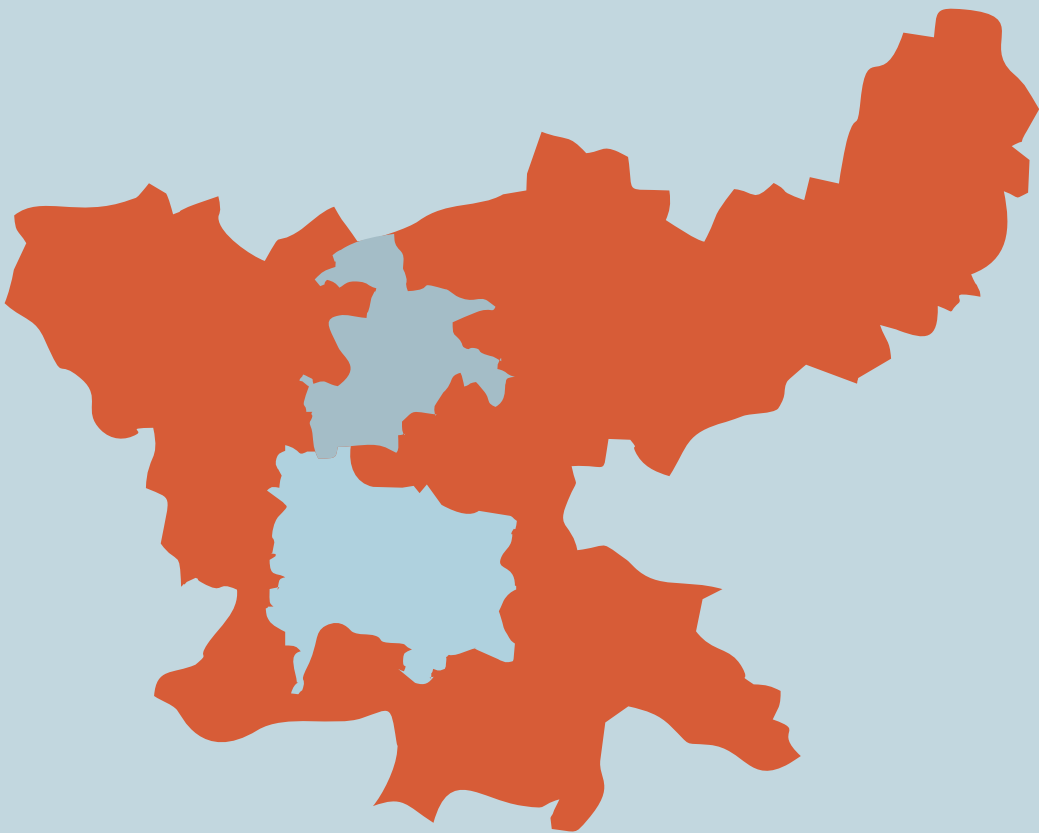


# WOMEN'S SAFETY IN PUBLIC SPACES IN RANCHI AND HAZARIBAG: GOVERNANCE AND BUDGETARY CHALLENGES



This document is for private circulation and is not a priced publication. Reproduction of this publication for educational and other noncommercial purposes without prior written permission is authorised, provided the source is fully acknowledged.

Copyright ©2018 Centre for Budget and Governance Accountability (CBGA) and Jagori

**Author**

Kanika Kaul

For more information about the study, please contact: [info@cbgaindia.org](mailto:info@cbgaindia.org)

**Designed by**

Common Sans, 1729, Sector 31, Gurgaon, Haryana

**Published by**

**Centre for Budget and Governance Accountability (CBGA)**

B-7 Extn./110A (Ground Floor), Harsukh Marg, Safdarjung Enclave,  
New Delhi-110029

Phone: +91-11-49200400/ 401/ 402

Email: [info@cbgaindia.org](mailto:info@cbgaindia.org)

Website: [www.cbgaindia.org](http://www.cbgaindia.org)

