Delhi, all the Municipal Corporations offer education till the primary level. They have recently upgraded their schools to the eighth standard to meet requirements under the Right to Education

(RTE) Act. This means municipal corporations in Delhi now provide education to adolescent girls in the age bracket of 10 to 13 years also. Data is not available on the number of adolescent girls in upper primary stage, but it has been reported that there are 179 girls' schools, 182 boys' schools and 222 coeducational schools, of a total of 583 SDMC schools as per data of Unified District Information System for Education (UDISE).

Over the years, SDMC has taken several initiatives for improving the quality of education such as science lessons, smart classes and computer rooms etc., which have benefitted students. A few schemes are being implemented specifically for girl students. The following sections highlight observations of Delhi's Fourth Finance Commission with regard to the eligibility of municipal corporations to impart primary education in Delhi in terms of legislative provisions, overall budget outlays for education across various departments and for specific interventions that benefit adolescent girls. It also provides snapshots of various announcements by the SDMC, from time to time, for adolescent girls and women, as reported in the media.

Budgetary Outlays

Education is not defined as a function for municipal corporations as per 12th schedule of the 74th Amendment of the Constitution. However, current municipal laws, i.e., the Delhi Municipal Act, 1957 and its subsequent amendment in 2011, require municipal corporations to provide primary education in return of statutory grants to be determined by the Central government and transfers from GNCTD. On scrutiny of the non-plan budget, we found that SDMC also provides budgets outlays from its own revenue under non-plan expenditure. However, as per observations of Delhi's Fourth Finance Commission, municipal corporations are not authorised to make provisions for either establishing schools or providing education out of revenues liable to be credited to municipal funds, unless a special fund is established for this purpose, or grants are received from central or the State government.

According to Delhi's Fourth Finance Commission, the subject of primary education is an add-on, and SDMC should not invest in primary education, since this function is not defined for municipal corporations under 12th Schedule of the Constitution. Municipalities must not, on their own, apply municipal funds in undertaking activities, other than the ones included in 12th Schedule. For municipal corporations to take up any other activity, the legislature should itself provide necessary funds to the municipality, through a legal instrument, or the government needs to provide statutory grants-in-aid, as in the case of primary education.

Because of this overlap in taking up education related functions by GNCTD and municipal corporations, there is a conflict of statutory endowment with regard to the provisions contained in the 12th Schedule of the Constitution of India, leading to poor quality of education provided by municipalities due to resource crunch.

Government grants of Rs. 119 crore were accounted as external income sources in SDMC's plan budget for education in 2016-17, while Rs. 630 crore was incurred as non-plan expenditure on education (see Table 3.8 and 3.9). This indicates the SDMC is using its own internal revenues from obligatory and discretionary taxes for performing its functions which are routed through non-plan budget of SDMC.

Table 3.8: Grants by Union Government and GNCTD for education to SDMC (Rs. Crore)

	Actual Income 2016-17 (Actuals)	2017-18 (BE)
Education(general Revenue)	22.00	26.7
Mid- Day Meal	10.6	30.0
Education(General Capital)	77.0	89.0
Physical education	10.0	30.0

Source: SDMC's Revised Budget estimates 2017-18 for Government Schemes and Resettlement Colonies

According to the budgetary classification, there are seven departments under the education head (Table 3.9). The utilisation of the total education budget (actual versus Budget Estimates) for the years 2015-16 and 2016-17 was 83 per cent and 73 per cent respectively. The maximum share of the total education budget is for imparting primary education, which is 83 per cent in 2018-19 (BE).

