



TOWARDS VIOLENCE FREE LIVES FOR WOMEN

TRACKING OF UNION BUDGETS (2018-21) FOR VIOLENCE SERVICES

OXFAM INDIA
February 2021



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ACRONYMS



AE	:	Actual Expenditure
AHTU	:	Anti-human Trafficking Unit
BE	:	Budgetary Estimates
BPRD	:	Bureau of Police Research and Development
CBGA	:	Centre for Budget and Governance Accountability
CDPO	:	Child Development and Protection Officer
CSS	:	Centrally Sponsored Schemes
DoJ	:	Department of Justice
ERSS	:	Emergency Response Support System
FTSC	:	Fast Track Special Court
GDP	:	Gross Domestic Product
GoI	:	Government of India
GRB	:	Gender Responsive Budgeting
IPC	:	Indian Penal Code
ITPA	:	The Immoral Traffic (Prevention) Act
JJ Act	:	Juvenile Justice Act
LSI	:	Legal Service Institutions
MHA	:	Ministry of Home Affairs
MoHFW	:	Ministry of Health and Family Welfare
MPF	:	Modernization of Police Force (Scheme)
MWCD	:	Ministry of Women and Child Development
NCRB	:	National Crime Records Bureau
NCW	:	National Commission for Women
NFHS	:	National Family Health Survey
NHM	:	National Health Mission
NIPCCD	:	National Institute of Public Cooperation and Child Development
OSC	:	One Stop Centre
PLVs	:	Para-legal Volunteers
POCSO	:	The Protection of Children from Sexual Offences (Act)
PWDVA	:	The Protection of Women from Domestic Violence Act
RE	:	Revised Estimates
Rs.	:	Indian Rupees
SDG	:	Sustainable Development Goals
UN Women	:	United Nations Entity for Empowerment of Women
UTs	:	Union Territories
VAWG	:	Violence Against Women and Girls
WHL	:	Women's Helpline

GLOSSARY OF BUDGETARY TERMS

Actual Expenditure: The allocated budgetary amounts which have actually been spent/utilised and approved as part of C& AG Audit. Technically the 'Accounts' or 'actuals' of a year are the amounts of receipts and disbursements for the financial year beginning on April 1st and ending on March 31st, as audited by C&AG.

Budgetary Estimates: Detailed estimates of receipts and expenditure of a financial year. It is the proposed allocation for the coming financial year submitted as part of a budget documents to the parliament/legislature for approval.

Capital Expenditure: Expenditure on acquisition of assets like land, building and machinery, and also investments in shares, etc. Generally, all building and construction works are included in this.

Demand for grants: The budget year expenditure estimate submitted by each ministry for approval.

Gross Domestic Product: Total value of the goods and services produced by economic resources located in a country in a year, regardless of their ownership. Often used as an indicator of a country's economic growth.

Heads of Account: The classification of transactions of the Government has been made by major heads of accounts, which are the main units of accounts classification. The various Sectors, Major heads, Minor heads, Sub-heads and Detailed heads together constitute a five-tier arrangement for the classification structure of Government accounts.

Outcome Budget: The document reflecting the purposes and objectives for which funds were provisioned, the cost of various programmes and activities proposed for achieving these objectives and quantitative projection of the work performed and services rendered.

Reappropriation: The transfer of savings from one unit of appropriation to another.

Revenue Expenditure: Revenue expenditure is for the regular running of the government's department and various services, interest charged on debt incurred by government, subsidies, etc.

Revised Estimates: Revision of budget estimates, to be submitted in September/October after review of actual spending to accommodate overexpenditure or underspending in various heads.

Utilisation Rate: The percentage of actual expenditure to budgetary estimates; i.e., the proportion of allocated budget that has been spent.

Women-specific: A term defined by the Government of India as part of its Budget Circular to include all those programmes and services wherein women and girls are the sole beneficiaries and 100% of the flow of funds is expected to reach them.

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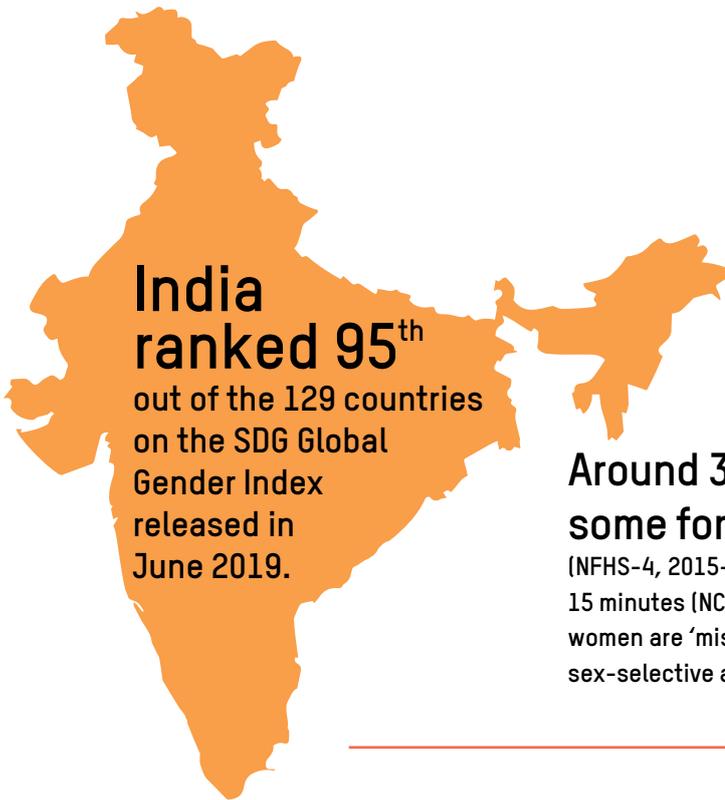


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FACT



Around 33% women report to have suffered some form of domestic violence

(NFHS-4, 2015-16); one woman/girl is raped every 15 minutes (NCRB, 2018), and an estimated 63 million women are 'missing' from the population due to sex-selective abortions (Economic Survey, 2017-18).

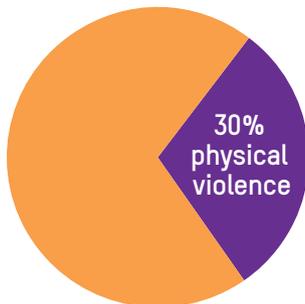


Around 33% of ever married women in India have experienced physical, sexual and/or emotional violence in their life; with 6% experiencing it often in the preceding 12 months. (NFHS-4, 2015-16).



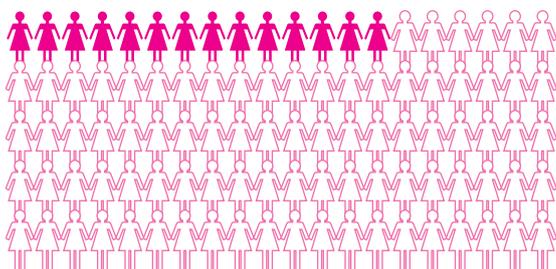
52% of women and 42% of men believe that a husband is justified in beating his wife

in at least one of seven specified circumstances included in NFHS-4 (2015-16).



The most common type of spousal violence is physical violence (30%),

while 7% of ever-married women experience sexual violence. Among these ever-married women who have experienced any spousal physical or sexual violence, 25% have sustained some kind of injury, with 8% reporting serious injuries — 5% reporting deep wounds and broken bones or teeth and 3% reporting severe burns. (NFHS-4, 2015-16)



Only 14% of women who have experienced physical or sexual violence reported seeking help in 2015-16,

a sharp decline from the 24% reported seeking help in NFHS-3. Among the women who sought help, the most common source of help was her own family (65%).

SHEET

The Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013 has almost no allocation.



In 2019-20, the Ministry of Finance provided an amount of INR 4357.62 crores under the Nirbhaya Fund (MWCD Annual Report, 2019-20).

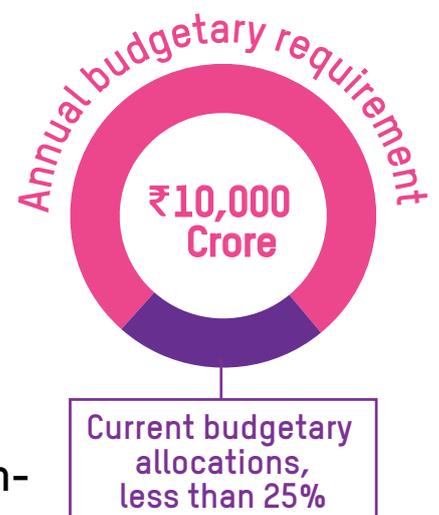
However, nearly 73% is allocated to the Ministry of Home Affairs (Police), while some Ministries like Health, Education and Urban Development have not even put up proposals.



Schemes like 181-women helpline, One Stop Centre, Swadhar Greh (Shelter Homes), and Fast Track Special Courts are being implemented by the Government.

However, all these schemes combined were only allocated INR 2009 crores in the Union Budget of 2020-21 (BE).

The share of these schemes in the Union budget has only increased from 0.02% in 2018-19 to 0.07% in 2020-21 (Union Budget Documents, multiple years). The level of per capita allocations thus remained a meagre INR 30.67 for overall female population in 2020-21 (BE) and at INR 102.24 per capita for the 8.44 crore women and girls who continue to suffer from spousal and non-marital sexual violence.



There is an annual budgetary requirement of a minimum of INR 10,000 to 11,000 crores for women-specific VAWG programming in India.

The current budgetary allocations are not even a quarter of what is actually required to maintain the minimum standard of VAWG response services. In fact, a review of the allocations for the four key Ministries (excluding transport) shows a shortfall of 85% in the budgetary allocations for women-specific response services.



EXECUTIVE SUMMARY

Violence Against Women and Girls (VAWG) has been internationally recognised as a fundamental violation of human rights, and a serious concern for public health and gender equality. Nevertheless, it continues to manifest itself in multiple forms in India. The Government of India's commitment towards undertaking reforms to ensure women's rights and elimination of VAWG is reflected in its several legislations and policy reforms. However, the translation of these legislations and policies into budgetary allocations is still a matter of concern (UN Women 2013; Oxfam, 2015; CBGA, 2011 and 2017).

The current study has been undertaken to track the translation of the government's commitments on VAWG into budgetary commitments at the Union level for the financial years 2018-19, 2019-20 and 2020-21. The study is guided by the overarching five-step framework for Gender Responsive Budgeting (GRB) developed by Debbie Budlender (2003) and endorsed by Ministry of Women and Child Development (MWCD), Government of India (MWCD, 2015). The framework has been adapted to suit the context keeping in mind availability of data and information on VAWG services.

The scope of the study has been limited to analyzing the women-specific VAWG response services supported by the Union government and its adequacy and efficacy in terms of the magnitude of physical, sexual and emotional relationships – both spousal and non-marital relationships. The study findings will contribute to understanding the magnitude of violence faced by women and girls, the budgetary requirements for adequate services and will enable constructive dialogues to make the required budgets available.

Extent of VAWG in India

National Family Health Survey - 4 (NFHS-4) (2015-16) reveals that there is a high prevalence and severity of VAWG in India, with more than 30% of women and girls overall reporting physical and sexual violence; and 33% of ever-married women reporting domestic violence. Almost 25% of the domestic violence survivors reported being injured in the process. Furthermore, hardly 14% of these affected women and girls seek any form of support or assistance with more than half of the women

justifying wife beating in certain circumstances. It is not surprising thus, that the reporting of cases of VAWG in the country is still very minimal.

Given this lack of disclosure, and in absence of any comprehensive national-level data on the extent of VAWG in the country, it is difficult to assess the magnitude of the problem in absolute terms. However, understanding this is very essential for being able to project the resource requirements for VAWG response services at the national level.

With this in mind, the study used the proportional estimates from NFHS-4 and NCRB-2018 and applied them to population projections for 2018 to estimate the potential population affected by VAWG. The calculations, details of which have been shared in the report, project that there are more than 8.44 crore women affected by spousal violence who need emotional support as well as integrated social and legal response services; of which 1.83 crore survivors also need medical attention. Furthermore, there could be a potential 0.54 crore survivors of sexual violence who need integrated psycho-social and medico-legal care, of which 0.27 crore girls under the age of 18 years also need child protection services.

Required Budgetary Resources at Union Level

The GoI through its various legislations and policies has made many vital commitments towards providing relief and redressal to the survivors of VAWG. If these commitments were to be translated to programmatic interventions aimed at reaching out to around 60%

of affected women mentioned above in the next five years, the study has estimated that an annual budget of INR 10,000 to 11,000 crores would be required for just women-specific VAWG programming in India. While the details of the estimation have been shared in the report, it needs to be highlighted here that almost half of the budget allocations has to be for the Ministry/ Department for Women and Child Development for programmes like Women Helpline, One-Stop Centres, Shelter Homes, and other services directly helping women.

Needless to say, these allocations will be required in addition to putting in place mainstream infrastructure like Police Stations, Police Personnel, Hospitals and Health Centres, Legal Aid Clinics, and Courts. These services also need adequate budgetary provision as highlighted in various studies and government reports. (India Justice Report, 2019; HLG on Health for 15th FC, 2019)

Furthermore, the government would also need to put in place institutional mechanisms to ensure that the mainstream expenditures too are responsive to gender concerns, requiring an additional INR 165 crores annually for affirmative action to recruit more women in the workforce in the police, judiciary, legal aid and social sectors; gender sensitisation and training of at least one-tenth of the existing workforce in these departments; monitoring and tracking progress on GRB measures on VAWG and undertaking research on gender-based violence.

Existing Budgetary Allocations at Union Level

Unfortunately, the current budgetary allocations (Budgetary Estimates or BE) are not even a fourth (25%) of what would be required, if we were to reach even 60% of the survivors. *Women-specific allocations for VAWG*, including inter-alia schemes like 181-women helpline, One Stop Centre, Swadhar Greh (Shelter Homes), and Fast Track Special Courts, which are specifically targeted for women and girls and wherein 100% of the funds benefit them, formed less than 0.07% of the total union budget allocations in 2020-21.

In the Union Budget of 2020-21 (BE) a total amount of INR 2009 crores has been allocated for such women-specific allocations dedicated to addressing VAWG. And although this is a quantum jump in the total allocations for such schemes being made over the years, having multiplied 3.4 times from what was allocated in 2018-19 (BE) which is very welcome. However, if measured at the level of per-capita allocations the 2020-21 allocation also seem meagre at INR 30.67 for overall number of women in the population and at INR 102.24 per capita for the 8.44 crore women and girls who continue to suffer from spousal and other forms of gender based violence.

Critical Gaps in Services

It is not surprising thus that there are critical gaps in availability of VAWG services at the ground level. Only 100 women per lakh women population in the country have access to free legal aid services (National Health Profile, 2019); and there are only 2.5 beds per lakh women population in union government supported Shelter Homes, One Stop Centres and Swadhar Grehs (Sakhi Dashboard, 2020; Parliament Question, 2019)

Against the backdrop of rising violence against women, moving away from these budgetary priorities further weakens the response system to VAWG. There is an urgent need for all concerned Ministries (MWCD, MHA, MoHFW and Law and Justice) to prioritize women specific VAWG programmes and to invest adequately in those. There is also a need to look at quality of services so they can best serve the interests of women.

Again, while overall allocations have been limited, an added disadvantage for VAWG allocations is the *restrictions in unit costs*² of the various schemes especially those related to social services – Women’s Helpline, One-Stop Centre and Swadhar Greh (Shelter Homes). The study highlights some critical gaps in the same. To share an example – the actual amount provided per resident for food expenses under the Swadhar Greh appears to be as low as INR 31.23 per day. (Based on MWCD Sanction Order)

The Nirbhaya Fund

To address these gaps in VAWG funding, in 2014, the Nirbhaya Fund, a dedicated non-lapsable corpus fund for empowerment, safety and security of women and girl children, was set up with an initial Government contribution of INR 1000 crores. Subsequent annual additions to the fund were made and by 2019-20, the Ministry of Finance had provided an amount of INR 4357.62 crores under the Nirbhaya Fund (MWCD Annual Report, 2019-20). Different ministries/departments/states are expected to put up proposals related to women's safety, which is appraised and recommended by the Empowered Committee of Officers. A major concern with Nirbhaya funds until 2017-18 had been with the allocation and release of money for projects and schemes. However, that seems to have been improving since 2018-19. By July 2019, 33 proposals worth INR 5670.41 crores were approved, around 40% of this amount i.e., INR 2250.73 crores was released and only 61% of the amount released i.e., INR 1376.91 crores was utilised. (Press Information Bureau, 2019). Nirbhaya funds have majorly contributed to the increase in allocations for VAWG over the years. The fund allocations accounted for 62%, 75% and 92% of the total women-specific allocations (BE) on VAWG in the Union Budget of 2018-19, 2019-20 and 2020, respectively.² A major limitation of the fund, however, is that almost 73% of the allocations go only to Home Affairs (Police), and only five states—Delhi, Tamil Nadu, Karnataka, Maharashtra and Uttar Pradesh, have a share of almost 57% of total allocations. Within Home Affairs, more transparency is required about how the funds were actually used, and what proportion of the funds went for women specific objectives, such as reducing crimes against women.