AND

**Jagori**

B-114, Shivalik Malviya Nagar  
New Delhi-110017

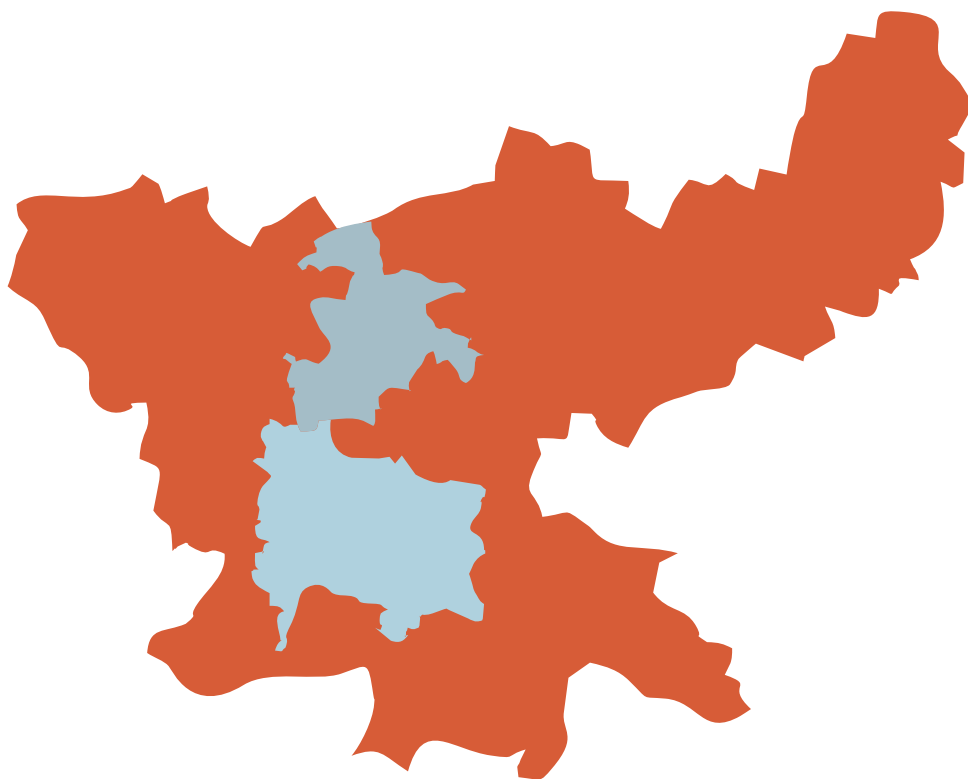
Phone: +91-11-26691219, +91-11-26691220

Email: [jagori@jagori.org](mailto:jagori@jagori.org)

Website: [www.jagori.org](http://www.jagori.org)

Views expressed in this report are those of the author and do not necessarily represent the positions of CBGA , Jagori and Oak Foundation.

WOMEN'S SAFETY  
IN PUBLIC SPACES  
IN RANCHI AND HAZARIBAG:  
GOVERNANCE AND  
BUDGETARY CHALLENGES



## FOREWORD

There has been much attention to the issue of ending violence against women and girls both in terms of policy and programme responses. While a number of schemes have been put into place, there is a need to upscale as well as increase public spending on ending and preventing all forms of violence against women and creating an enabling environment that also advances gender equality and women's safety in public spaces at all times, in all spaces.

This study report, a collaborative effort, by the Centre for Budget and Governance Accountability (CBGA) and Jagori attempts to draw some attention to underlying issues in the domain of governance and budgets in the context of programmes and infrastructure development to address women's safety in Jharkhand. It focuses on the cities of Ranchi and Hazaribag, and highlights some concrete evidence. The report brings to light the need to not only strengthen government programmes and schemes to address violence against women but equally the need for higher public spending on education, health and other critical areas that can support women's rights and entitlements to a life free of violence and dignity.

We hope that the findings of the study will contribute to the strengthening of existing programmes by the government and civil society to create safer and gender inclusive cities. We are grateful to colleagues at CBGA and Jagori (Suneeta Dhar, Madhu Bala, Praveena) for their contributions to the study and to partners in Jharkhand that have accompanied the process. We are grateful to Oak Foundation for their support to the study.