Table 3.9: Budgets for education (Rs. Crore)

S. No.	Department (Code)	2015 -16(BE)	2015 -16(AE)	2016 -17(BE)	2016 -17(AE)	2017 -18(RBE)	2018 -19(BE)
1	Education Department(060)	71.7	59.3	79.7	66.6	110.6	125
2	Primary Education (061)	613.8	515.5	764.2	553.2	731.6	755.2
3	Medical inspection of schools(062)	13.5	9.1	11.6	9.3	13.4	14.8
4	Physical education(063)	0.4	0.2	0.6	0.2	0.5	4.8
5	Mid-day Meal Scheme(064)	1.1	0.1	0.6	0.1	0.3	2.1
6	Science teaching(065)	0.2	0.1	0.2	0.06	0.12	0.1
7	Libraries(066)	0.1	0	0.05	0	0.02	0.05
	Total	701	584.4	857.3	629.7	856.7	902.3

Source: Compiled from budget documents of SDMC, various years

Specific interventions for girl students appear in budget documents in the category of 'Scholarship to girl students'. Other interventions like job oriented training, installation of CCTV cameras in schools and anaemia control programme are discussed in subsequent sections, which are important for female students, who are more vulnerable than male students. In terms of budget outlays, most budgeted interventions have less than Rs. 1 crore in allocations, raising the question of unit cost per student while planning and budgeting (See Table 3.10).

Table 3.10: Interventions for girl students (Rs. Crore)

Interventions	BE 2015-16	Actual 2015-16	BE 2016-17	Actual 2016-17	RBE 2017-18	BE 2018-19
Scholarship to girl students	8.5	4.4	7.5	7.7	7.5	15
Training expenses - job oriented training (060)	0.01	0	0.01	0	0.01	0.01
Scholarship to school children including handicapped children	0.5	0	0.3	0	0.3	0.3
Installation of CCTV in schools	0.1	0.1	4	0.2	0.05	0.5
Anaemia Control Programme	0.2	0.05	0.2	0	0.1	0.1

Source: Authors' compilation from SDMC budget Documents of various years

SDMC also provides scholarship support to girl students and job oriented training to girls who have dropped out and young women for their financial empowerment. SDMC offers a scholarship scheme for girls, under its primary education department which aims to establish an enabling environment to reduce the dropout of bright students due to finances. SDMC provides scholarships to approximately 7000 students selected through examination, giving Rs. 500 and Rs. 700 respectively, as scholarship to Class IV and Class V students. Scholarship to girl students has been budgeted at Rs. 15 crore for the year 2018-19. However, in 2015 –16 there was underutilisation of budget, when only 50 per cent of the budget estimate was utilised. There is also lack of information in the public domain, especially on the number of girl student beneficiaries.

SDMC schools are imparting job oriented training to adolescent girls and women. New Delhi Municipal Corporation also provides job oriented training – usually provided in schools – to drop-out girls and women until the age of 35, in order to mainstream them. Training is imparted for various skills such as sewing, tailoring, home catering, etc. Owing to the non-availability of public information on SDMC's scheme on job oriented training, we assume that SDMC operates such a scheme, along similar lines as NDMC. The programme has the potential of benefitting adolescent girls and young women in terms of economic empowerment. Although SDMC has budgeted Rs. 10 lakh for the scheme, for the year 2018-19 it is difficult to comment on the adequacy of the amount provided, as information is not available on the number of beneficiaries and nature of interventions planned,. Also, we could not find information on 'after school job oriented training programmes' or 'evening hour schools' run by SDMC.

To ensure the safety of students in schools and to improve monitoring by parents, measures such as the installation of CCTV cameras has also been taken, with a budget estimate of around Rs. 50 lakh for the 2018-19 year budget. According to media reports, over 4340 CCTV cameras are planned to be installed across municipal-run schools in South Delhi to bolster confidence among parents about safety of their wards (The Tribune, June 2018). However, experts believe that such measures have limited effect. Rather, the government must work on bringing social transformation, which necessarily required quality school education. An article published in (The Wire, June 2018), stated that sexual violence against girls cannot be addressed by legal and security measures alone, rather, social transformation through quality education is a more comprehensive and sustainable solution. Currently, the education budget of SDMC does not reflect any measures for social transformation through quality education.

In 2015, MHRD launched a programme, 'Adolescent Education Programme', bringing social transformation and building healthy attitudes amongst the youth, based on culturally relevant information. It is being implemented in all States and UTs targeting an age group of 13 to 18 years. However, publicly available information does not mention whether municipal corporations in Delhi have adopted a similar programme in their curriculum.