Recommendations and Policy Asks

Given these critical gaps, there is a need for urgent action to increase the budgetary allocations as well as undertake policy action to improve the efficacy of these allocations into efficient and quality VAWG response services at the ground level. The key recommendations emerging from the study are:

1. Increase the overall allocations for women specific VAWG programmes and schemes to INR 11,000 crores annually in an incremental manner, while also removing bottlenecks which prevent these funds to be effectively utilised.
2. In schemes which provide for construction support, capital expenses should be budgeted for annually so that maintenance of quality infrastructure for VAWG response and redressal is possible on an on-going basis.
3. It should be ensured that the central government shares 90 to 100 % of these budgetary allocations as against the current central state sharing mechanism of 60:40. The focused central support to women-specific programmes and schemes, should be a policy decision, issued as guidelines by the Ministry of Finance.
4. The GoI should also consider expansion of the Nirbhaya Fund at least for another five to ten years to support such interventions with a clear plan for long term funding of services created.
5. Benchmarks need to be created for universalisation of all the VAWG services, including numbers per population; and a consistent taken for availability and quality, at the district and sub-district level. All districts in the country should have these nine services — a) Dedicated all-women PCR van linked to the Helpline; b) One-Stop Centre and/or Crisis Intervention Centres attached to the District Hospital and also at the sub-district level; c) One Swadhar Greh or shelter home for every

1. Most scheme guidelines in India prescribe rates for each of the components that can be funded under the scheme. This not only reduces the flexibility given that the rates are fixed at a national level but more often than not these rates are dismal, not taking into account the market rates and/or building in for inflationary trends over the years.

2. Calculated based on (Union Budget Documents, multiple years; Press Information Bureau, 2020)

- four lakh population; d) One Protection Officer with independent charge, dedicated service providers and administrative support for implementation of PWDVA; e) Local Complaints Committee with dedicated office space and staff for implementation of Sexual Harassment at Workplace (Prevention, Prohibition and Redressal) Act; f) District Legal Service Authority (DLSA) with office space and full time secretary; g) Mobile Forensic Van attached to Women's Desks at Police Station; h) Anti-Human Trafficking Units; and i) Empanelled specialists such as psychiatrists, persons specialised in sign language, experts working with children, and other specialised services required.
6. The unit costs of all schemes should be revised bringing it at par with standard of living costs and the need for adequate number of professionals to be employed.
 7. More importantly programme costs especially those related to food, clothing and medical expenses need to be revised. A standard benchmark of what is being provided generally by the government for college hostels may be used for the same.
 8. And last but not the least, focused gender sensitisation and training of existing workforce in police, judiciary, legal aid, health and social sectors. These should be made a separate budget head within each of the training institutes of all department trainings. All dedicated trainings as well as sessions within mainstream trainings should be funded and linked to this head to enable tracking of the same.



OVERVIEW

1. BACKGROUND



India ranked 95th out of the 129 countries on the SDG Global Gender Index released in June 2019. With a score of only 56.2, India is considered to have fared “very poorly” on the index especially on the SDG 5, the stand-alone gender equality goal. (Equal Measures 2030, 2019). One of the key determinants for the low scoring has been the persistence of various forms of Violence Against Women and Girls (VAWG) existing in the country.

Though Violence Against Women and Girls (VAWG) has been internationally recognised as a fundamental violation of human rights and a serious public health and development concern, it continues to manifest itself in multiple forms in India. Around 33% women report to have suffered some form of domestic violence (NFHS-4, 2015-16); one woman/girl is raped every 15 minutes (NCRB, 2018), and an estimated 63 million women are ‘missing’ from the population due to sex-selection (Economic Survey, 2017-18).

It is important to assess the actions taken by the GoI toward reducing gender discrimination and elimination of VAWG in the country. The Niti Aayog SDG India Index Report (2019-20) highlights the government’s commitment towards undertaking these reforms as reflected in several legislations and policy reforms.

However, the translation of these legislations and policies into budgetary allocations is still a matter of concern. (UN Women 2013; Oxfam, 2015; CBGA, 2011 and 2017)

Recognising that without adequate resources, the government mandate to address VAWG may not be as successful, this study thus, analyses the trends in allocation of budgetary resources by the Union Government towards the same. The focus of the study is particularly limited to women-specific¹ VAWG response services including allocations for helplines, one-stop centres, shelter homes, survivor compensation funds, etc.

¹ Women-specific is a term defined by the Government of India as part of its Budget Circular to include all those programmes and services wherein women and girls are the sole beneficiaries and 100% of the flow of funds is expected to reach them.

2. OBJECTIVES AND SCOPE



This study has been planned with the purpose of reviewing the expanse and adequacy of the budgetary allocations made by the Union Government for systematic women-specific VAWG response services; assess the gaps in resource allocations and identify budget asks for future.

The key objectives of the study are:

- ◆ To map the extent of VAWG in India;
- ◆ Using the lens of legislative and policy entitlements of VAWG survivors, estimate the budgetary resource requirement for addressing VAWG;
- ◆ To assess the current budgetary trends for women-specific VAWG response services; and
- ◆ To review the availability of these response services, based on secondary data, to put the budgetary findings in context.

The study recognises that the overall budgetary allocations for VAWG in the country includes a wide range of interventions made by the Union and State Governments of India across various Ministries and Departments including Home Affairs, Legal Affairs and Justice, Health and Family Welfare, Social Welfare especially Women and Child Development, as well as those related with transport and other infrastructure development (Roads and Transport, Railways, Urban Development, etc).

The scope of this study, however, has been limited to the Union Budget of India (2018-19, 2019-20 and 2020-21) and only looks at women-specific VAWG response services including programmes and schemes like helplines, one-stop centres, shelter homes, survivor compensation funds, etc. Towards this the study also looked at the 'Operationalisation of Nirbhaya Fund'— a fund dedicated to women-specific VAWG response services.

The study also recognises that there are multiple forms of VAWG prevailing in the country such as and including, sex-selection; rape and sexual assault; child sexual abuse; domestic/spousal/intimate partner violence; sexual harassment at workplace; human trafficking;

acid attacks, honour killing — all requiring integrated psycho-social-legal and medical services as per specific requirements of each survivor. Data related to spousal and non-spousal violence faced by women has been used to enumerate the number of women requiring services. The data available is as follows:

- a) Physical, Sexual, Emotional and Economic violence within spousal/marital relationships (hereafter referred to as domestic violence); and
- b) Rape and sexual assault outside spousal relationships

While these other forms of prevalence of VAWG like Child Marriage, Trafficking, Sex-selection, etc. are equally important and often structural in nature. While the allocations for these services have been considered in determining the overall women-specific VAWG allocations, as they do have an indirect impact on domestic and sexual violence, these have not been included in the detailed analysis due to time and data constraints.

The study findings are expected to contribute to having constructive dialogues with the GoI and will enrich Oxfam's policy influencing efforts.

3. CONCEPTUAL FRAMEWORK



The study uses the lens of Gender Responsive Budgeting (GRB), a tool also adopted by the GoI, for gender mainstreaming. The application of GRB in this context mainly relates to tracking the translation of the government's commitments on gender equality and elimination of VAWG into budgetary commitments.

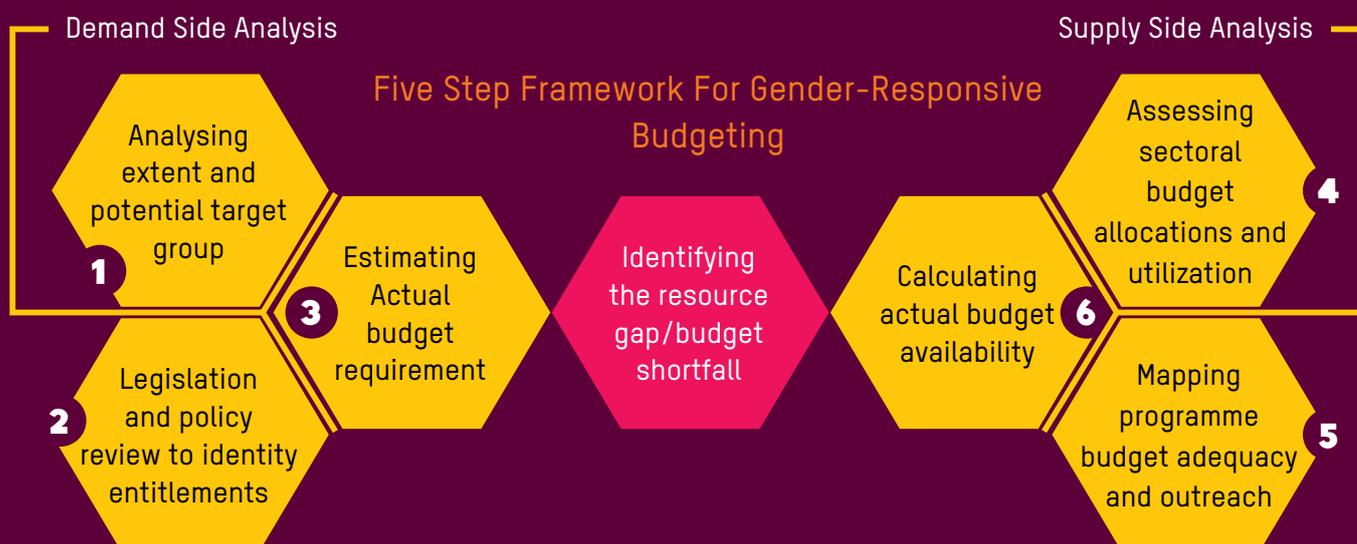
With this at the core, the study used an adaptation of the overarching five-step framework for GRB developed by Debbie Budlender (2003) and endorsed by MWCD, GoI (MWCD, 2015). The process included the following steps:

Step 1: Mapping the extent of VAWG in the country and estimation of the potential number of survivors of VAWG across states and UTs.

Step 2: Review of pertinent legislations, policies and advisories/protocols related to VAWG to chart the entitlements of VAWG survivors and mapping the requisite programme interventions emerging from the analysis.

Step 3: Assessing the budgetary resource requirements based the potential target group (identified in Step 1) and the required programmatic interventions (identified in Step 2).

Figure 1: Study Framework



Step 4: Assessing the actual budgetary resources made available for VAWG response services by the union government, through review of the trends in sectoral budgetary allocations and expenditure for women-specific allocations.

Step 5: Examining the adequacy of the budgets of key women-specific VAWG response services (identified in step 4) in terms of unit costs, total allocations, utilisation and implementation/outreach.

Step 6: Assessment of budgetary shortfalls and identification of key policy asks and budget demands for the future.

This study framework (Figure 1) has been developed to suit to the VAWG context in India as well as keeping in mind the limitations of availability of data and information.

The study mainly relies on quantitative data from union budget documents and official statistics to inform the analysis; although secondary literature review has also been undertaken to understand field realities and concerns. (see Annex 1 for detailed methodology note).

4. STUDY LIMITATIONS



This study is a part of a larger assessment being planned by Oxfam which includes GRB analysis of state-level budgets for select states and ground level verification of actual availability of VAWG services and the quality of the service. Thus, the study is limited to a desk review of budgets based on online information and published reports. Thus, although critical for an overall assessment, this study does not include:

- a) Critique of the legislative and policy provisions for VAWG;
- b) Allocations for mainstream infrastructure and services which may be pro-women (i.e those also reaching out to women), but not focused specifically on women and girls;
- c) State-share of budgets for Centrally Sponsored Schemes (CSS);
- d) Head-wise allocations within the programmes; and
- e) Ground-level assessment of actual availability and/or quality of the service available



DEMAND ANALYSIS



1. MAPPING EXTENT OF VAWG IN INDIA



Violence against women and girls (VAWG) remains prevalent and pervasive in India, both within the domestic and public sphere. The most predominant forms being physical, sexual and emotional spousal violence; rape and sexual assault including on minor girls. The study has looked at these in more detail on four parameters – prevalence and severity of the violence as well as status of disclosure and (societal) acceptance of the violence.

1.1 Prevalence

A very high degree of spousal violence exists, with around 33% of ever-married women in India having experienced physical, sexual and/or emotional violence in their lives; with 6% experiencing it in the preceding 12 months. (NFHS-4, 2015-16). However, even among the 2% never-married women who reported having experienced sexual violence, the most common perpetrators are relatives (30%), current or former boyfriend (16%), own or family friend (28%)

indicating that almost three quarters of the non-marital sexual violence is also within the domestic sphere (NFHS-4, 2015-16). This clearly points to need for the government to focus urgently on prevention of violence within the confines of homes both both within and outside marital relationships. Besides awareness, they would need access to psycho-social support so as to be able to break free from the social shackles which pushes them to keep accepting the situation, often silently.

1.2 Severity

The most common type of spousal violence is physical violence (30%), while seven percent of ever-married women experience sexual violence. (NFHS-4, 2015-16). Among these ever-married women who have experienced any spousal physical or sexual violence, 25% have sustained some kind of injury, with 8% reporting serious injuries — 5% reporting deep wounds and broken bones or teeth and 3% reporting severe burns. (NFHS-4, 2015-16). Most of these women would need medical attention and that places casualty medical officers and doctors at primary health centres as the first point of contact for VAWG survivors who can guide them to seek professional help.

1.3 Disclosure/Reporting

This is important as the actual reporting of VAWG remains dismally low in the country. A review of NCRB data shows that only 1.29 lakh cases of domestic violence were reported with the police under the IPC and other special acts in 2018. Even reporting of sexual violence outside marital relationships is low with only around 1.34 lakh cases of rape and sexual assault reported. (NCRB, 2018). In fact only 14% of women who have experienced physical or sexual violence reported seeking help in 2015-16, a sharp decline from the 24% reported seeking help in NFHS-3. Among the women who sought help, the most common source of help was her own family (65%), followed by husband's family (29%), friend (16%). Among institutional sources of help, the most common is police (3%), followed by a religious leader (2%). Only one percent each have ever sought help from doctor or medical personnel, a lawyer, or a social service organisation (NFHS-4, 2015-16). These point to the need for systematic changes to stop victimisation of the survivors and create an enabling environment for the survivors to report the violence and seek help for the same. This also highlights the need for stronger response mechanisms and government-support systems for dealing with the aftermath of reporting the violence.

1.4. Acceptance

The data clearly points to the high level of acceptance

of VAWG within Indian society, especially spousal violence. The gendered norm that it is the husbands' "right" to control their wives in various ways, including through violence still holds weight. *52% of women and 42% of men believe that a husband is justified in beating his wife in at least one of seven specified circumstances* included in NFHS-4 (2015-16). What is worse is that these attitudes haven't changed overly much in the past ten years since NFHS-3 (2005-06).

Knowledge Gaps on VAWG in India

The key information sources for understanding the extent of gender-based violence in India is limited to the National Family and Health Surveys (NFHS) and the National Crime Records Bureau (NCRB) annual reports. While the former is based on community surveys by interviewing men and women aged 15 to 49 years; the latter is based on actual police records and status of crime reporting and resolution. Other than these there are no national and/or state level quality reports which are supported and approved by the government.