Geetha Nambisan  
Director, Jagori

Subrat Das  
Executive Director, CBGA

## ACKNOWLEDGEMENTS

This study has gained immensely from the contribution of several individuals and organisations. I am thankful to the entire team of Jagori, especially Ms. Suneeta Dhar and Ms. Geetha Nambisan for initiating the study and being closely involved with it throughout its course. The perspectives gained from the interaction with various officials in the Government of Jharkhand and Ranchi Municipal Corporation have enriched the study in many ways.

This study would not have been possible without the support of Ms. Neha Prasad. Her involvement in the study and tireless efforts provided data and rich insights that helped shape the study. Ms. Deepshi Arya's research support in the initial phase of the study has been particularly valuable.

Also acknowledging the valuable feedback and suggestions received from women's rights organisations and other CSOs working in Jharkhand, through the Consultation in Ranchi on 28.11.2018. Above all, I am thankful to my colleagues at CBGA for their constant guidance and support every step of the way in this journey.

Errors or omissions, if any, are solely my responsibility.

Kanika Kaul

# CONTENTS

## List of Tables and Figures

### Abbreviations

Executive Summary 07

I. Introduction 13

II. Support Mechanisms for Women in Distress 17

**SECTORAL INTERVENTIONS FOR WOMEN'S SAFETY IN PUBLIC SPACES** 27

III. Policing 28

IV. Sanitation 37

V. Shelters for Urban Homeless 43

VI. Fiscal Space and Priorities in Public Spending in Jharkhand 49

VII. Policy Recommendations 54

Bibliography 58

Annexures 59

Annexure I: District Wise Houseless Population in Urban Jharkhand 59

Annexure II: Expenditure Priorities of Government of Jharkhand 60

# LIST OF TABLES AND FIGURES

## List of Tables

Table 1.1	Crimes against Women in Jharkhand
Table 2.1	Outlays for Ministry of Women and Child Development's Schemes for Women in Distress in Jharkhand
Table 2.2	Nature of Cases accessing Support at One Stop Centre, Ranchi
Table 2.3	Outlays for Schemes for Women in Distress by Government of Jharkhand
Table 2.4	Number of cases registered, resolved and under consideration by Jharkhand State Women's Commission
Table 2.5	Human Resource Availability at Jharkhand State Commission for Women
Table 2.6	Budgetary Allocations to State Commission for Women
Table 2.7	Schedule for Victim Compensation in Jharkhand
Table 2.8	Amount sanctioned and paid under Victim Compensation Scheme in Ranchi District
Table 2.9	Amount paid under Victim Compensation Scheme in Hazaribag District
Table 3.1	Rank Wise Strength of Civil Police in Jharkhand, 2017
Table 3.2	Expenditure on Training as a Proportion of the Total Police Budget, 2016-17
Table 3.3	Funds allocated, Released and Utilised under Modernisation of Police Force Scheme
Table 3.4	Representation of Women in Jharkhand Police
Table 4.1	Number of IHHLs Required to be Constructed in Ranchi
Table 4.2	Budgetary Outlays for Construction of IHHLs by Ranchi Municipal Corporation under SBM(U)
Table 4.3	Community and Public Toilets in Ranchi
Table 4.4	Number of IHHLs Required to be Constructed in Hazaribag
Table 4.5	Community and Public Toilets in Hazaribag
Table 5.1	Distribution of Shelters for Homeless in Jharkhand
Table 5.2	Capacity and Occupancy of Shelters for the Homeless in Ranchi
Table 5.3	Amenities Available at Shelters for Urban Homeless in Ranchi
Table 5.4	Monthly Occupancy at Shelter for Women
Table 6.1	Composition of Receipts, State Budget of Jharkhand
Table 6.2	Priority to Select Sectors in State Budget of Jharkhand

## List of Figures

Figure 2.1	Support Mechanisms for Women in Distress in Jharkhand
Figure 3.1	Budgetary Outlays for Jharkhand Police
Figure 3.2	Adequacy of Personnel in Jharkhand Police
Figure 3.3	Expenditure on Police Training in Jharkhand
Figure 4.1	Spatial Distribution of Community and Public Toilets across Ranchi
Figure 4.2	Spatial Distribution of Community and Public Toilets across Hazaribag
Figure 6.1	Total Expenditure of Government of Jharkhand