The Adolescence Education Programme (AEP)

The Ministry of Human Resource Development (MHRD) recognizes the potential of young people and invests in initiatives and partnerships to create and strengthen opportunities for young people to realize better life options.

The Adolescence Education Programme (AEP) is an important initiative that aims to empower young people with accurate, age-appropriate and culturally relevant information, promote healthy attitudes and develop skills to enable them to respond to real life situations in positive and responsible ways. National Council of Educational Research and Training (NCERT) co-ordinates the program and works through both curricular and co-curricular formats to contribute toward holistic development of young people in pursuance of the National Curriculum Framework, 2005. National Popular Education Programme (NPEP) is being implemented in 30 States and Union Territories. It aims to develop awareness and positive attitude towards population and development issues leading to responsible behavior among students and teachers and, indirectly, among parents and the community at large. Imparting authentic knowledge to learners about Adolescent Reproductive and Sexual Health (ARSH) concerns, inculcating positive attitudes and developing appropriate life skills for responsible behavior are also the objectives of NPEP. Inculcating life skills based education to school students (Classes VIII, IX and XI, ages 13 through 18) is carried on using interactive methodologies.

Source: <http://www.aeparc.org/aboutaep>

Another important initiative for adolescent school going girls is the distribution of sanitary napkins.

As a measure to promote awareness on menstrual hygiene and reduce dropout of girl students, SDMC has announced a scheme for 'Distribution of Free Sanitary Napkins in Schools' in the 2018-19 budget. According to a report by the Times of India (2018), the SDMC will also interact with doctors and counsellors in schools, to raise awareness on menstrual hygiene among girl students. However, we could not find a specific budgeted item reflecting this intervention in SDMC's budget.

SDMC schools to provide free pads

TNN | Feb 27, 2018, 02:17 IST



NEW DELHI: Girls studying in schools run by the South Delhi Municipal Corporation (SDMC) will now have free access to sanitary napkins. The civic body will also scale up sessions on menstrual health to raise awareness about the issue among children.

Leader of the House in SDMC Shikha Rai said, "Since we run primary schools we will have less number of girls seeking sanitary napkins. A stock is being set up in every school so that girls can just ask their principal and it would be provided free of cost."

Source: Times of India, 2018

Similar to the measures above, for the overall development of girls, SDMC has undertaken interventions for improving the physical health of girl students in primary schools through the 'Anaemia Control Programme'. A research study by Sen & Kanani (2006) has shown that anaemia has a harmful functional impact on young adolescent school girls. Researchers have concluded that anaemia is likely to adversely affect physical work capacity and cognition in young adolescent girls undergoing pubertal development, more than boys. The SDMC budget shows intervention under the budgeted item, Anaemia control programme. SDMC provides ferrous sulphate 200mg and 400mcg folic acid each week for six months to students of class IV and V of its primary Schools. Assessment through clinical examination is carried out and awareness is generated through teacher training, community awareness, parent-teacher meeting and bi-annual mass deworming program. In 2017-18 around 40,000 girls were covered under the programme. While this is a well-thought out program; utilisation of budget needs to be monitored considering the importance of the programme.

Table 3.11: Anaemia control programme coverage of students

Students Coverage	2016-17	2017-18
Girls	43447	40746
Boys	39361	35634

Source: SDMC reply to RTI application

Overall, student perceptions of primary education imparted in SDMC schools has improved over the years. While discussing the topic of primary education with both the women and adolescents, as part of the focus group discussion conducted in Madanpur Khadar, a positive picture of primary education provided by the SDMC in the area emerged. The participants agreed that the quality of education was reasonable and facilities were being provided to the students, as promised. Women whose children were studying or had just completed primary schooling mentioned that the school provided uniforms as well as books to the students at no additional cost. The schools also provided lunch to the students as per the Mid-Day Meal scheme. The girls said that the food provided was of good quality and was given regularly. On the issue of safety, the girls mentioned some instances of male teachers behaving inappropriately with girl students.