A key policy ask for VAWG would be to support more research especially for:

- ◆ Understanding the extent of sexual abuse within and outside marriage in the domestic sphere;
- ◆ Mapping the extent of child sexual abuse;
- ◆ In-depth research on domestic violence and help-seeking behaviour of women survivors;
- ◆ Accessibility and effectiveness of VAWG response mechanisms;
- ◆ Impact of gender-based violence on women's physical and mental health;
- ◆ Understanding the response of medical and legal services; and
- ◆ Research on the implementation of the laws such as PWDVA, POCSO, Criminal Law Amendment Act, among others

1.5 Estimated VAWG Affected Population

While mapping the extent of VAWG in the country across various parameters is important, it is equally important to also understand in absolute numbers the potential number of women and girls who face violence to be

able to assess the actual demand for VAWG services in the country. Unfortunately, not only is there a gap in actual figures being available, there are also no focused primary surveys conducted nation-wide which could provide a more accurate estimation.

The study, however, recognises that the adequacy of budget allocation cannot be assessed without an estimation of the affected population in absolute numbers. Thus, the study attempts to estimate the affected population and the potential target for various services, based on available data sources.

This was done through proxy indicators selected from NFHS-4 (2015-16)¹ for estimating the proportion of women and girls affected by different types of violence and application of the proportional data to projected female population in 2018 (Projected Population, 2019) to arrive at absolute figures. Wherever applicable the NCRB (2018) data which provides absolute numbers have also been used. These figures, shared in Table 1, although based on assumptions and conservative estimations, have the scope to inform policy and budgetary asks for VAWG response services in a more logical manner.

Table 1: Estimated affected population for designing VAWG response services in India

DOMESTIC VIOLENCE	SEXUAL VIOLENCE OUTSIDE MARRIAGE
There are an estimated 8.44 crore women and girls affected by Domestic Violence in India ²	There are an estimated 0.54 crore women and girls affected by Sexual Violence in India ⁶
All these 8.44 crore need emotional support, and integrated socio-legal responses such as those provided by helplines and One Stop Centres	These are women who complained of sexual violence outside of spousal violence
Of these	All these 0.54 crores need emotional support, and integrated socio-legal responses such as those provided by helplines and One Stop Centres
=> 1.83 crore also need medical attention ³	Of these,
=>1.20 crore additionally require access to protection officers and service providers ⁴	=>0.27 crore would additionally require child protection services ⁷
=>0.05 crore would also be in need temporary shelter and free legal aid services ⁵	=>0.01 crore also need medico-legal care, crisis intervention centres, prosecution and judicial services. ⁸

- 1 The study recognises that NFHS data is limited in this regard both due to the age restrictions—it focuses on the age group of 15 to 49 years, its significant bias on coverage of ever-married women—as well as definition constraints. Nevertheless, in absence of any other nation-wide data source, NFHS remains only suitable option for this analysis. All the numbers are conservative estimates of the services that would be required as each survivor of violence may require multiple different services.
- 2 Estimated by projected female population figures of 2018 multiplied by proportion of married women in census 2011 to get the population of married women and application of proportion of women experiencing spousal violence in last one years (24.6%) as per NFHS 2015-16 to get the estimated number of women facing domestic violence.
- 3 Estimated by projected female population in 2018 multiplied by proportion of never married women in census 2011 to get the population of never married women and application of the proportion of never women experiencing sexual violence as per NFHS 2015-16 (2%) to get the estimated number of women facing sexual violence. Please note that the focus on never-married women for this calculation is sexual violence in spousal relationships has already been included as part of Domestic Violence figures.
- 4 Of all women experiencing domestic violence, the percentage of women who face injury as per NFHS 2015-16 (25.7%) has been estimated to get the number needing medical attention in addition to integrated socio-legal services.
- 5 Of all women experiencing domestic violence, the percentage of women who seek any help as per NFHS 2015-16 (14.3%) has been estimated to get the number needing protection officers and service providers.
- 6 Of all women facing domestic violence, the percentage of women who sought institutional support as per NFHS 2015-16 (4%) has been estimated to get the number needing shelter homes and free legal aid.
- 7 Half of those affected by sexual violence are girls below 17 years needing child protection services (based on NFHS data).
- 8 Calculated based on number of women reporting sexual assault as per NCRB 2018 need medico-legal, prosecution and judicial services.

2. NATIONAL, LEGISLATIVE AND POLICY COMMITMENTS



Mandated by the Constitution of India as well as various human rights and gender equality instruments, the Government of India has put in place a very robust legislative and policy framework in place to address VAWG concerns. Some of the most critical provisions reviewed as part of the study are the given in Figure 4.

Figure 4: Legislative and Policy Provisions reviewed for the study

Legislations & Policies	Advisories and Protocols
Crimes identified under Indian Penal Code (IPC):	◆ Advisory to ensure strict compliance with provisions of law in respect to FIRs for cognisable offence, by Ministry of Home Affairs, May 2019
◆ Rape (Sec. 376 IPC); Molestation (Sec. 354 of IPC); and Sexual harassment (Sec. 509 of IPC).	◆ Advisory on comprehensive approach towards crime against women, by Ministry of Home Affairs, May 2015
◆ Homicide for Dowry and/or Dowry Deaths (Sec. 302/304-B of IPC).	◆ Advisory for setting up Investigative Units for crime against women, MHA, January 2015
◆ Code of Criminal Procedure (CrPC) amendment 2013 and 2018	◆ Affirmative action for 33% reservation for women in police force, MHA, April 2013
◆ The Sexual harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013	◆ Advisory of human trafficking as an organised crime, MHA, April 2012
◆ The Protection of Children from Sexual Offences (POCSO) Act, 2012	◆ Advisory on measures to curb crime against women, MHA, September 2009
◆ The Protection of Women from Domestic Violence Act (PWDVA), 2005	◆ Guidelines for medico-legal care for VAWG victims/survivors of sexual violence, 2014
◆ Legal Services Authorities Act, 1987	
◆ The Immoral Traffic (Prevention) Act, 1956	

Based on the review of the above legislations, policies and directives, the various government commitments for VAWG victims/survivors and the action (activities) required to be undertaken for achieving the same has been mapped. The review reflects *a key commitment for five types of services/programmes—Police, Medical, Social, Legal Aid and Judicial Services*. These are similar to the types of essential services package for women and girls subject to violence identified

by UN Women (2013)⁹. Table 2 provides a summary of this analysis, which would form the basis for VAWG programme and budget estimation.

It needs to be noted here that there are other important services required for prevention and awareness building as well as overall economic empowerment of women. While not in anyway diminishing the importance of these programmes for addressing VAWG concerns, in order to enable a more in-depth analysis the study has been limited to women-specific VAWG response measures.

⁹ The key essential services identified include health, justice and policing, social services, coordination and governance of coordination

Table 2: Mapping programming requirements against legal and policy commitments

Type of Services	Commitments/ Provisions for VAWG victims/survivors	Programmatic Requirements
<i>SOCIAL</i>	<ul style="list-style-type: none"> ◆ Timely information and assistance through a coordinated agency for survivors of violence ◆ Protection Officer for filing of Domestic Incidence Report (DIR) and serving of Protection Orders ◆ Service Provider (including Shelter Homes for Domestic Violence Survivors) ◆ Protective Homes for Trafficking Survivors ◆ Awareness and behaviour Change 	<ul style="list-style-type: none"> ◆ One Stop Centres or Sakhi Centres ◆ Women Helpline ◆ Advertisement and Publicity ◆ Full-time Women Protection Officers with proper office support ◆ Empanelled Counsellors ◆ Construction of Shelter Homes ◆ Running/ Support for running Shelter Homes ◆ Short Stay Homes ◆ One Stop Centres for VAWG ◆ Protection Homes for tracking survivors
<i>HEALTH/ MEDICAL</i>	<ul style="list-style-type: none"> ◆ Medical Attention to survivor of domestic violence ◆ Dignified and Free Medical Treatment for survivors of rape and sexual assault ◆ Medico-legal Care and Forensic Evidence Collection ◆ Psychiatric Counselling 	<ul style="list-style-type: none"> ◆ Sensitive and trained doctors and casualty medical officers ◆ Hospitals to function as service providers and file DIRs ◆ Separate rooms for examination of rape survivors in hospitals ◆ Sensitive and trained doctors, casualty medical officers preferably women and gynaecologists ◆ One-Stop centres in hospitals ◆ Adoption of Medico-legal Care Guidelines by State Ministries of Health and Family Welfare and capacity building of health care providers under the same

Type of Services	Commitments/ Provisions for VAWG victims/survivors	Programmatic Requirements
<i>POLICE</i>	<ul style="list-style-type: none"> ◆ Ease of Access to Police and Comfort of interaction and unbiased First Information Report (FIR) ◆ Timely and proper case investigation as well as filing of charge-sheet ◆ Special Police Officer, subordinate officers and advisory body to prevent trafficking 	<ul style="list-style-type: none"> ◆ Police Stations within reach ◆ Sensitive and trained Police Personnel ◆ Police Helplines ◆ Police patrolling vehicles ◆ CCTVs and Dash Cameras ◆ Sensitive and trained Women Police ◆ Women's Desk at Police Stations and/or separate Women's Police Stations ◆ Sensitive and trained investigative officers ◆ Dedicated investigative units for crime against women ◆ Forensic Laboratories and Diagnostic Centres ◆ Investigative Officers trained on forensic evidence ◆ Sexual Assault Forensic Evidence (SAFE) Kits ◆ Sensitive and trained investigative officers ◆ Dedicated anti-trafficking units
<i>LEGAL AID</i>	<ul style="list-style-type: none"> ◆ Free Legal Aid ◆ Compensation ◆ Local/District Committees for prevention of sexual harassment 	<ul style="list-style-type: none"> ◆ Legal Aid Clinics ◆ Survivor Compensation Funds ◆ Local Complaints Committee with Secretarial and other infrastructure support to committees
<i>JUDICIAL RESPONSE</i>	<ul style="list-style-type: none"> ◆ Good Prosecution Services ◆ Speedy Trials ◆ In-Camera Hearings/ Videography of Statements for rape survivors ◆ Sensitive Judiciary and justice 	<ul style="list-style-type: none"> ◆ Trained Prosecutors for VAWG related cases ◆ Fast Track Courts ◆ Special Dedicated Courts ◆ Infrastructure provision ◆ Sensitive Judiciary

Source: Developed based on review of legislative and policy measures adopted (see figure 5) and recommendations of women's agencies in various forums and secondary literature



3. ASSESSING THE RESOURCE REQUIREMENT AS PER LEGISLATIVE AND POLICY COMMITMENTS



Having estimated the number of women and girls affected by spousal violence and sexual violence outside marriage (see Table 1) as well as the required programming interventions to realise the legislative and policy commitments of the GoI on VAWG (Table 2), the study also attempted to assess the budgetary resources required to enable some of the key programmes. The assessment builds on the following assumptions:

- a) Around 60% of the affected women and girls will demand and use the response services if proper accessibility and quality of the services is ensured;
- b) The government will continue to provide these services at current unit costs with only limited upward revisions for better efficiency/quality of service;
- c) Disclosure (reporting) of crime against women will increase at 10%, 15%, 20% and 25% in the coming years;
- d) Putting the requisite response mechanisms in place for all women seeking such services will require at least five years focused and continuous budgetary commitment and should not be planned only annually.

Based on these assumptions, the total budget requirements for some of the critical VAWG response services has been computed. Table 3 brings together the summary of requirements, with the calculation basis provided in Annex 2.

Table 3: Budget Requirements for Women-Specific VAWG programming assuming demand by 60% of affected population¹⁰

VAWG Response Service	Number of Affected Women and Girls (In Crores) ¹	Number Seeking Services (in Crores)	Estimated Five-year Budget Requirement using revised costing (In Crore Rupees) ³
Women's Helpline	8.44	5.06	651.30
One-Stop Centres	1.83	1.10	2018.96
Free Legal Aid Services	0.05	0.03	750.00
Women's Civil Police/ Mahila Desk	8.44	5.06	19812.00
Women PCR Vans in each district	8.44	5.06	745.41
Investigative Units for Crime Against Women (IUCAW)	1.83	1.10	620.67
Technology for Crime Against Women Prosecution	1.83	1.10	90.54
Protection Officers for PWDVA	1.2	0.72	280.90
Dedicated Service Providers for PWDVA	1.2	0.72	1440.00
Shelter Homes	0.05	0.03	2653.51
SHW for sexual harassment at the workplace	1.28	0.77	43.44
Protection Homes for Trafficking survivors	*	NA	435.50
Anti-Human Trafficking Units	*	NA	131.92
Crisis Intervention Centres at all District Hospital	1.28	0.77	100.3
SAFE Kits at Hospitals	1.28	0.77	22.635
SAFE Kits at Police Stations	1.28	0.77	9.384
Empaneled Counsellors at Police Stations and Hospitals	0.013	0.02	75.81
Special Prosecutors for Crime Against Women	0.013	0.02	379.05
Fast Track Special Courts for Rape Survivors and POCSO	0.013	0.02	627.14
Compensation to Rape Survivors	0.013	0.02	22743.00
TOTAL FOR FIVE YEARS	8.44	5.06	53631.47

Source:

1. Computed by application of NHFS-5 proportional data to Projected Population figures for 2018 for Spousal and sexual violence outside marriage; NCRB (2018) data used for rape and sexual assault cases.
2. Computed 60% of violence affected population (1) will demand the services and there is an annual 10, 15, 20 and 25% increase for reported cases
3. Computed using unit costs of existing programmes and schemes of various government programmes while also incorporating proposed revisions based on 60% beneficiary coverage and/or service area coverage as applicable

Notes: * While there are no official statistics available, different reports claim that NCRB data shows that around 5000 to 8000 young girls are rescued from forced prostitution every year.

As can be seen, *there is an annual budgetary requirement of a minimum of INR 10,000 to 11,000 crores required for women-specific VAWG programming in India.* However, it needs to be noted here that these are the only dedicated women-specific allocations.

These will need to be in addition to putting in place mainstream infrastructure like Police Stations, Police Personnel, Hospitals and Health Centres, Legal Aid Clinics, and Courts.

¹⁰ See Annex 2 for basis of calculation.

Furthermore, to enable gender mainstreaming of these budgetary allocation, institutional mechanisms would be required to be in place, including:

- a) Budgets for research (also see Box 1: Knowledge Gaps on VAWG in India);
- b) Affirmative action for recruitment of more female staff;
- c) Sensitisation and training of at least 10% of police, prosecutors and legal aid lawyers, doctors and judicial officials; and

d) Monitoring and tracking of progress (through National Commissions and Statistical Bureaus).

The concerned Ministries at the national level, need to plan and budget for these interventions too. Resource estimation for the same is given as Table 4 (see Annex 2 for calculation basis). The high amounts clearly point to the need for these to be budgeted as separate programme heads so as to enable focused implementation as well as tracking of the utilisation.

Table 4: Annual Budget Requirement for Institutional Mechanisms

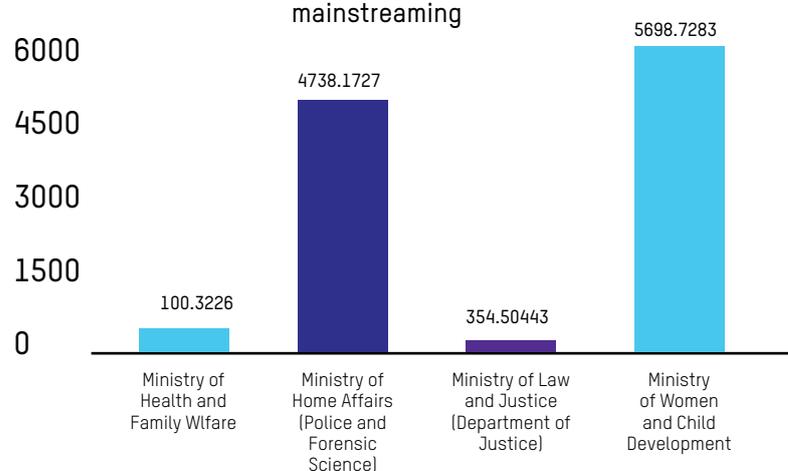
Ministry/Head	Research	Affirmative Action	Capacity Building	Monitoring	Ministry Total
MHA	0.74	31.14	38.93		70.80
MoHFW	0.74	1.40	33.08		35.22
Law and Justice	0.74	0.68	1.85		3.27
MWCD	0.74	2.40	3.00	50.00	56.14
Head Total	2.96	35.62	76.86	50.00	165.43

Source: Computed for the study using estimations shared in Annex 2

Overall, with both programme and institutional requirements, the total annual budgetary allocation required comes to around 11,000 crores. Almost half (52%) of this needs to be for programmes of Ministry/

Department for Women and Child Development amounting to around INR 5699 crores annually, followed by Home Affairs which needs to allocate around INR 4,738 crores. (Figure 5).