# ABBREVIATIONS

<b>AE</b>	Actual Expenditure
<b>AHTU</b>	Anti Human Trafficking Unit
<b>BE</b>	Budget Estimates
<b>DLSA</b>	District Legal Services Authority
<b>FFC</b>	Fourteenth Finance Commission
<b>FYP</b>	Five Year Plan
<b>GoI</b>	Government of India
<b>GoJ</b>	Government of Jharkhand
<b>GRB</b>	Gender Responsive Budgeting
<b>GSDP</b>	Gross State Domestic Product
<b>ICDS</b>	Integrated Child Development Services
<b>IHHL</b>	Individual House Hold Latrine
<b>JHALSA</b>	Jharkhand State Legal Services Authority
<b>LPCD</b>	Litres per Capita per Day
<b>MGNREGS</b>	Mahatma Gandhi Rural Employment Guarantee Scheme
<b>MIS</b>	Management Information System
<b>MoHUA</b>	Ministry of Housing and Urban Affairs
<b>MWCD</b>	Ministry of Women and Child Development
<b>NCRB</b>	National Crimes Record Bureau
<b>NGO</b>	Non-Government Organisation
<b>NULM</b>	National Urban Livelihoods Mission
<b>O&amp;M</b>	Operation and Maintenance
<b>ODF</b>	Open Defecation Free
<b>OSC</b>	One Stop Centre
<b>PDS</b>	Public Distribution System
<b>PHC</b>	Primary Health Centre
<b>RE</b>	Revised Estimates
<b>RINPAS</b>	Ranchi Institute of Neuro-Psychiatry & Allied Sciences
<b>RMC</b>	Ranchi Municipal Corporation
<b>SBM</b>	Swachh Bharat Mission
<b>SCW</b>	State Commission for Women
<b>SUH</b>	Scheme of Shelters for Urban Homeless
<b>ULB</b>	Urban Local Body



# EXECUTIVE SUMMARY

## I. INTRODUCTION

Jharkhand ranks 17<sup>th</sup> among the 29 states and seven Union Territories based on the incidence of crimes against women in the country. The state's rate of cognizable crimes against women (i.e., crime per one lakh female population) is 33.2, well below states like Assam (131.3), Odisha (84.5), Rajasthan (78.3) and West Bengal (71.2) (NCRB 2016). Though these statistics on crimes against women do not present an alarming scenario in Jharkhand in comparison to other states, a more realistic picture vis a vis violence against women in the state emerges on analysing changes in the rate of crimes against women over the last decade or so. The rate of cognizable rate of crimes against women in Jharkhand has increased from 20.9 in 2006 to 33.2 in 2016, while its incidence increased from 2,979 to 5,453 during the same period. Some of the more prevalent forms of crimes against women in the state include rape, cruelty by husband and his relatives, kidnapping and assault on women.

Besides the forms of violence, it is also useful to understand the prevalence of violence against women in urban and rural areas. This assumes significance especially, in light of the fact that though the state has a predominantly rural population, the size and proportion of the urban population will grow in the coming years. Census data reflects that between 2001 and 2011, while the total population of the state grew by 22 percent, the rural population and urban population of Jharkhand increased by 19.5 percent and 32 percent respectively. Several districts with a relatively high proportion of urban population are also home to a high incidence of crimes against women in the state; the districts of Bokaro, Dhanbad, Jamshedpur and Ranchi, together accounted for 26.5 percent of the crimes against women reported in 2015 (NCRB 2015).

Despite the above described scenario, the policy framework in Jharkhand has not paid adequate attention to the need to make cities more inclusive and safer for women. While the 'Jharkhand Policy for Women 2014', which did recognize several important dimensions of the issue of women's safety did not come into implementation, the Vision 2021 document and the Economic Survey don't focus on the need to make cities in Jharkhand safer. What effect does this have on government interventions for women's safety in cities? To what extent is the issue of women's safety in urban areas, particularly in public spaces prioritised in budgetary spending of the government?

The present study analyses government interventions for enhancing women's safety in public spaces in two cities of Jharkhand- i.e, Ranchi and Hazaribag from the lens of governance and budgets. The study analyses the key mechanisms in place for survivors of violence and looks at select services in urban areas that have a bearing on women's safety viz. policing, sanitation and shelters for the urban homeless. It also analyses the budget of the Government of Jharkhand to examine the priority towards women's safety in cities in public spending in the state.