Suggestions for improving education function of SDMC

1. SDMC needs to include measures for social transformation and awareness generation against sexual violence, especially through the education of male students. This could be included in the agenda of imparting quality education in primary schools of SDMC. Guidelines of the National Adolescence Education programme can be referred to.
2. Measures such as job oriented training programmes should include a larger number of young women. SDMC can also consider using school infrastructure for the programme after school hours. In terms of designing, such a programme should cater to the requirements of industries. National Policy of Skill Development and Entrepreneurship, 2015 can be referred to, for developing guidelines.
3. SDMC should take cognizance of the recommendations of Delhi's Fourth Finance Commission, regarding their mandate for school education in the interest of improving education in Delhi. It should resolve any dispute in resources sharing, such as in the release of financial resources from GNCTD or the Union Government as pointed by the Delhi Fourth Finance Commission.
4. SDMC should monitor any variance in budgeted versus actual expenditure on crucial schemes meant for the quality education and overall development of girls. It should take necessary steps to improve the utilisation of budgeted expenditure.

3.4. Conclusion

Addressing Under-utilisation of Funds

The analysis of allocations and expenditure of select departments and services such as spending on street lighting and certain schemes in education points to low utilisation of allocated budgets. This is likely to affect both the quality and coverage of services provided by SDMC and is a concern that could constrain effective implementation of services.

Overall, there is a need for the SDMC to review the reasons for poor utilisation of budgets, especially for interventions meant for adolescent girls and women. We suggest that, at the end of the year, the actual data derived from the financial statements should be compared with the budgeted figures. The variance should be analysed, the reasons should be identified and appropriate action should be taken in time to address the bottlenecks. This exercise would help in reduce costs or expenses, without affecting the quality of services.

Participation of Women

Inclusion builds community ownership and helps safeguard/ensure appropriate use of infrastructure services, promotes sustainability of interventions and reduces operation and maintenance costs. For example, if sanitation service is designed with a view to addressing the special requirements of women, then accessibility and cleanliness will ensure that women utilize the service well. Real and direct participation by people, in particular women, in city planning, even though challenging, is both desirable and non-negotiable.

Ensuring compliance with Recommendation of Delhi's Fourth Finance Commission

Municipal Corporations in Delhi must ensure that the recommendations of the Fourth Delhi Finance Commission such as establishment of separate funds for education, preventive healthcare and public amenities etc. are followed. At the same time, GNCTD and Union Government should also adhere to the recommendation of Fourth Finance Commission by releasing the due amount for ULBs as financial distress is affecting SDMC's and other ULBs services.

4. RECOMMENDATIONS

The study has brought to light several areas of SDMC's functioning that require strengthening. The following section presents a set of recommendations that would serve to fulfil this objective. While some of these recommendations pertain specifically to the sectors analysed in the study, several others are suggested with the objective of strengthening the overall functioning of SDMC. The key recommendations are as follows:

Street Lighting

- Given the close linkages between effective street lighting and safety of girls and women, there is a need to create awareness among residents about the nodal authorities to be approached locally and the process of filing complaints. One possible measure could be providing details, such as the toll free complaint number and authority responsible for maintaining lights on street light poles.
- The number of dark spots is increasing with the expansion of the city and addition of residential colonies and buildings. Routine checks must be conducted by the SDMC to ensure that the installed lights are functioning and non-functional lights are immediately replaced. This can also be further monitored by the involvement of ward councillors by getting feedback from residents in RWA meetings or by organising safety audits with local groups of adolescent girls and women in their ward areas. The significant quantum of unutilised funds for street lights can be utilised to strengthen the monitoring for identification of non-functional street lights and for regular maintenance of the same.

Sanitation

- SDMC must ensure that toilets are designed to be responsive to the needs of adolescent girls and women living in slums and unauthorised colonies, in particular. It is also important to design public toilets, civic infrastructure and functionality, keeping in mind the needs of persons with disabilities, such as ramps and railings in toilets etc.
- SDMC should ensure the scaling up of already proposed initiatives like 'Pink Toilets', (women's toilets with facilities of feeding rooms for babies, sanitary pads vending and disposal machines, etc.) in areas inhabited by poor communities, and not restricting this facility only to the high income population areas. SDMC should maximise its sanitation and drainage related interventions in unauthorised, resettled or rural colonies where the majority of low income and needy population reside and private toilets are few in number.