Figure 5: Ministry-wise annual budget allocations required for women specific VAWG programming and gender mainstreaming



Box 2: CENTRE SHOULD BEAR MORE RESPONSIBILITY OF VAWG ALLOCATIONS

The annual budget requirement for VAWG programming and institutional mechanisms under existing costing norms comes to only around 11000 crores for addressing the needs of 60% of the 8.44 crore VAWG affected population. This comes to only 0.05% of the Gross Domestic product (GDP) of India and 0.36% of the Union Budget allocations for 2020-21.

Under existing central-state sharing mechanisms of 60: 40, this comes to 6435.78 crores, which is only 0.21% of the Union Budget for 2020-21.

However, given the quantum of the budget required, it is unreasonable to expect the union government to bear full responsibility of these programmes rather than expecting states to share 40%. A focused intervention and funding from centre for these programmes will encourage states to focus on mainstream infrastructure and human resource requirements.

Alternatively, if a sharing mechanism is considered necessary for ensuring State ownership of the schemes, a special 90:10 sharing mechanism (as currently provided in case of North Eastern States) should be considered for women-specific VAWG schemes. This can actually be adopted as a norm for all women-specific schemes of GoI as part of its gender budgeting mandate.



4. SUPPLY ANALYSIS



Women-specific allocations and expenditures for VAWG in union budget

Having estimated the resource requirements, it is interesting to see the actual resource provision. In this section, we map the trends in the budgetary allocations and expenditure for VAWG response services at the union level. Women specific schemes are very essential as they are the backbone of VAWG response mechanisms. Unlike other social sector programmes like education, VAWG is very women-centric and hence the interventions required also need to be the same.

4.1 Expansion of women-specific VAWG allocations

The GoI also recognises this and there are a number of women-specific schemes addressing VAWG concerns

being funded at the union level. These include schemes like 181-women helpline, One Stop Centre, Swadhar Greh (Shelter Homes), and Fast Track Special Courts. As can be seen from Figure 6, in 2020-21 (BE)

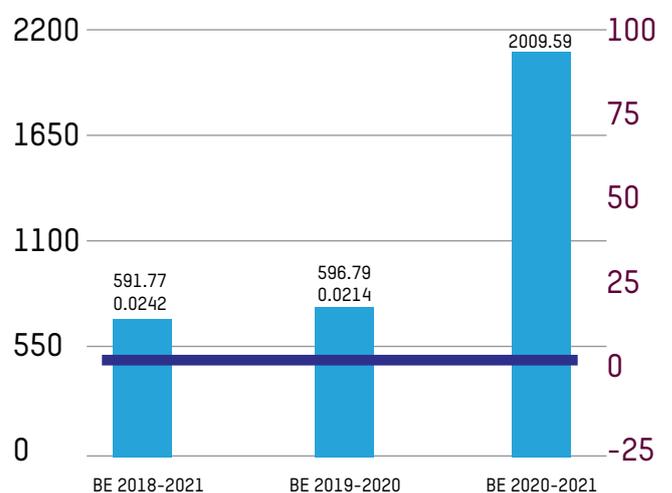


Figure 6: Women-specific allocations for VAWG in union budget of last three years

Source: (Union Budget Documents, multiple years)

a total amount of INR 2009 crores has been allocated for such schemes. This is a quantum jump in the total allocations for such schemes being made over the years. In fact, *the total budgetary allocations have multiplied 3.4 times from what was allocated in 2018-19 (BE)* (Union Budget Documents, multiple years). The major reason for this trend is the increasing

approvals and allocations/releases under Nirbhaya funds in the last three years, especially for the Ministry of Home Affairs. Table 5 brings together all women-specific VAWG schemes implemented by the central government, along with the budgetary details for 2020-21, 2019-20 and 2018-19.

Table 5: Women-Specific VAWG programme funding by Union Government

Ministry	Programme/ Scheme	Amounts in crore rupees					
		2018-2019 Budget Estimates	2018-2019 Revised Estimates	2018-2019 Actuals	2019-2020 Budget Estimates	2019-2020 Revised Estimates	2020-2021 Budget Estimates
Home Affairs (Police)	Schemes for Safety of Women (Emergency Response Support Services, Cyber Crime Prevention Units, Safe City, Survivor Compensation, SAFE kits and Forensic facilities)	50	50	50	50	50	855.23
Women and Child Development	Central Social Welfare Board (supports Family Counseling Centres, Short Stay Homes, etc)	71.5	71.5	82.48	68	75	80
	Mahila Police Volunteer (for public police interface)	7.01	7.01	4.48	7.01	4	5
	One Stop Centre	105.1	302.8	149.23	274	204	385
	Swadhar Greh (Shelter Homes)	95	50	24.5	50	35	50
	Ujjawala scheme for trafficking survivors	60	20	6.43	30	20	30
	181- Women's Helpline	28.8	28.8	11.89	17.78	17	30
Law and Justice	Fast Track Special Courts for POCSO and Rape cases	100	140	150
Road Transport and Highways	Scheme for Safety of Women on Public Road Transport (setting up monitoring centres that will track public service vehicles including buses and cab operators to be equipped with emergency buttons)	174.36	174.36	33.64	0	174.36	174.36
Railways	Integrated Emergency Response Management System (installation of closed-circuit television (CCTV) cameras in the Indian Railways linked to provide speedier assistance to passengers in distress (especially women)			0	0	267.64	250
TOTAL		591.77	704.47	362.65	596.79	987	2009.59

Source: (Union Budget Documents, multiple years)

4.2 Adequacy of women-specific VAWG allocations

These are still minuscule amounts compared to overall Union Budget allocations. As can also be seen in Figure 6, *the share of these schemes in the Union Budget has only increased from 0.02% in 2018-19 to 0.07% in 2020-21* (Union Budget Documents, multiple years). *The level of per capita allocations thus remained a meagre INR 30.67 for overall women population in 2020-21 (BE) and at INR 102.24 per capita for the 8.44 crore women and girls who continue to suffer from physical, mental, sexual and economic forms of violence.*

This is not surprising since VAWG allocations are not prioritised even within the MWCD. *The share of women specific VAWG within the total Ministry budget in 2020-21 (BE) was a minuscule 4.55% for Law and Justice; 1.93% for MWCD and 0.76% for MHA.* The fact that VAWG investments are not prioritised even within MWCD is also evident from the fact the assistance to states for implementation of Protection of Women from Domestic Violence (PWDVA) Act, 2005 by MWCD has been discontinued (Union Budget Documents, multiple years).

MoHFW has zero allocations since it officially accepted VAWG as a health concern only in 2017 and is yet to design a programme to translate the National Health Policy—Gender-Based Violence commitments into action. One of the key budgetary allocations that the MoHFW needs to make, is for implementation of the protocol (Medico-Legal guidelines) for handling sexual assault cases and implementation of obligations of healthcare providers under PWDVA. There is clearly a need for infrastructure creation and financial support to the hospitals. These include:

- a) Capacity building of all casualty medical officers, gynaecologists, paediatricians and doctors in charge of medico-legal work especially for providing sensitive care for all services.
- b) Having a special room set up in the hospital for history taking and examination of the sexual violence survivor. The room should have adequate space, sufficient lighting, a comfortable examination table, all the equipment required for a thorough

examination, and the Sexual Assault Forensic Evidence (SAFE) kit.

- c) Making provisions collection and transfer of forensic evidence.
- d) Compensating survivor for any tests not undertaken at the hospital.

4.3 Service-wise efficacy of allocations

The lack of prioritisation within ministries, also mean that the current allocations could be skewed in favour of some services while certain vital services could be lost in the process. It is not only important to have more allocations for VAWG but also the right kind of allocations.

The assessment of legislative and policy commitments of GoI and the linked programming requirements (Table 2) brought together requirements of five types of VAWG response service requirements. It is interesting to see the distribution of the current allocations across the various services. As can be seen from Figure 7, *a very high percentage (43%) of the women-specific VAWG allocations in 2020-21 (BE) was for police services through MHA* (Union Budget Documents, 2020-21).

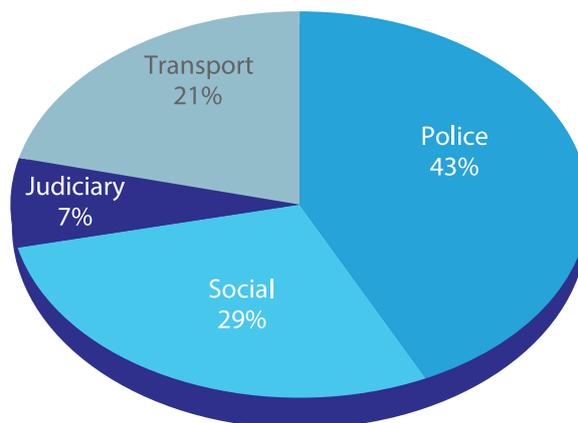
The resource requirement analysis done earlier (see section on “Assessing the resource requirement as per legislative and policy commitments”) highlights the need for almost half of the VAWG allocations to be provided for social services. Unfortunately, the current share of social services is very less at 29%. (Union Budget Documents, 2020-21) Also 66% of this is only for One-Stop Centres.

What is worse is that there are no allocations for medical support made either by MoHFW or by MWCD. And although One-Stop Centres are supposed to be attached to hospitals, as reviewed later in the study, not all of them are. Also, there are no specific allocations for medical services within the scheme and the same is expected from MoHFW as per the scheme guidelines. Unless dedicated resources for health care of the survivors is provided, VAWG will not become a priority concern within the health sector, especially not within hospitals.

Further limiting is the fact that while the allocations by MHA, Road Transport and Railways are clubbed under safety of women, they include many activities which are actually meant to strengthen and modernise the police services. Allocations for Emergency Response Support Services, and Strengthening of State Forensic Laboratories although very relevant and vital for addressing VAWG, are not exactly women-specific as they will benefit the community as a whole. An integrated emergency service will also benefit boys, accident survivors, elderly men and people with disabilities, etc.,. This is also true for public vehicle tracking systems

Figure 7: Service-wise distribution of women-specific allocations in 2020-21 (BE)

Source: Union Budget Documents, 2020



Box 3: Budgeting for Women's Special Laws

Almost all of Gol periodic review reports and women related publications in last few years have been boastful of the progressive nature of its special laws for women. A budget review of a few critical legislations like: The Immoral Traffic (Prevention) Act (ITPA), 1956 and its subsequent Amendment Act in 1986; Dowry Prohibition Act, 1961; The Protection of Women from Domestic Violence Act (PWDVA), 2005; and The Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013 shows that not many of them are backed with adequate resource allocations.

The NCRB also regularly collects data on the number of cases being reported under these special laws and publishes them in the Crime in India reports. However, a review of these laws (see Annex 2) clearly shows that these laws are much more comprehensive than being limited to targeted prosecution. All these laws have provided reliefs and redressal mechanisms for the victims and survivors of the violence.

For example, the ITPA mandates a dedicated special police officer for trafficking to be supported by police staff as well as an advisory body including civil society representatives. It also provides for protection homes and rehabilitation for rescued survivors. Similarly, the PWDVA, 2005 provides for a protection officer for filing of Domestic Incident Report (DIR), servicing and monitoring of protection orders and service providers for medical, legal and shelter services. The Sexual Harassment at Workplace Act also directs the setting up of local complaints committee especially for informal sector workers.

All these provisions require infrastructure and human resources to be dedicated at the ground level and would need to be backed with adequate and continuous funding. However, as can be seen from the various schemes and programmes supported by the union government, there is no focused funding available for implementation of any of these Acts or provisions thereof. The States are expected to make the budgetary provisions even though these are Central Acts.

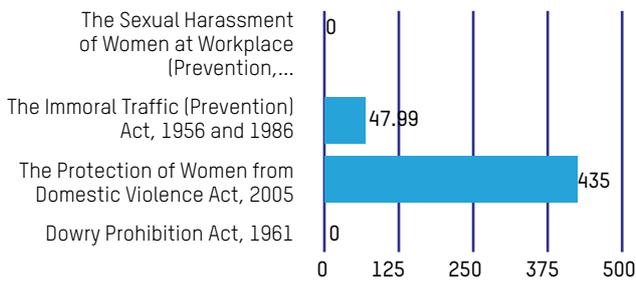
and setting up of CCTVs in public transport systems. Similarly strengthening forensic laboratories will not only help prosecution of rape and sexual assault cases but also be useful for other criminal activities. These are more pro-women mainstream allocations rather than women-specific allocations. If these were to be reported as such the actual allocation for women-

specific VAWG response mechanisms would be further reduced by INR 500 crores in 2020-21.

The meagre provision available under the scheme for implementation of PWDVA, 2005 has been discontinued. Launched in 2012-13, the scheme was provided initially with a budget of INR 20 crore. Revised

Figure 8: Budgetary Allocations by Union Government for Implementation of VAWG Special Acts (2020-21)

Source: Union Budget Documents, 2020-21; AHTU Scheme Guidelines, 2010



estimate allocations for 2013-14 show zero allocation, indicating that the scheme did not take off that year. Subsequently, in 2015 the scheme was discontinued. The provisions required to support the implementation are also not adequately backed by other schemes. The only schemes supporting direct mandates under the Act implemented at the national level are One-Stop Centre and Swadhar Greh, which again do not have adequate budget to cover even the basic shelter services required for a country of our size with such a high prevalence of violence.

Under ITPA, the MHA proposed to create Anti-Human Trafficking Units (AHTUs) with a three-year budget of around Rs. 54 crore in 2010-11 to be funded mainly through the modernisation of police forces scheme. However, there is no report on what have been the actual expenditures and even the government’s own data on status of the AHTUs is inconsistent. The MWCD also implements the Ujjwala scheme for protection, rescue and rehabilitation of the survivors of trafficking. However, this scheme with already inadequate allocations further saw a halving of the budget in 2018-19. (CBGA, 2019). Furthermore, the limited budget of the scheme has been mainly used for supporting protection homes with hardly any allocations going for rescue or rehabilitation efforts.

The more recent Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, is even worse with almost nil allocations being

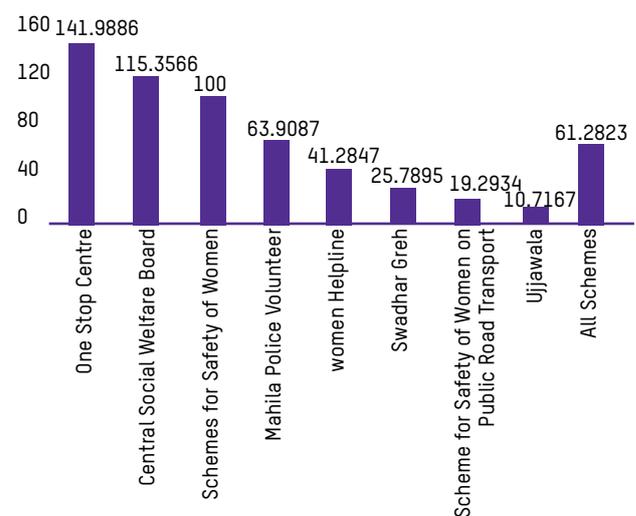
made for the Act. Figure 8 bring together the projected allocations for these Acts in 2020-21.

It is clear that the allocations are very minuscule in comparison with the mandate of these Acts and the estimated affected population figures. As highlighted by many studies (Oxfam India, 2015; Jhamb, 2011) these are hardly sufficient and lack of adequate funds thus remain a major gap in the implementation of these Acts.

4.4 Actual Expenditure and Utilisation

Furthermore, the actual expenditure still remains a concern with only 61.23% utilisation in 2018-19 (Figure 9). Except for One Stop Centre, Central Social Welfare Board, none of the schemes of MWCD actually have even two-thirds (66%) utilisation rate. What is even more of a concern is that even for existing schemes like Swadhar Greh and Ujjwala which are so important for distressed women, the actual expenditure is just 26%. Both these are temporary shelter homes and have mainly recurring costs such as rent, food and medical costs, and a decline in utilisation could actually mean closing down of these homes. (Union Budget Documents, multiple years)

Figure 9: Percentage Utilisation of Women Specific VAWG Programmes (Union Budget 2018-19)



Also try limiting the greens to hardcore data; a lot of things can be put as blurbs on the white sides of the page.