## II. SUPPORT MECHANISMS FOR WOMEN IN DISTRESS

A large proportion of women subject to violence have little or no other means of support and rely solely on state instituted mechanisms for both, immediate relief and long term rehabilitation. Both the Union Government and Government of Jharkhand have schemes in place for addressing violence against women.

**Schemes of Ministry of Women and Child Development:** The implementation of most schemes of MWCD's schemes for women in distress has been initiated only recently in Jharkhand. Four schemes- Swadhar Greh, *Ujjwala*, One Stop Centres and Helpline are implemented in Jharkhand. The allocations to these schemes are meagre; the combined allocations to the four schemes in 2018-19 (BE), meant for the entire state is Rs.5 crore. Moreover, utilisation of the allocated funds also appears to be low- the actual expenditure on these schemes in 2015-16 was Rs.36 lakh. Though the expenditure in the subsequent year i.e.,2016-17 was more than the allocated funds, the combined expenditure of the schemes together was only Rs.67 lakh.

**Schemes of Government of Jharkhand:** The state government's interventions to address violence against women are few and limited in scope, pertaining primarily to shelter, but these too have limitations of capacity and coverage. There are a total of three *Nari Niketans* (shelter homes) functional in the entire state-in Ranchi, Khunti and Gumla districts of Jharkhand; the *Nari Niketan* in Ranchi has a capacity of 25 residents only. Since 2018-19, the reporting of several of the schemes in the budget documents has been modified such that these schemes have been clubbed and subsumed under larger schemes. Hence, deciphering the budgetary allocations to these is not possible in 2018-19.

Besides schemes to address violence against women, an important institution to uphold the rights of women in the state is the State Commission for Women (SCW).

*Number of cases:* Since its inception in 2006 to June 2018, a total of 9,715 cases have been registered, of which 6,237 cases have been resolved while 3,478 are still under consideration. Most of these cases pertain to dowry, domestic violence and trafficking of women and children, while some relate to sexual harassment at the work place.

*Human Resource Availability:* Against the sanctioned strength of 24, as of June 2018, the number of vacancies in the Commission were 13, i.e., over 50 percent. The posts of the Joint Secretary and Member Secretary, key positions that are required to play a strategic role in the functioning of the Commission are both vacant.

*Budgetary allocations:* In 2017-18 (BE), the Commission was allocated Rs.1.8 crore (allocations for 2018-19 have been subsumed under a larger scheme).The allocations to SCW in Jharkhand are at par with allocations to SCWs in other states like Bihar, Madhya Pradesh and Gujarat. However, the need for an increase in the funds provided to it has been expressed by the Commission. As stated by SCW, it has continued its work of reaching out to women, 'despite its still negligible financial and logistical support'.

**Victim Compensation:** Victims of violence (or their dependents) who may have suffered a loss or injury as a result of crime are entitled to receiving compensation. The nodal agency for victim compensation in Jharkhand is the Jharkhand State Legal Services Authority (JHALSA). The quantum of compensation by Government of Jharkhand follows the Central Victim Compensation Fund Guidelines, 2016 by the Ministry of Home Affairs.

*Victim Compensation in Ranchi District:* Altogether, 90 and 76 cases of violence against women/girls were determined as eligible for receiving compensation in 2016 and 2017 respectively for offences including rape, gang rape, trafficking wrongful confinement, abduction, cruelty by husband and relatives, among others. Each of the 90 cases that were paid compensation in Ranchi district in 2016 was paid an amount of Rs. 20,000. In 2017, the compensation determined shows an increase, ranging between Rs. 20,000 to Rs.3,00,000. However, the increase in the amount of compensation also seems to have resulted in a

deficit of resources provided by Government of Jharkhand for victim compensation amounting to Rs. 35 lakh.

*Victim Compensation in Hazaribag District:* Data on victim compensation for Hazaribag for 2016 is not available in the public domain. In 2017, altogether, compensation was quantified for 29 cases in the district. Of these, 24 cases pertain to women/girls. The compensation determined ranges between Rs. 50,000 and Rs. 3,00,000. 17 of these cases have been reported as 'compensation amount quantified but yet to be paid'. Compensation amounting to Rs. 45 lakh is yet to be paid..