Education

- SDMC should take cognizance of the recommendations of the Delhi's Fourth Finance Commission regarding their mandate for school education in the interest of improving education in Delhi. It should avoid disputes in resources sharing, such as in the release of financial resources from GNCTD or the Union Government.
- SDMC should include measures for awareness generation against sexual violence, among both boys and girl students. This could be included in the agenda of imparting quality

education in the primary school of SDMC. National Adolescence Education programme guidelines can be referred to. Steps should also be taken to invest in making the school premises and classrooms a safer place for adolescent girls.

- Access to functional toilet facilities is another important need for school-going adolescent girls, absence of which is often linked to girls dropping-out of schools when they reach puberty. SDMC should invest adequately in ensuring functional toilets in all its schools, with running water and proper disposal facilities for sanitary napkins.

Health

- The SDMC must identify areas where there are no public medical facilities and ensure that people do not have to travel long distances to access basic healthcare.
- The Health Department must ensure that separate records of OPD are maintained for males and females. Public data on adolescent girl patients is insufficient and needs to be reported. In addition, SDMC can conduct baseline assessment of the health requirements of adolescent girls through available data on treatment provided to the adolescent girls in hospitals.
- A day in a week can be reserved for adolescent girls and young women in local health care units so that girls and women can access health care services without fear.
- SDMC should also expand its scope regarding women's health concerns, beyond maternal health and take cognizance of rising incidences of non-communicable diseases and mental health issues among women. The same need to be adequately addressed through SDMC's approach of looking at these issues and concomitant resources to enable their effective implementation.

Besides the above mentioned specific recommendations, a few overarching recommendations effectively address issues of safety and welfare of adolescent girls and women. These are as follows:

Enhancing Transparency in the Functioning of SDMC

An essential pre-requisite for citizens to actively engage with governance processes at the local level is availability of information in the public domain. At present, the lack of information regarding the functions and processes of SDMC constrains the scope for people to participate in local governance processes. It follows therefore that making information available about its functions, services, nodal officials, physical progress and budgets in a timely and accessible manner would serve to strengthen citizen engagement with governance processes, which would contribute towards greater transparency and accountability in SDMC's functioning.

In addition, the SDMC must also ensure that the recommendations of the Fourth Delhi Finance Commission with respect to the establishment of separate funds for education, preventive healthcare and public amenities are followed. This will ensure that these facilities are provided in a more effective manner.

Addressing Under-utilisation of Funds

The analysis does point to the need for increased expenditure on various services being provided

by SDMC. For instance, the coverage of health facilities or construction of toilets, designed to incorporate gender responsive measures would necessarily require additional funds. However, at the same time, concerns also persist about the utilisation of allocated funds. As reflected in various preceding sections, the analysis of allocations and expenditure of select departments and services such as spending on street lighting and certain schemes in education points to low utilisation of allocated budgets. This is likely to affect both the quality and coverage of services provided by SDMC and is a concern that could constrain the effective implementation of services.