Box 4: Operationalising of the Nirbhaya Fund

The Nirbhaya Fund is a dedicated non-lapsable corpus fund set up in 2013-14 with an initial Government contribution of INR 1000 crores for empowerment, safety and security of women and girl children. Subsequent annual additions to the fund were made and by 2019-20, the Ministry of Finance had provided an amount of INR 4357.62 crores under the Nirbhaya Fund (MWCD Annual Report, 2019-20). Different ministries/ departments/states are expected to put up proposals related to women's safety, which is appraised and recommended by the Empowered Committee of Officers. As per MoF guidelines, the costs of the proposals are to be shared with the state government in a 60:40 ratio, with the states contributing 40%. Though the total magnitude of funds in the corpus itself is not large, the introduction of the fund reinforced the need for coordinated efforts by the government authorities across a range of sectors to ensure safety of women and address VAWG. A critical aspect of mapping women-specific VAWG allocations in India thus, is to analyse and review the status of the Nirbhaya Fund. The key highlights include:

- ◆ Lack of clear mechanism had led to most of the fund remaining unutilised for the first two years. Finalising of the fund guideline in 2015 and the framework for Nirbhaya fund in 2017 has finally led to utilisation of the Nirbhaya funds.
- ◆ Between 2016 to 2019, a total of 59 proposals/schemes have been received from various Ministries, State Governments and UTs of which 33 projects/schemes worth 7464.64 crores were appraised and reviewed by the Empowered Committee. By 26 July 2019, 33 proposals worth INR 5670.41 crores were approved. About 40% of this amount (INR 2250.73 crores) was released by then and 61% of the amount released (1376.91 crores) was utilised. (Press Information Bureau, 2019).
- ◆ As of 26 July 2019, among the various Ministries/Departments whose projects schemes were approved, the highest share of 58.30% is that of MHA, followed by 14.39% of MWCD; 10.31% for Department of Justice; 9.99% for Ministry of Road, Transport and Highways and 6.96% for Ministry of Railways (Press Information Bureau, 2019).
- ◆ In terms of schematic allocations, the highest approvals as well as releases have been for Safe City projects, followed by One Stop Centre and Fast Track Special Courts. However, what is a matter of concern is that other than for Safe City projects the allocations for all other schemes are very low compared to what is required.
- ◆ Also worrying is the trend of low releases for OSC and Fast Track Courts as against the approvals. Currently the average fund release rate for these major projects is just around 29%. And except for Central Victim Compensation Fund and Emergency Response Support Services, none of the other projects have more than 80% release rate. Even Safe City project has only 26% release rate. In fact, as of December 2019, the utilisation rate was a major concern with most states reporting low utilisation. However, data reported to the parliament in Feb 2020, shows that except Ministry of Railways and MWCD which have a 15.7% and 27.9% utilisation rate, all other Ministries have a 100% utilisation rate. However, the actual utilisation on the ground still seems to be a challenge. For example, while Delhi here reports 100% utilisation, the fact is that of the 58.5 crores from Nirbhaya funds received by Delhi Police for safety of women only INR 27.39 crores (47%) had been utilised until 31 January 2020. (PSC on Demand for Grants, MHA, 2020).

- ◆ A major limitation of the sectoral allocations is also that there is still only a narrow range of ministries coming forth with proposals with measures for women's safety. As rightly highlighted by budget analysis groups like CBGA, it is important that other departments/ministries in sectors like education, health, urban development and sanitation also propose interventions to provide support to survivors of violence. The same is true also for states, which see an uneven distribution with only five states, Delhi, Tamil Nadu, Karnataka, Maharashtra and Uttar Pradesh, having a share of almost 57% of total allocations. The proposals are submitted by respective Union Ministries and implemented by these states. Odisha, Madhya Pradesh, Nagaland, Rajasthan and Uttarakhand are the only states to have submitted special proposals under Nirbhaya. Most of these except for the Safe City project at Bhubhaneshwar (Government of Odisha) have been approved. The projects submitted and approved at state-level are interesting like – safe tourism in Madhya Pradesh; Nirbhaya Shelter Home in Nagaland; Community Action Groups for violence in Gram Panchayats (Chirali project) in Rajasthan; and Capacity Building on VAWG at State/ District and Village level in Uttarakhand. This does highlight the need for more states to put up proposals under Nirbhaya.
- ◆ An important critique is the funding of mainstream programmes which have a stronger gender impact under this fund. As mentioned earlier, (see Service-wise efficacy of allocations) schemes like Emergency Response Support Services , Forensic Laboratory Strengthening and setting up of vehicular tracking systems and CCTVs are more pro-women mainstream allocations rather than women-specific allocations which is a major mandate of the fund.

Whatever the challenges, Nirbhaya funds have majorly contributed to the increase in allocations for VAWG over the years. In fact, Nirbhaya fund is the reason why the union budget on women-specific VAWG has multiple 3.4 times in the last three years. The fund allocations accounted for 62%, 75% and 92% of the total women-specific allocations (BE) on VAWG in 2018-19, 2019-20 and 2020. The same is true also at the state level. A review of women-specific allocations on VAWG in the 2020-21 budget of NCT of Delhi, clearly shows an increase in state allocations, which atleast in part can be attributed to Centrally Sponsored Schemes (CSS) approved under the Nirbhaya Fund like Fast Track Special Courts, Cyber Crime Prevention, DNA Test Lab and finally the flow of funds from central for support for 181-helpline to the Delhi Commission for Women. And this has happened only in the last couple of years. As the results of the projects and schemes will become clearer, states and other Ministries would also be encouraged to put up innovative proposals to the fund. In such a situation, it is highly imperative that the fund is further strengthened with an increased corpus. The GoI should commit a continuation of the allocations (with increase in amount) for the next ten years as part of achieving the Sustainable Development Goal on Gender Equality (SDG 5) which has a specific objective of elimination of all forms of violence against women and girls.



5. SCHEME-WISE BUDGET UTILISATION AND ADEQUACY OF UNIT COSTS



5.1. 181-Women’s Helpline

The Scheme of Universalisation of Women Helpline (WHL) is being implemented since 1 April, 2015 with support from the Nirbhaya fund. The key objectives and VAWG response services expected through this include:

- ◆ Availability of a universal toll free 24-hour helpline number for information and support during distress across the country; and
- ◆ Crisis intervention through referral with police/PCR van, hospital/ambulance, one-stop centre, etc. (WHL Guidelines, 2015)

5.1.1. Fund Utilisation Pattern

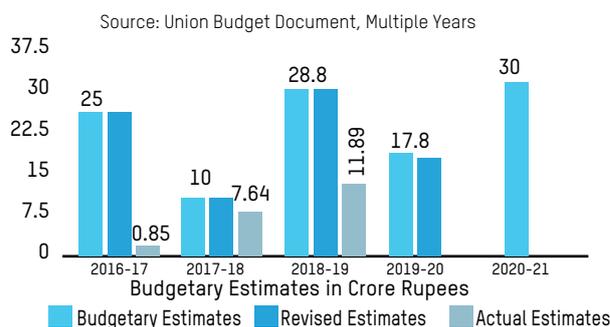
Although launched in 2015, the scheme was not quick to take off. The scheme picked up pace in 2018-19 as the helplines became operational at the state level, however, the budget allocations dropped again in 2019-20. (Figure 8).

Although, the budget allocations increased again in 2020-21, considering that there are 32 existing helplines and 4 additional to be established the annual allocation should have been 33 crores. (computed based on scheme norms) What is a greater matter of concern though, is *the actual expenditure trends- which although improved in 2017-18, still had only 76% utilisation rate. Even this dropped further to 41% in 2018-19.*

5.1.2. Components funded and Unit Cost Adequacy

Given this context, it is interesting to examine the sanctioned unit costs for the scheme. The Women

Figure 10: Budget Allocation and Expenditure for 181-Women’s Helpline in Union Budget for last five years (Amount in Crore Rupees)



Help Line guidelines provide for three types of funding support based on the state population.¹ Table 6 provides the component-wise costing of setting up a helpline at state-level.

Table 6: Component-wise Cost break up of Helpline Scheme

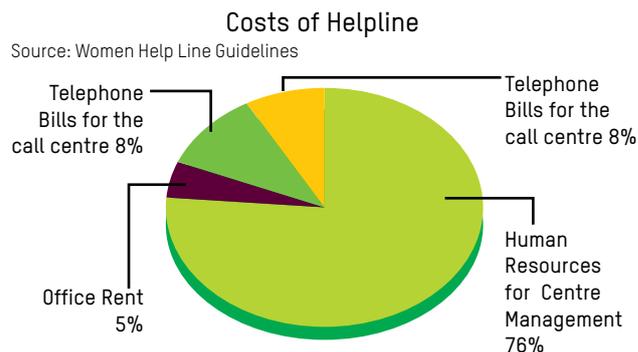
COMPONENTS	Costs
RECURRING COSTS	
Human Resources for Centre Management	@4.34 lakhs to 6 lakhs per month depending on category of state
Rent	@30000 per month
Administrative Cost including Hiring vehicle	@65000 per month
Telephone Bills for the call centre	@50000 per month
Total-Recurring	@ 68 to 89 lakhs per year
NON-RECURRING (ONE TIME) COSTS	
Equipments for running of Call Centre	@9.3 lakhs
Computer/Lap tops; Printers/Scanners with UPS Backup	@3.2 to 3.7 lakhs
Furniture, Air Conditioners, Renovation etc.	@4.5 to 5 lakhs
Total Non-Recurring Costs	@17 to 18 lakhs
Source: WHL Guidelines	

It is clear from this that the one time non-recurring costs in the scheme are very less and the main portion of the budget is recurring costs. Calculated over a five-year period the non-recurring costs are only 4% of the budget. Within the recurring costs, the maximum costs is that of human resources around INR 50 to 72 lakhs per annum per centre. This as seen in Figure 9, is 76% of the total recurring costs. What is a matter of concern however, is the low share of telephone costs. In a call centre, telephone costs should amount for a considerable share in the programme costs. However, this is not so.

Furthermore, even the unit costs for other components (staff and office rent) which seem reasonable when

¹ The differences in unit costs accommodate for the population of the state with states having more than 5 crore population (A Category) getting more money than those with one to five crore population (B Category) and those with less than one crore population (C Category) getting the least.

Figure 11: Component-wise break up of Recurring Costs of Helpline



compared to the approved rates in other schemes like Swadhar Greh, may not actually be adequate for the running of the helpline to its proper capacity. Table 7 highlights the gaps in the costing norms of the 181-helpline scheme.

Table 7: Unit Cost Limitations of the 181 Women's Helpline

Helpline Costing Norms	Limitations arising of the cost
Human Resources for Centre Management Cost	Even with modest salaries, this means that the centre even in a Category A state cannot have more than 12 call responders, with 3 senior call responders. A 24/7 helpline would need work in three shifts, which means only four call responders and one senior responder will be available at any given point of time for the whole state with a population of 5 crore or more, 48% of whom are expected to be the potential client of the centre. With lower unit costs in Category B and C states, the problems would be further compounded. Especially for states like Andhra Pradesh, Telangana, Odisha, Punjab, Kerala and NCT of Delhi which fall in category B due to lower population but where the costs of living are high.
Rent Cost @ 30000 per month	In most cities costs of renting office space is above INR 100 per sq feet (even upto ten times that rate in metros). What kind of location are we expecting the call centre to run with mostly female staff and also working night shifts? Also, a 300 sq feet office space will just be too cramped to run the kind of helpline expected.

It would have been good to be able to assess the actual costing for a helpline to understand these limitations better, however, even without that there is a clear case for the need to revisit the unit costs of the 181-women's helpline for the coming years.

Just to put things in context, if one were to look at other helplines, it is seen that:

The Emergency Response Support Services being run by MHA in Delhi runs in three floors of the building, with around 1,000 police personnel dedicated only for the unified emergency number, work in three shifts of six hours (day shift) and eight hours (night shift) starting from 8 a.m. In each shift, around 120 police personnel (including 20 skilled officials for women in distress, North Eastern, foreigners, senior citizens, anti-terror) are present to attend the calls.

The 181-Abhayam Helpline being run by Government of Gujarat in a PPP mode, has 23 counsellors (Call responders) at the centre, along with 2 managerial and 2 back office support staff.

The 181-Abhayam Helpline in fact also provides for rescue and shifting of the survivor to the appropriate agency and hence there is a provision of an additional 16 counsellors in the rescue vans along with 18 women constables and 12 trained drivers. This model of having a back up PCR mobile van has also been adopted by the Delhi Commission of Women. The Women Helpline should also consider inclusion of the same in its programme and rather than only relying on current PCR van availability and provide resources for one such dedicated PCR van in each district.

It also needs to be further understood if the States/UTs are managing the costs as per the guidelines or have a higher level of flexibility in the implementation. In some states the Women Helplines are outsourced to an agency. There is more information needed on how this is operated and if outsourcing to another call centre is a feasible option, then why it couldn't be done at the national level. And if there are limitations for the same with regards to language constraints or actual crisis intervention support, then how the MWCD plans to monitor this.

Another important clarification with respect to 181 helpline is its future given that the MHA is rolling out the Emergency Response Support Services across the country, with support from Nirbhaya funds. It would be important to see whether the women's helpline will continue to be relevant and functional independently or be absorbed within the Emergency Response Support Services system.

5.1.3. Outreach

Nevertheless, women helplines have become operational in 32 States/UTs since 2018-19. They have managed more than 48 lakh calls till date, of which 22.61 lakhs were in 2019 itself. *While these total numbers look impressive, a break up shows an average of 6195 calls per day across the country, making an average of only 194 call per day per centre.*

Considering that one helpline is for the whole state, the usage numbers are very low pointing out to the need to improve awareness and utilisation of the scheme. There needs to be an added budgetary component for advertising and publicity of the helpline, also linking it up to proactive calling campaigns especially during the 16 Days of Activism. This will not only help in spreading information regarding the helpline and awareness of ending VAWG but also can be used as a system to engage with women and girls and encourage them to save the number on their phones. This is important if the helpline services are able to reach out to the full potential of 8.44 crore women (see Figure 4) who face domestic violence and 3.07 crore women who experience sexual violence outside marriage every year. Further, it would also be good if the call data information is used by big data technologies to map the status of VAWG within the country especially for identifying hotspots within the state in the long run.

Another important monitoring parameter in this regard would have been the response time from the time of call to the time of physical contact and relief provided by either police, health or social services. Assessing this time would enable to better understand the effectiveness of the crisis intervention objective of the scheme. Currently, even the number of crisis support provision is not available.

5.2. One-Stop Centre

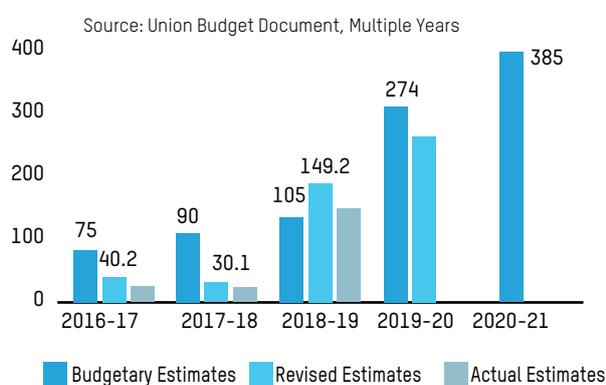
Popularly known as Sakhi Centres, the scheme of One Stop Centre (OSC), also supported by Nirbhaya Fund, is being implemented across the country since 1 April, 2015. The key objective is facilitating access to an integrated range of services including police, medical, legal, psychological support and temporary shelter, under one roof, to women affected by violence. OSCs are also being integrated with 181 women helpline and other existing services to provide best possible access and support to women. Although a new scheme, the scheme guidelines has undergone multiple changes, indicating towards a system of assessment and improvement and the intent of the government to make it a success.