## SECTORAL INTERVENTIONS FOR WOMEN'S SAFETY IN PUBLIC SPACES

### III. POLICING

Police is often the first point of contact for women facing violence. The role of effective policing in ensuring women's safety, particularly in public spaces can hardly be overstated. Like police forces in most states, Jharkhand Police too has undertaken some measures to enhance women's safety. These include *Mahila Thanas*, Operation *Nirbhik* (awareness generation among school girls, parents and teachers about legal provisions for protection of girls), *Shakti* App and Anti Human Trafficking Units, among others. A budgetary analysis of these initiatives and an assessment of their efficacy is constrained owing to the lack of disaggregated budgetary information for these interventions and limited information on the outputs of these interventions. However, an assessment of the efficacy of Jharkhand Police towards women's safety can be made on the basis of other parameters. The extent to which a police force is able to ensure women's safety is also contingent, to a large extent on its organizational robustness and capacity..

**Budgetary outlays:** There has been an increase in the allocations for Jharkhand Police over the last few years in absolute terms from Rs. 2,984 crore in 2014-15 (BE) to Rs. 4,543.3 crore in 2018-19 (BE). As a proportion of the total expenditure of the Government of Jharkhand, however, the expenditure on Jharkhand Police has not witnessed an increase.

**Adequacy of human resources:** The total strength of Jharkhand Police is 85,268 (as of January 2017). Although the sanctioned strength of the police force has increased by 11,561 posts between 2014 to 2018, the actual strength of Jharkhand Police increased by only 2,902 personnel during the same period. In effect, the number of vacant posts in the police force of the state increased by 8,659 between 2014-2018

**Expenditure on training:** Expenditure on training as a proportion of the total expenditure of Jharkhand Police was 1.75 percent in 2016-17, lower than that of several states. Expenditure on training of personnel in Jharkhand police has declined in absolute terms since 2013-14. Specifically, with regard to cases of violence against women, it is imperative for police personnel, (both men and women) to be trained in order for them to be able to provide an appropriate response and be conversant with the standard operating procedures in dealing with cases of violence against women and girls.

**Modernisation of Police Force:** The scheme received an allocation of Rs. 9.8 crore in 2018-19. While the allocations, in view of stated objective of the scheme, itself are meagre and show a decline in 2018-19, from Rs. 11.24 crore in 2017-18, the funds released against the allocations in 2016-17 and 2017-18 as well the utilisation of funds presents a disappointing picture with the highest funds utilised during the four-year period being a mere Rs. 33.9 crore in 2014-15.

**Representation of Women:** Against the provision of 33 percent reservation women in Jharkhand police, the proportion of women in the state's police force stood at 5.5 percent in 2017. Of the 3,258 women in the state police force in 2017, 77 percent were in the capacity of Constable, while 13 percent were in the capacity of Head Constable. There is negligible representation of women in the higher levels of the police force in the state.

#### IV. SANITATION

The coverage of household toilets in Ranchi Municipal Corporation and Hazaribag Municipal Corporation in 2011 stood at 83 percent and 73 percent respectively. As of September 2018, all Urban Local Bodies (ULBs) in the state have been declared Open Defecation Free (ODF).

**Household Toilets:** In both Ranchi and Hazaribag, estimates by the municipal corporations of the number of household toilets required to be built is lower than the requirements assessed in the City Sanitation Plans.

In Ranchi, 32,427 household toilets were constructed in Ranchi by Ranchi Municipal Corporation between 2014 to 2018, incurring a total expenditure of Rs. 39 crore provided by Government of Jharkhand. In Hazaribag, 2,708 household toilets were constructed by Hazaribag Municipal Corporation at a cost of Rs. 3.3 crore provided by the state government. The incentive provided for construction of IHHs in urban areas in Jharkhand is Rs. 12,000 per household in Jharkhand.