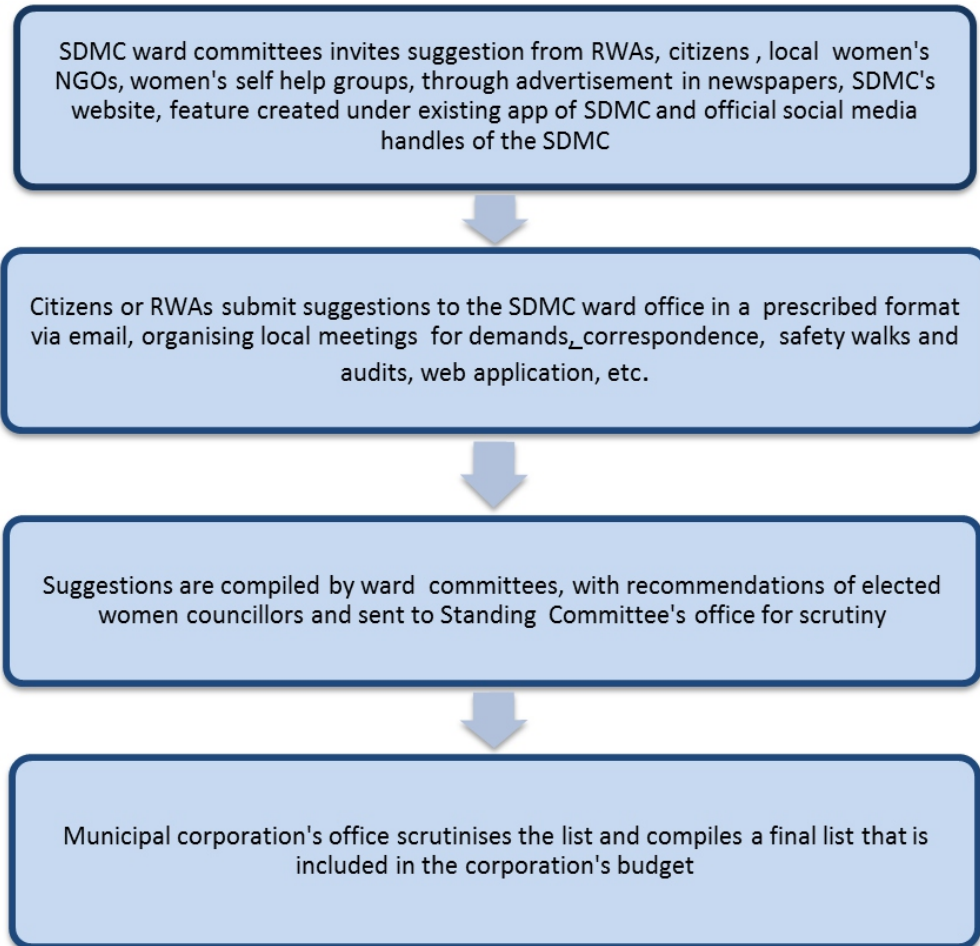
Participatory Budgeting

Participatory Budgeting entails a process of identification, deliberation and prioritisation by citizens, officials and elected representatives, issues that should be included in government budgets. Under municipal governance, ward committees could be a key entry point for conducting participatory budgeting as it an already established mechanism for an interface between citizens and municipal authorities. Currently, there are 272 electoral municipal constituencies and 12 aggregate zones distributed over three municipal corporations of Delhi. SDMC has 104 constituencies and four zones: Central, Najafgarh, South and West.

There is one ward committee in each of the zones of Municipal Corporation of Delhi. In the budget cycle, the standing committee submits the proposed budget to the ward committees. The SDMC ward committees can invite suggestions on the proposed budget from resident welfare associations, citizens and other stakeholders, such as women's groups.

The ward councillors, with support from relevant organisations that undertake such activities, can also conduct safety walks along with adolescent girls and women to strengthen the process. The role of elected women councillors could be particularly significant in ensuring that the needs of adolescent girls and women find space. A pilot project for examining the efficacy of participatory

Figure 4.1 provides a suggestive framework for participatory budgeting that can be adopted by the SDMC



budgeting can also be initiated at ward level.

Adoption of Gender Responsive Budgeting

A review of SDMC's programmes and budgets reflects that several initiatives for the benefit of women and girls are being implemented. An important way to strengthen these efforts is the adoption of Gender Responsive Budgeting (GRB).

The SDMC area is home to a heterogeneous population, with a diverse range of gender concerns that need to be addressed. The adoption of GRB would ensure that gender concerns in the SDMC area are recognised, and appropriately designed interventions backed by adequate budgetary outlays are in place to address these concerns. Setting up of a Gender Desk in SDMC or establishing Gender Budget Cells in departments could be an important step in this direction. The efforts undertaken by SDMC to implement GRB could be presented as a gender budget statement, to be presented annually with the budget each year, as is being done by the Municipal Corporation

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