5.2.1. Fund Utilisation Pattern

The OSC scheme was implemented in a phased manner with 36 OSCs supported in phase 1 and 150 in phase 2.

The initial allocations in 2016-17 and 2017-18 were

Figure 12: Budget Allocation and Expenditure for One Stop Centre (OSC) in Union Budget for last five years



thus relatively lower given that the scheme was just taking off. In 2017, the National Institute of Public Cooperation and Child Development undertook an assessment of the functioning of OSCs, after which the scheme guidelines was revised and the scheme really started taking off. It is not surprising thus, that the allocations in 2020-21 (BE) is more than five times that of 2016-17 (BE) (Figure 12).

The scheme provides construction, establishment and running costs of an OSC, so it difficult to estimate the

actual flow of funds at the district level². However, an estimated calculations of the required budget support for the OSC based on the unit costs, also show that the budget allocations has been actually more than the required allocation in 2019-20 (Table 8)

Table 8: Adequacy of overall schemes allocations for One Stop Centre

Details	Amount in crore Rupees		
	2017-18	2018-19	2019-20
Number of Operational OSCs in the country	166	506	623
Estimated Recurring Costs (@30 lakhs)	49.8	151.8	186.9
New Sanctioned OSCs in the year	20	212	105
Estimated Non-Recurring Costs (@ 13 lakhs per OSC)	2.6	27.56	13.65
Required Budget Allocation	52.4	179.36	200.55
Annual Budgetary Estimate (BE)	90	105.1	274
DIFFERENCE IN ALLOCATION	37.6	-74.26	73.45
Annual Actual Expenditure (AE)	30.1	149.23	
GAPS IN EXPENDITURE	-22.3	-30.13	

Source: (OSC Guidelines, 2020) (Ministry of Finance, multiple years)

The major concern here again though is the actual expenditures, which had very low utilisation rates of 54% and 33% in 2016-17 and 2017-18 respectively. As can be seen from table 8 above, there has been a shortfall of almost 22 to 30 crores in the two years in terms of actual expenditures incurred for the running of the OSCs. This indicates that while the setting up and initial operationalisation of the OSCs would have happened, the subsequent instalments might not have been released, which is very important for the effective running of the OSC. *In fact, the average expenditures per operational OSCs were very low at 18 and 30 lakhs for 2017-18 and 2018-19.*

² OSC is a 100% funded by Central Government to the District Collector/ Magistrate, bi-annually, through a separate dedicated bank account.

The scheme also provides construction costs at 48 lakhs per centre for limited OSCs and states are expected to provide the locational support for the OSC. However, since 2016-17 all the budget allocated for the scheme has been for revenue support and no amount allocated for capital (construction costs) indicating that not a single OSC has actually been constructed in the last five years.

However, once the schemes took off in 2018-19, the actual expenditures increased 142% of the budgetary estimate (probably as previous instalments due were also released).

5.2.2 Components funded and Unit Cost Adequacy

The OSC scheme provide for three types of costs at the

state level: a) Recurring cost at 30 lakhs annually for human resources, administration, training and IEC; b) Non-Recurring costs at 13.4 lakhs for furnishing and refurbishment of the OSC; and c) Construction Costs upto 48 lakhs.

Human resources or staff costs has the highest share among the recurring costs taking up 80% of the annual budget (Figure 13).

What is even more restricting is that the administrative costs at 34,000 per case per month includes stationary, electricity, telephone/fax, catering/food, clothing, medicine and kit, and transportation costs. It is interesting to review adequacy of these costs based on the expected service delivery of the OSC. (Table 9).

FIGURE 13: COMPONENT WISE BREAK UP OF RECURRING COSTS FOR ONE STOP CENTRE

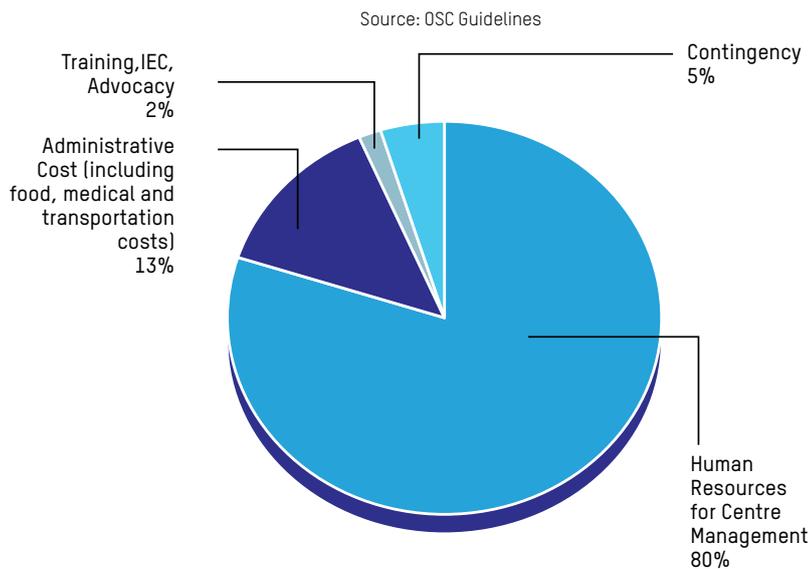


Table 9: Review of Component Budget of OSC

OSC expected service delivery standards as per guidelines	Current Provisions	Limitations and Recommendation
Adequate and Accessible Logistical Facilities	<ul style="list-style-type: none"> ◆ 132 sq. mt carpet area space with 5 rooms within or near hospital premises preferable 	<ul style="list-style-type: none"> ◆ Even though construction costs are provided, it can be difficult to obtain such location without active involvement of MoHFW. The construction costs need to actually be made a mandatory part of the scheme for Strengthening and Upgradation of District Hospitals and existence of an OSC should be included as an indicator for ranking of all district hospital by Niti Aayog. (The Health of our Hospitals: Tracking Performance of District Hospitals) ◆ No clarity on Police Jurisdiction issues. For example, what happens if the hospital wherein the OSC is located within the district does not fall under the jurisdiction of the Police Station wherein the case is registered. Field reports suggest that there is a confusion regarding this and the MHA needs to issue clarification for this.
Adequately Staffed	<ul style="list-style-type: none"> ◆ One Centre Administrator ◆ Three Case workers ◆ One Police Facilitation Officer ◆ One Paralegal Personnel ◆ Three Para Medical Professionals ◆ One Counsellor ◆ One IT staff ◆ Three Multipurpose workers ◆ One Night Guard 	<ul style="list-style-type: none"> ◆ Even with a minimum market standard of salary, it is not possible to support all these staff at 2 lakhs per month. This needs additional funding ◆ Just one case worker per shift will not be sufficient if the required amount of coordination and support is actually to be provided
Emergency Response and Rescue Services	<ul style="list-style-type: none"> ◆ Link with NHM, 108 service and police (PCR Van) 	<ul style="list-style-type: none"> ◆ Without NHM/108 service/PCR Vans having this as part of the mandate this may not be always possible. ◆ There should be provision for dedicated vehicles especially in larger districts to bring the survivor (from the village) to the OSC. The current 34,000 per case amount may not be sufficient if the survivor needs multiple services. Also vehicle hiring is not always possible in urgent situations in remote areas.
Medical Assistance	<ul style="list-style-type: none"> Refer to nearest hospital 	<ul style="list-style-type: none"> ◆ Again MoHFW has to have a dedicated unit/staff to deal with the same, in absence of which the protocols cannot be followed ◆ All OSCs should also have SAFE kits to provide as backup to the hospital in case of emergency

Assistance in lodging DIR/FIR	Police Facilitation Officer	◆ If the human resources are not adequate, this position is most likely to be compromised.
Psycho-social support/ counselling	Provision of Counsellor on Call	◆ There should be a separate budget head to support the counsellor service and to ensure that skilled services are hired and the OSC staff does not take up counselling on their own. ◆ The costs should be adequate to cover the fees as well as transport cost (if face to face meeting is required)
Legal Aid	Paralegal to link with District/ State Legal Service Authority	◆ The existing budgets and coverage of the SALSA/DALSA itself is low and it might not be possible for them to accommodate additional cases
Shelter	For five days at the OSC and shifting to a shelter home for longer term	◆ It is not clear what would be the case if a Swadhar Greh is not available within the district or is already fully occupied and can't accommodate more people ◆ Exploring availability of working women's hostels/ temporary rent support should be explored

Source: (OSC Guidelines, 2020)

5.2.3 Outreach

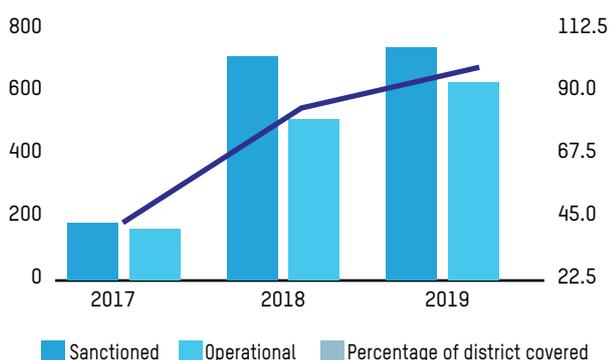
By end of May 2020, 728 OSCs had been approved for 724 districts of the country of which 684 OSCs are operational across 37 States and UTs (MWCD Annual Report; Sakhi Dashboard), The rate of outreach also points to a trend towards universalisation at least at the district level, as assumed in the guidelines.

Going forward, however, there remains the question whether having one OSC per district at the district headquarter is enough. The MWCD should actually apply standard norms for this.

A suggested standard adapted from the trauma centre norms of the National Health Policy 2017 could be:

- ◆ Minimum—One OSC per district

Figure 14: Universalisation of One Stop Centres at district level
Source: Sakhi Dashboard



- ◆ Additionally—One OSC per 15 lakh of female population in urban areas, and one OSC for every 5 lakh female population in rural areas.

By this standard around 1015 additional OSCs would be required, 148 in urban areas and 867 in rural areas. Even if these OSCs are created with limited facilities and at half the unit cost (minus construction) it would require an additional allocation of INR 827 crores in the next five years. This may also be required considering the current practical difficulties that the survivors face while accessing an OSC, especially the fact that often there are police jurisdiction issues involved and the local hospital may not necessarily be in the same location as the OSC.

Further, the exact location of the OSC within the district is not clear. While initially the OSCs were envisaged to be located at hospitals or within two kms radius of a hospital, assuming that the survivors are more often likely to seek medical services than other VAWG services. However, of late, the women's shelter homes and district legal authorities are also being considered.

In fact, *almost half (48%) of the 684 OSCs operational currently are not in hospital premises.* Karnataka is the only state with all OSCs attached to medical centres, followed by Andhra Pradesh, Odisha and Gujarat

which have close to 90% of the OSCs attached (Sakhi Dashboard, 2020). Even Kerala which earlier had OSC (Bhoomika Centres) attached to hospitals has stopped funding those centres from National Health Mission and only 42% of their operational OSCs are attached to medical centres (Sakhi Dashboard). This means that the scheme also needs to have an additional budgetary component for such centres to avail medical support.

There are also questions raised by civil society regarding the location of the OSCs. A review of the current locations based on the OSC directory (Sakhi Dashboard) shows that while in some states the alternative locations have been chosen prudently, in some they have just been chosen randomly, and often without any sensitivity. So, while Himachal Pradesh and Uttarakhand have preferred Working Women's Hostels as alternative locations, Bihar has chosen the District Collectorate Office (as they already have district helplines and protection officers for PWDVA placed there) and Arunachal Pradesh has preferred the CDPO Office. However, there are *states which have located OSCs to be placed even in Nari Niketans, After Care Homes, Leprosy Rehabilitation Centres, even beggar's home and in case of Satara district of Maharashtra the men's beggar home*. The effectiveness of these locations in terms of the service needs to be assessed as such locations are known to be a deterrent for women to avail redressal mechanisms. (Sakhi Dashboard, 2020)

These aspects are very important especially if *there is a need to increase the current usage of the OSCs from a meagre 2.93 lakh women in the last 5 years to at least reach out a minimum to the 4.8 lakh women who seek institutional support annually*. This should be the starting point with an objective to eventually reach out to the 1.25 crore survivors of violence who are severely injured due to the violence (see Figure 4)

5.3 Swadhar Greh

Earlier, the MWCD had two schemes related to shelter facilities for women in distress namely Swadhar Greh and Short Stay Homes. These were then merged into one scheme Swadhar Greh in 2016. Through Swadhar Greh, the MWCD envisaged providing shelter, food, clothing and health as well as economic and social security for the women survivors of difficult circumstances which

includes widows, destitute women and aged women. The Swadhar Greh scheme was revised in 2015 when it was merged with Short Stay Homes and then again in 2018. Some of the key components of these new guidelines (Swadhar Greh Guidelines, 2018) include:

- ◆ Increasing the period of stay to five years for all category of women. Earlier it was one year for survivors of domestic violence and three years for other women in distress. (2018)
- ◆ Increasing the age of accompanying male child from 8 years to 12 years. (2018)
- ◆ Revision of unit costs. (2015)

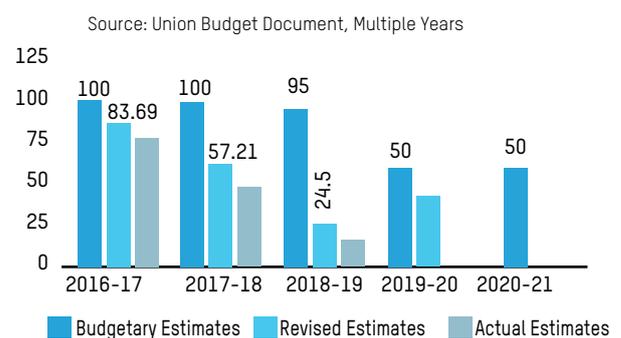
All of these will especially benefit married women and those with kids who are survivors of domestic violence. However, what is the core element of the Swadhar Greh scheme is its lack of takers both in terms of demand and supply inspite of these revisions.

5.3.1. Fund Utilisation trends

The Scheme is being implemented as a sub-scheme of the centrally sponsored umbrella scheme 'Protection and Empowerment of Women' and funds are released through the States, with cost sharing ratio of 60:40 between the Centre and the States except for the North-Eastern and Himalayan States. Although there are proposals to make it fully funded by central government, the same is yet to happen.

Within this framework, though, it seems like the scheme has been witnessing very low priority in fund allocations. (Figure 15). *The allocations for the scheme has not only declined but halved in the last five years* (Union Budget, multiple years).

Figure 15: Budget Allocation and Expenditure for Swadhar Greh in Union Budget for last five years (Amount in Crore Rupees)



One of the possible reasons for this decline is that the number of Swadhar Greh supported by MWCD has come down over the years— from 550 in 2016-17 to 417 in 2019-20 (MWCD Annual Reports 2016-17 and 2019-20). The other, as cited by MWCD, is the lack of receipt of utilisation certificates from states which results in delay in release of instalments. “Due to non-receipt of requisite documents/information, funds were not released for the second instalment for 2016-17,

2017-18 and first instalment for the year 2018-19,” reportedly told by a WCD official to Hindustan times in 2018.³

A review of the sanction orders and reimbursement orders in MWCD website also shows that *there is in fact a consistent delay in release of instalments for all organizations and states over the years*, examples of which have been shared in Table 10.

Table 10: Instances of Delay in Fund Release of Swadhar Greh

Sanction Order	Date of Sanction Order	Date of fund release	Period for which grants were reimbursed
SW-36/12/2015-SWADHAR	26.03.2015	27.04.2017	1.04.2015 to 31.03.2016
SW-22/14/2015- SWADHAR	26.02.2014	12.09.2017	1.04.2015 to 31.03.2016
SW- 26/9/2015- SWADHAR	29.06.2016	11.09.2017	1.04.2016 to 31.03.2016
SW- 45/6/2015- SWADHAR	19.08.2015	31.03.2018	1.04.2015 to 31.03.2016
Source: (MWCD Sanction Order)			

It is not a surprise thus that the actual expenditures are even lower with utilisation rates declining from 84% in 2016-17 to 57% in 2017-18 and only 26% in 2018-19. *Of the meagre INR 50 crores allocated in 2019-20 only less than 50% i.e INR 24.63 crores was spent by end of Dec 2019* (MWCD Annual Report, 2019-20).

5.3.2 Scheme Components and Unit Cost Adequacy

In terms of unit costs, the revised norms are an improvement, however, even the MWCD has accepted that it needs to be further increased (Draft guidelines Swadhar). As shared in Table 11, these revisions are much needed and should be immediately approved.

Table 11: Current Provisions under Swadhar Scheme and Proposal for Revisions by MWCD

Major Scheme Component	Current Provision	Proposed Revisions
Rent	18,000 to 50,000 per month depending on the city	Should be a minimum of 25000 pm
Food	4.48 lakhs	15 Lakhs annually
Clothing	30,000	
Medicines and Personal Hygiene Products	63000	
Pocket Money	36000	
Recreational Expenses	12000	
Reimbursement of skill training fees	1800 per resident	
Contingency	50,000	
Administrative and Management	46,000 per month for 6 positions including 10,000 for counsellor	Should be brought to atleast 2,00,000 pm
Maintenance Charges	Nil	50,000
Source: (Draft guidelines Swadhar; Swadhar Greh Guidelines, 2018)		

3 <https://www.hindustantimes.com/india-news/decline-in-centre-s-funds-for-key-women-centric-schemes-in-2018/story-CjuD1WvRHhGbggrashymPyH.html>

Another important point to assess is the actual component-wise expenditure for the scheme. A review of this for a shelter home in Telangana (see Figure 16.) shows that almost 41% of the total amount is utilised for administration and management expenditures; followed by food expenses at 38% and rent at 14%. There is hardly any money left for other expenditures.

Recurring Expenditure Shelter Home	Amount reimbursed for 1.4.2015 to 31.12.15	Recurring Expenditure Shelter Home	Amount reimbursed for 1.1.2016 to 31.3.16
Rent for building at Rs.9375/- (75% of Rs.12,500/-)	84,375/-	Rent for building	*37,500/-
Admn. & Management Exp	2,25,000/-	Admn. & Management Exp	1,38,000/-
Office contingency	2,250/-	Office contingency	8,611/-
Medical Exp.	11,250/-	Medical Exp.	9,888/-
Food for resident	2,25,000/-	Food for resident	1,17,000/-
Pocket Money	22,500/-	Pocket Money	9,000/-
Less bank interest	(-) 2,046/-	Less bank interest	(-) 565/-
Total Home	5,68,329/-	Total Home	3,19,434/-
Grand Total = Rs. 5,68,329/- + Rs3,19,434A = Rs. 8,87,763/-			

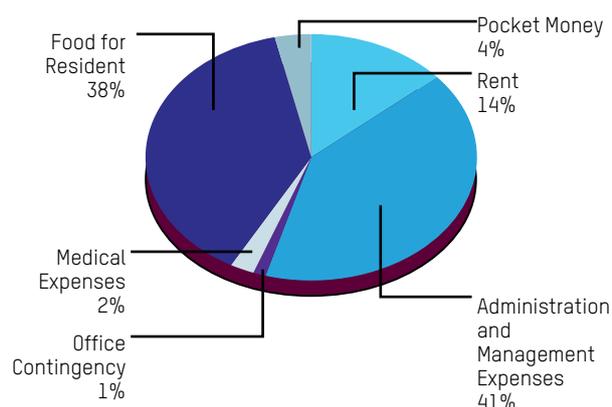
It is really sad that the actual sanctions are even lesser than the meagre scheme provisions. *The food costs per person per day is a mere Rs. 31.23, which reflects on the poor status of the Swadhar Grehs and the way the women in distress staying there are being treated.*

5.3.3 Outreach

The outreach of Swadhar Greh needs to be assessed both in terms of its supply and demand. From the supply perspective, there needs to be one Swadhar Greh with a capacity of 30 women in every district of the country. Also cities/districts with a population of more than 40 lakhs can have more than one Swadhar Greh and also expand its capacity from 30 to 50 or even 100. Based on this the standard for availability of Swadhar Greh Services can be derived to be *“One Swadhar Greh of 30 beds for 40 Lakh Population”*. Based on this *there*

Figure 16: Component-wise actual sanction of funds for a shelter home for 2015-16

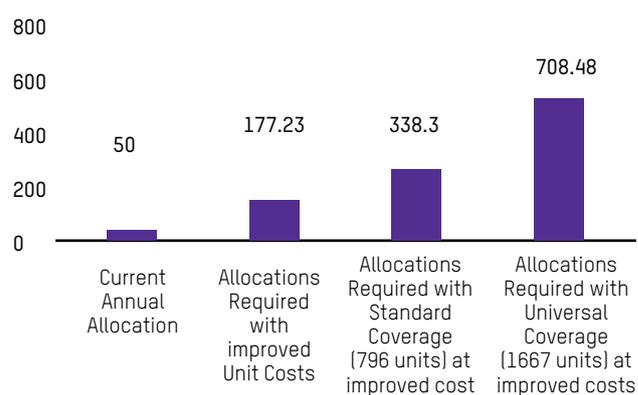
Source: Swadhar Greh Guidelines, 2018



needs to be around 796 Swadhar Grehs in the country, against which the current number of operational Swadhar Grehs is only 417 or almost half of what it should be.

On the demand side, the standard of one Swadhar Greh or 30 places with residential facilities for every 40 lakh population, is questionable. With more than 0.5 crore survivors of spousal marriage seeking institutional support, these homes can then benefit only around 12,890 women. If with a universal coverage of targeting one percent of the affected group was to be enabled, the number would need to be 1667 Swadhar Grehs of 30 beds capacity. By both these counts *the outreach of Swadhar Grehs, however, is currently very less and the scheme needs a total revamp with significant budgetary allocations.* (Figure 17).

Figure 17: Estimating the annual budgetary requirement for Swadhar Greh



The background is a complex, abstract composition of overlapping, semi-transparent shapes in various shades of teal, purple, and green. The shapes are irregular and layered, creating a sense of depth and movement. The colors range from light, airy tones to deep, saturated hues. The overall effect is a vibrant, textured backdrop.

CONCLUSION



6. GAPS AND RECOMMENDATIONS



6.1 Assessment of Budgetary Shortfalls

The study estimates that there are more than *8.44 crore affected by spousal violence* who need counselling services; 1.83 crore survivors who need medical attention and one-stop centres for provision of integrated response services. Furthermore, there could be a potential *0.54 crores survivors of sexual violence* who need psychiatric counselling, of which 0.27 crore girls also need child protection services.

If we target to reach 60% of these women through appropriate VAWG response mechanisms, using existing costing structures, in the next five years, it is estimated that an *annual budget of INR 11,000 crores would be required for just women-specific VAWG programming* in India. This would be in addition

to mainstream infrastructure allocations for Police Stations, Police Personnel, Hospitals and Health Centres, Legal Aid Clinics, and Courts. Furthermore, the government would also need to put in place institutional mechanism to ensure that the mainstream expenditures take into account gender considerations.

There are *women-specific allocations*, which include schemes like 181-women helpline, One Stop Centre, Swadhar Greh (Shelter Homes), and Fast Track Special Courts, etc which are being implemented by the Government of India. However, all these schemes put together had only a total amount of INR 2009 crores allocated in the Union Budget of 2020-21 (BE).

Again, while overall allocations have been limited, an added disadvantage for VAWG allocations is the

restrictions in unit costs of the various schemes especially those related to social services—Women’s Helpline, One-Stop Centre and Swadhar Greh (Shelter Homes). The Nirbhaya Fund has provided the much need impetus to funding for VAWG since 2018-19, however, almost 73% of the allocations are going to only Ministry of Home Affairs (Police), while some of the important ministries like health, education and urban development have not even put up proposals. The low allocations at all levels have directly translated into *critical gaps in VAWG response service* availability at the ground level.

Given the magnitude of the problem, the Union Government must supplement the efforts of the states to address VAWG. Unfortunately, *the current budgetary allocations are not even a fourth (25%) of what is actually required to maintain even a decent level of VAWG response services. In fact, a review of the allocations for the four key Ministries (excluding transport) shows a shortfall of 85% in the budgetary allocations for women-specific response services.* (Table 12).

Table 12: Gaps in Required Budget vs Actual Allocation

Amounts in crore rupees

Ministry	Required Allocation	Actual Allocation	Shortfall
Ministry of Health and Family Welfare	29.52	0	29.52 (100%)
Ministry of Home Affairs (Police and Forensic Science)	4702.95	855.46	3847.49 (87%)
Ministry of Law and Justice (Department of Justice)	351.24	150	201.24 (57%)
Ministry of Women and Child Development	5642.59	580	5062.59 (90%)
TOTAL	10726.29	1585.46	9140.84 (85%)

Against the backdrop of rising violence against women, it is important to reinforce the budgetary priorities for strengthening the response system to VAWG.

Given these critical gaps, there is an urgent need for all these Ministries to prioritize women-specific VAWG programmes and to invest adequately in them. Additionally, it is also important to undertake policy action to improve the efficacy of these allocations into efficient VAWG response services at the ground level. Keeping this in mind, the study has identified overall as well as schematic budgetary recommendations and policy asks for VAWG responsive budgeting.

6.2 Overall Recommendations

1. Increase the overall allocations for women specific VAWG programmes and schemes to INR 11,000 crores annually. It should also be ensured that the central government shares 100 to 90% of these budgetary allocations as against the current central-state sharing mechanism of 60:40. The focused central support to women-specific programmes and schemes, should be a policy decision, issued as guidelines by the Ministry of Finance.
2. Increase allocation for VAWG within MWCD to around INR 5699 crores. The increased budgets will need to be allocated for increasing the coverage of the WHL, more OSCs, inclusion of medical expenses for OSCs not attached to hospitals and shelter homes (Swadhar Greh) schemes.
3. The corpus for Nirbhaya fund should have continued support for five to ten more years, enabling other union Ministries and States to also put up innovative projects and benefit from the same. Also the scope of using Nirbhaya Funds for pro-women projects should be limited to viability gap or gender component funding, not the total programme budget.
4. There should be a consistent approach towards universalisation of all the VAWG services and service-level benchmarks both in terms of availability and quality should be set up at the district level.
 - a) All districts in the country should have these nine services- a) Dedicated all women PCR Van linked to the Helpline; b) One-Stop Centre and/ or Rape Crisis Centre attached to the District Hospital; c) One Swadhar Greh or shelter home

- for every four lakh population; d) One Protection Officer and dedicated service provider for implementation of PWDVA; e) Local Complaints Committee with dedicated office space and staff for implementation of Sexual Harassment at Workplace (Prevention, Prohibition and Redressal) Act; f) District Legal Service Authority (DLSA) with office space and full time secretary; g) Mobile Forensic Van attached to Women's Desks at Police Station; h) Anti-Human Trafficking Units; and i) Empanelled panel of social and psychiatric counsellors.
- b) This could be initiated as a pilot project in select districts with tracking of resources required and impact assessment over a period of three years and gradually expanded to cover the whole country.
5. The unit costs of all women specific schemes should be revised especially bringing the human resources costs at par with standard of living costs and the need for adequate number of professionals to be employed. More importantly programme costs especially those related to food, clothing and medical expenses needs to be revised. There should be a standard amount based on what is being provided generally by the government for college hostels.
 6. Convergence should not be taken for granted. There needs to be budgeted allocations for say, police services under helpline or medical services under OSCs. These allocations may be provided by the respective Ministry but they should be accounted for through a separate line item within the scheme and the actual allocations should be tracked.
 7. In schemes which provide for construction support capital expenses should be budgeted for annually so that quality infrastructure for VAWG response and redressal can be created.
 8. Creation of a trained cadre of social counsellors for survivors of VAWG with linkages to Universities and National Skill Development Mission.
 9. And last but not the least, focused gender sensitisation and training of existing workforce in police, judiciary, legal aid, health and social sectors. These should be made a separate budget head within each of the training institutes of all department trainings and all dedicated trainings as well as sessions within mainstream trainings should be funded and linked to this head to enable tracking of the same.

6.3. Schematic Recommendations

Women's Helpline Scheme: Apart from number of calls, the response time and service provided also needs to be monitored regularly. This would lead to a more nuanced understanding of the gap areas and highlight the need for budgeting for those components. As of now, there is the need to have focused budget allocations for police services (preferably a women PCR van in each district).

One-Stop Centre: There needs to be a more comprehensive review on the locations of OSCs and the accessibility of VAWG survivors to the same. A population standard for OSC coverage should be created and the number of OSCs to be increased accordingly to increase accessibility. Wherever essential, the Government should provide construction support as envisaged in the scheme document and construction costs need to be budgeted for under capital account in the annual MWCD budget. Keeping the current gap of 48% of OSCs not being hospital-based, there is also the need to budget for medical services within the OSC scheme. Most importantly, audits of all One-Stop Centres should be undertaken once every two years preferably, through the National Commission for Women.

Swadhar Greh: The number and coverage of Swadhar Grehs in the country needs to be substantially increased. The unit costs also need to be revised to bring rent at INR 3 lakhs; human resources at INR 24 lakhs and other recurring expenses at INR 15 lakhs annually. This would require a quantum jump in the overall allocations for Swadhar Greh scheme. There is also a need for allocating money for construction of new Swadhar Greh, wherever necessary. There should

especially be a dedicated capital budget allocated for creation of model Swadhar Grehs—at least one in each state. Like OSCs, audits of all Swadhar Homes should also be undertaken once every two years through the National Commission for Women.

New schemes for implementation of special laws for women should be launched:

◆ For the implementation of Protection of Women from Domestic Violence Act support should be provided

for appointment of full-time women protection officers and one dedicated PWDVA service provider in each district.

◆ For Sexual Harassment at Workplace (Prevention, Prohibition and Redressal) Act-support should be provided for setting up local complaints committee office in each district with part-time secretary and meeting space.

The background consists of numerous horizontal bands of varying widths and colors, including shades of green, yellow, and light grey. The bands are arranged in a somewhat irregular, layered fashion, creating a textured, abstract effect.

ANNEXURES

ANNEX 1: DETAILED METHODOLOGY FOR THE STUDY



Measuring Extent of Violence Against Women and Girls (VAWG)

Mapping the Extent of VAWG in India

The study included four subdomains:

- a) Prevalence of VAWG;
- b) Severity of VAWG;
- c) Disclosure patterns; and
- d) Acceptance attitude.

Each domain includes a set of two to three sub-indicators as shared in table A. The data for this has been mainly sourced from the National Family Health Survey (NFHS); National Crime Records Bureau (NCRB) and Projected Population on India.

Table A: Indicators for Measuring the Extent of VAWG

Subdomain	Indicators
Prevalence	Percentage of Women who experienced sexual violence in past 12 months (NFHS, 2015-16)
	Percentage of ever married women reporting physical or sexual or emotional violence committed by husband/partner in last 12 months (NFHS, 2015-16)
Severity	Percentage of ever married women facing domestic violence reporting any injury due to Domestic Violence in last 12 months (NFHS, 2015-16)
	Percentage of ever married women facing domestic violence with severe Injury due to Domestic Violence in last 12 months (NFHS, 2015-16)
Disclosure (Inverted)	Percentage of Women Having Faced Sexual Violence Actually Reporting Sexual Violence (NFHS, 2015-16; NCRB, 2018 and Projected Population, 2018)
	Percentage of Women facing Domestic Violence Actually Reporting Domestic Violence (NFHS, 2015-16; NCRB, 2018 and Projected Population, 2018)
	Percentage of ever married women facing domestic violence having sought help to stop violence (NFHS, 2015-16)
Acceptance	Percentage of Women saying Wife beating justified for at least one specific reason (NFHS, 2015-16)
	Percentage of men saying Wife beating justified for at least one specific reason (NFHS, 2015-16)

Estimating potential target client for VAWG response services

Since a key purpose of the study is to identify budgetary asks for VAWG response services it is very important to understand the potential target client that is affected by violence. Towards this, using NFHS and NCRB proportional data to 2018 population projection.

The estimation is based on total affected population for general services, percentage of those seeking help for specific services and number of cases reported to the police for focused targeting.

Estimation of absolute number of survivors of spousal/domestic violence	<ul style="list-style-type: none"> a) Estimation of numbers is based on a conservative estimate of what services are generally required for survivors of violence against women b) Projected female population in 2018 multiplied by proportion of married women in census 2011 to get the population of married women c) Applying the proportion of women experiencing spousal violence as per NFHS 2015-16 to get the estimated number of women facing domestic violence d) Applying the percentage of women who face injury as per NFHS 2015-16 to get the estimated number needing medical attention e) Applying the percentage of women who seek institutional support as per NFHS 2015-16 to get the estimated number needing protection orders and service providers f) Applying the percentage of women who seek institutional support as per NFHS 2015-16 to get the estimated number needing shelter homes
Estimation of absolute number of survivors of sexual violence outside marriage	<ul style="list-style-type: none"> a) Projected female population in 2018 multiplied by proportion of never married women in census 2011 to get the population of never married women b) Apply the proportion of never married women experiencing sexual violence as per NFHS 2015-16 to get the estimated number of women facing sexual violence outside marital relationships c) Half of these are girls below 17 years needing child protection services (based on NFHS data) d) Number of women reporting sexual assault as per NCRB 2018 need medico-legal, prosecution and judicial services in addition to integrated psycho-social services

Macro-level assessment of the legislations and policy directives to map commitments, identify VAWG programming areas and resource requirements

The study reviewed the various legal provisions both under Indian Penal Code (IPC) and the crimes to identify under special laws; relevant national and state related protocols and advisories; to identify the components which require resource allocation. The process followed includes:

- a) Review of pertinent legislations, policies and advisories/protocols related to VAWG but with special focus on domestic violence and sexual violence outside marital relationships;
- b) Marking the various entitlements of a victim/survivor based on the above review;
- c) Plotting of appropriate programmatic interventions related to response services; and
- d) Calculation of programming resource requirements.

The result is the mapping of the various infrastructure and human resource requirements specified to deal with VAWG, with the purpose of identification of the funding requirements for the same.

Review budgetary allocations and expenditure

Assessing the actual budgetary resources made available for women-specific VAWG response services by the union government, the study looked at the following indicators for the budget analysis:

- ◆ Percentage of women specific VAWG related allocations to total budget
- ◆ Percentage of women specific VAWG allocations in each Ministry/ Department
- ◆ Per capita allocations for women specific VAWG services
- ◆ Trends in increase/decrease in allocations for women specific VAWG services over the last five years
- ◆ Actual expenditure and utilisation pattern of women specific VAWG services
- ◆ Operationalization of Nirbhaya funds and its impact on overall allocations for women-specific VAWG allocations.

Appraisal of outreach of VAWG response mechanism

A critical step as part of any GRB analysis is to review the actual utilisation of the budgetary allocations and implementation of the programmes. While ideally, this should be done for all the response services related to VAWG, for the purpose of the study only select women specific VAWG response services have been reviewed. The main response services covered include- One Stop Centres, 181 Helpline, and Shelter Homes at the national level. The three components that were assessed include the adequacy of budget allocation, utilisation trends, unit cost adequacy and the outreach/effectiveness of the implementation. The process of assessment included:

- ◆ Review the guidelines of select programmes and schemes from budget adequacy perspective;
- ◆ Review of current total outreach and its geographical coverage across states and districts;
- ◆ Assessing the outreach per unit and service delivery gaps

Appraisal Checklist

- ◆ Does the objective of the scheme match the type of actual services offered?
- ◆ Are all the desired components budgeted for?
- ◆ What would be an ideal unit cost component and is the current unit cost adequate?
- ◆ Are there any standards for coverage/outreach and can one be put in place?
- ◆ What is the current estimated outreach per unit? What is the number of units per lakh affected population?
- ◆ How many units would be required to reach full potential geographically as well as need based?
- ◆ What would be the budgetary implications of enabling full outreach?
- ◆ What are the shortfalls, if any in current allocations?

Identification of policy asks and budget demands

Assessment of supply and demand side

Building through the analysis in steps above, a set of policy asks and budget demand have been identified. This looks at both the supply and demand side of the programmes.

On the demand side- keeping in mind the current unit costs, changes in guidelines and budgetary allocations have been recommended based on the potential client group. For example- calculating what should be the number of places in shelter homes per one lakh women and girls; and then suggesting the total national/state level allocations.

On the supply side- revisiting of the current programmes, unit costs and allocations from the perspective of the women's entitlements as per the legal and policy provisions of the country has been recommended. For example – how the Health Department translates its policy commitments into programmatic commitments, or what the unit costs ought to be for an OSC to actually fulfil its objectives.

ANNEX 2 ASSUMPTIONS AND BASIS OF CALCULATION FOR RESOURCE REQUIREMENT



Programming Requirements

Programme/Scheme	Basis of Calculation	
Women's Helpline	Target Units: 36 States	Target Beneficiaries: 5.06 crores Annual Breakup: 10%, 15%, 25%, 25%, 25%
	Unit Cost: 1.75 Lakhs Non-Recurring Grant 117 INR per beneficiary Recurring Grant 10% Flexi funds	Cost Calculation Principle: Unit cost multiplied by non-recurring costs for all new units Unit Cost multiplied by Target Beneficiaries for recurring costs
One-Stop Centres	Target Units: 1100 Annual Breakup: 728 by end of Year 1, 900 by end of Year 2 and 1100 by end of Year 3	Target Beneficiaries: 1.10 crores
	Unit Cost: 13 Lakhs Non-Recurring Grant 30 Lakhs Recurring Grant 48 Lakhs Construction Costs	Cost Calculation Principle: Unit cost multiplied by non-recurring costs for all new units (with 10% of units provided with construction costs) Unit Cost multiplied by Operational Units for recurring costs
Free Legal Aid Services	Target Units: 728	Target Beneficiaries: 0.30 crores
	Unit Cost: 500 INR per beneficiary	Cost Calculation Principle: Unit Cost multiplied by Target Beneficiaries
Women's Civil Police/ Mahila Desk	Target Units: 5.50 Lakhs Annual Breakup: 20% annually up to five years	Target Beneficiaries: 5.06 crores
	Unit Cost: 3.60 Lakhs per person	Cost Calculation Principle: Unit Cost multiplied by Target Unit
Women PCR Vans in each district	Target Units: 728 Annual Breakup: 100, 300, 500, 728	Target Beneficiaries: 5.06 crores
	Unit Cost: 17.28 lakhs for 8 police staff 12 Lakhs for Transport and Infrastructure 8 Lakhs for PCR Van	Cost Calculation Principle: Unit Cost multiplied by Operational Units Unit Cost multiplied by New Units for PCR Van
Investigative Units for Crime Against Women (IUCAW)	Target Units: 222	Target Beneficiaries: 0.01 crores
	Unit Cost: 56 lakhs per unit	Cost Calculation Principle: Unit Cost multiplied by Operational Units
Technology for Crime Against Women Prosecution	Target Units: 15640	Target Beneficiaries: 5.06 crores
	Unit Cost: 0.58 Lakhs per unit	Cost Calculation Principle: Unit Cost multiplied by Total Police Stations
Protection Officers for PWDVA	Target Units: 1440 Annual Breakup: 724 and 1440	Target Beneficiaries: 5.06 crores
	Unit Cost: 4.80 Lakhs per unit	Cost Calculation Principle: Unit Cost multiplied by Operational Units
Dedicated Service Providers for PWDVA	Target Units: 724	Target Beneficiaries: 0.72 crores Annual Break up: 20%
	Unit Cost: 2000 per beneficiary	Cost Calculation Principle: Unit Cost multiplied by Target beneficiaries

ANNEX 3 BRIEF DESCRIPTION OF WOMEN-SPECIFIC (INCLUDING NIRBHAYA SUPPORTED) PROGRAMMES, PROJECTS AND SCHEMES

Programme/Scheme	Basis of Calculation	
Shelter Homes	Target Units: 1000 Annual Breakup: 417 existing plus 115, 230, 345, 460 new	Target Beneficiaries: 0.3 crores
	Unit Cost: 69.50 Lakhs	Cost Calculation Principle: Unit Cost multiplied by Operational Units
Local Complaints Committee for SHW	Target Units: 724	Target Beneficiaries: 0.77 crores
	Unit Cost: 1.2 Lakhs	Cost Calculation Principle: Unit Cost multiplied by Operational Units
Protection Homes for Trafficking survivors	Target Units: 335	Target Beneficiaries:
	Unit Cost: 26 Lakhs	Cost Calculation Principle: Unit Cost multiplied by Operational Units
Anti Human Trafficking Units	Target Units: 335	Target Beneficiaries:
	Unit Cost: 14.42 Lakhs	Cost Calculation Principle: Unit Cost multiplied by Operational Units
Crisis Intervention centres at all District Hospital	Target Units: 1003	Target Beneficiaries: 0.77 crores
	Unit Cost: 10 Lakhs	Cost Calculation Principle: Unit Cost multiplied by Operational Units
SAFE Kits at Hospitals	Target Units: 37725	Target Beneficiaries: 0.77 crores
	Unit Cost: 6000 per unit	Cost Calculation Principle: Unit Cost multiplied by Target Units
SAFE Kits at Police Stations	Target Units: 15640	Target Beneficiaries: 0.77 crores
	Unit Cost: 6000 per unit	Cost Calculation Principle: Unit Cost multiplied by Target Units
Empanelled Counselors for Police Stations and Hospitals	Target Units: 53365	Target Beneficiaries: 0.02 crores Annual Break up: 1.13 Lakhs plus annual increase at 10%, 15%, 20% and 25%.
	Unit Cost: 1000 per beneficiary	Cost Calculation Principle: Unit Cost multiplied by Target Beneficiaries
Special Prosecutors for Crime Against Women	Target Units:	Target Beneficiaries: 0.02 crores Annual Break up: 1.13 Lakhs plus annual increase at 10%, 15%, 20% and 25%.
	Unit Cost: 5000 per beneficiary	Cost Calculation Principle: Unit Cost multiplied by Target Beneficiaries
Fast Track Special Courts for Rape Survivors and POCSO	Target Units: 204 Annual Breakup: 133; 147;169;185;204	Target Beneficiaries: 0.02 crores Annual Break up: 1.13 Lakhs plus annual increase at 10%, 15%, 20% and 25%.
	Unit Cost: 75 Lakhs per unit	Cost Calculation Principle: Unit Cost multiplied by Operational Units
Compensation to Rape Survivors	Target Units:	Target Beneficiaries: 0.02 crores Annual Break up: 1.13 Lakhs plus annual increase at 10%, 15%, 20% and 25%.
	Unit Cost: 3 Lakhs per beneficiary	Cost Calculation Principle: Unit Cost multiplied by Target Beneficiary

Programme/Scheme	Basis of Calculation	
Institutional Requirements	Research: @32 lakhs per study (three year concurrent) for 15 studies	Affirmative Action for increasing Female work-force: @2000 per person for 30% of sanctioned positions
	Capacity Building: @ 3 lakhs per training (three-day training for 40 participants) for 10% of the staff trained annually	Monitoring: Lumpsum
Programme/ Project/ Scheme	Objective and Outreach	
<i>Safe City Project in 8 Metros</i>	<p>Safe City Projects are comprehensive and integrated projects developed by the Police and Municipal Corporations of the city, in keeping with the demands of their women citizens and to plug any gaps in existing infrastructure. Currently the project is being undertaken in 8 cities (Ahmedabad, Bengaluru, Chennai, Delhi, Hyderabad, Kolkata, Lucknow and Mumbai) in Phase I. Safe City projects involves creation of on-ground assets, resources & behaviour change programs for safety of women. The projects will supplement existing assets and meet citizen demands for safe eco-system for women in these cities. Important features of the Safe City projects include:</p> <ul style="list-style-type: none"> ◆ Identification of crime hotspots in each city. ◆ Saturating such hotspots with increased CCTV surveillance. ◆ Automated Number Plate Reading (ANPR) and drone-based surveillance also being deployed in few cities as per requirement. ◆ Setting up women police outposts for facilitating ease of access by any aggrieved woman to report incidents or seek assistance. ◆ Patrols by Women police in vulnerable areas. ◆ Setting up Women Help Desks in Police Stations with facility for trained Counsellors. ◆ Augmentation of existing women support centers like Asha Jyoti Kendra or Bharosa centers etc. ◆ Implementing Safety measures in buses, including Cameras. ◆ Improving Street Lighting in identified hotspot areas. ◆ Setting up Toilets for women. ◆ Undertaking social awareness programmes on women safety and gender sensitivity. 	
<i>Emergency Response Support System (ERSS)</i>	<p>Emergency Response Support System (ERSS), provides a pan-India single emergency number (112) based computer aided dispatch of field resources to the location of distress. It has been operationalized in 20 States/ UTs in 2018-19. Under this system, all the states have to set up a dedicated Emergency Response Centre (ERC). It will have a team of trained Call-takers and Dispatchers to handle emergency requests relating to assistance from Police, Fire & Rescue, Health and other emergency services. Police can view all events after an Emergency call is made at the ERC. The ERCs are connected to District Command Centres (DCC) and the Emergency Response Vehicles, and assistance/response to survivors are facilitated through them. ERSS is designed to be a common protocol managed by each State/UT. ERSS also provides a 112 India mobile App for making distress calls by any person. For Women and children, 112 India App provides a special SHOUT feature which alerts registered volunteers in the vicinity of survivor for immediate assistance. The service has already been launched in Himachal Pradesh, Nagaland and Delhi.</p>	
<i>One Stop Centres</i>	<p>Popularly known as Sakhi Centres, the Scheme of OSC is being implemented across the country since 2015 for facilitating access to an integrated range of services including police, medical, legal, psychological support and temporary shelter to women affected by violence. As of now, 623 OSCs are operational across 37 States and UTs, offering support to over 2.4 lakh women as on 31st December, 2019. OSCs are also being integrated with 181 women helpline and other existing services to provide best possible access and support to women.</p>	

Programme/ Project/ Scheme	Objective and Outreach
<i>Central Survivor Compensation Fund (CVCF)</i>	The CVCF has been released as a one-time grant to States/UTs to support and supplement the Survivor Compensation schemes in respective States/ UTs and expenditure from this fund is allowed to States/ UTs after consuming non-budgetary resource with them.
<i>Procurement of Forensic Kits for Sexual Assault Cases and strengthening of State FSLs</i>	In order to improve investigation, steps have been taken to strengthen DNA analysis units in Central and State Forensic Science Laboratories. This includes setting up of a State-of-the-Art DNA Analysis Unit in Central Forensic Science Laboratory, Chandigarh. Setting-up and upgrading of DNA Analysis units in State Forensic Science Laboratories in 13 States/ UTs. Additionally, guidelines have been notified for collection of forensic evidence in sexual assault cases and the standard composition in a sexual assault evidence collection kit. To facilitate adequate capacity in manpower, training and skill building programs for Investigation Officers, Prosecution Officers and Medical Officers have commenced. Officers have already been trained by Bureau of Police Research and Development (BPR&D) and Lok Narayan Jayaprakash Narayan National Institute of Criminology and Forensic Science in collection, handling and transportation of forensic evidence. BPR&D has distributed 3,120 Sexual Assault Evidence Collection Kits to States/ UTs as orientation kit as part of training.
<i>Women's Helpline</i>	The Scheme of Universalisation of Women Helpline is intended to provide 24 hours emergency and non-emergency response to women affected by violence through referral service (linking with appropriate authority such as police, One Stop Centre, hospital) and by providing information about women welfare schemes/ programmes across the country through a single uniform number (181). So far, women helplines have become operational in 32 States/UTs. They have managed more than 47.86 lakh calls.
<i>Mahila Police Volunteer</i>	The Scheme is being implemented by MWCD in collaboration with MHA, with the aim to create and empower Mahila Police Volunteers (MPV). MPVs are envisaged to act as a link between police and the community and facilitate women in distress. MPVs serve as a public-police interface in order to fight crime against women and report incidents of violence against women such as domestic violence, child marriage, dowry harassment and violence faced by women in public spaces. At present, MPVs is functional in States of Haryana, Andhra Pradesh, Gujarat, Chhattisgarh and Madhya Pradesh with over 9500 Volunteers.
<i>Fast Track Special Courts (FTSCs)</i>	As part of a long-standing demand to speed up the trials especially cases related to rape and sexual assault, the Department of Justice has planned the setting up of 1023 FTSCs to dispose-off 1,66,958 cases of Rape, and offences under POCSO Act pending for trial, across the country.

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