**Community Toilets:** A community toilet is a shared facility for a group of residents or for a settlement, where owing to constraints of space, constructing a toilet within the house is not feasible. As per the City Sanitation Plan, the slum population of Ranchi is estimated to be 1.14 lakh by 2019. The number of community toilets in Ranchi is 23 with a total of 113 seats for men against 103 seats for women. In Hazaribag, the City Sanitation Plan estimates the slum population to be 1,71,712 by 2019. To cater to this population, the number of community toilets is 16, with 81 seats for men and 80 seats for women. This points to the need to increase the number of seats in community toilets, particularly for women.

**Public Toilets:** There are 33 government constructed public toilets in Ranchi, with a total of 185 seats for men and 162 seats for women. Hazaribag has 11 public toilets constructed by the government with 65 seats for men and 50 seats for women.

Though these figures point to the need to increase the coverage of both, community and public toilets, the planned coverage of both types of toilets by the government has been met. It is unlikely that there will be any significant increase in the coverage of these.

**Spatial Inequity in Distribution of Community and Public Toilets:** Jharkhand is the first state in the country to have mapped all toilets in the state - community toilets as well as public toilets on google maps. A look at the distribution of toilets across the city however, reflects their uneven spread. Majority of the toilets in both Ranchi and Hazaribag are located closer to the centre of the city, with fewer toilets in the surrounding areas.

#### V. SHELTERS FOR URBAN HOMELESS

Homeless in general and homeless women in particular are amongst the most marginalised sections of population, subject to extreme forms of insecurity and abuse. Despite the government's efforts towards ensuring 'Housing for All', the situation with regard to the homeless population in urban areas remains

grim. Census 2011 estimates the homeless population in the country in urban areas is 9.3 lakh, of which 3.3 lakh are women. The homeless population in urban areas of Jharkhand is estimated to be 6,967 of which 2,679 are women and girls (Census 2011). These figures, however are contested on grounds of under counting; other estimates project the homeless population in urban areas to be about one percent of the total population.

The neglect of the homeless that is witnessed in the country is mirrored in Jharkhand. The coverage and capacity of shelters in the state is well below the requirement. The state has a total of 26 shelters set up in 11 of the 43 ULBs of the state. These have been set up under the Scheme of Shelters for Urban Homeless, Ministry of Housing and Urban Affairs. Against the total homeless population of 6,967 in Jharkhand, the combined capacity of these shelters is 694.

The coverage of shelters in the state is expected to increase; 18 new shelters are proposed to be constructed across 17 ULBs of Jharkhand, including one in Hazaribag with a capacity of 50 persons. The combined capacity of the additional shelters to be constructed is 900. Even after the operationalisation of the additional shelters, there would remain a gap of over 5,000 between the required and actual capacity.

**Shelters in Ranchi:** The maximum number of shelters in the state are in Ranchi but here too, the gap between the homeless population and the capacity of shelters is significant, i.e 920. Like in other parts of the state, the neglect of dedicated shelters for women also stands out in Ranchi, with altogether one such shelter. The provision of basic infrastructure is also not being carried out as per the guidelines laid down by the scheme – Shelter for Urban Homeless - basic facilities like toilets and piped water are not met.

A visit to the only shelter for women in Ranchi during the course of the study also revealed the lack of amenities and low occupancy. The shelter does not have a functional toilet or running piped water. At the time of the visit, the electricity connection had been disconnected; the total occupancy of the day of the visit was three.

**Budgetary Support for Shelters:** The costs associated with setting up of the shelter are borne directly by the municipal corporation. The day to day management of shelters (operation and maintenance) is done by NGOs, for which funds are provided by Ranchi Municipal Corporation. An amount of Rs. 40,000 per shelter per month is provisioned for the by Ranchi Municipal Corporation for meeting the O&M costs. However, the actual amount disbursed to the implementing NGOs is based on the occupancy and deductions, if any, after the shelters have been inspected by representatives of the municipal corporation.

## VI. FISCAL SPACE AND PUBLIC EXPENDITURE PRIORITIES IN JHARKHAND

An analysis of public spending is required not only to assess the adequacy of government expenditure to address violence against women but also to highlight the fact that deficiencies in essential services like health and education as well as infrastructure like street lights and public transport not only have an adverse impact on the overall well-being of women, but also heightens their vulnerability to violence. For instance, 108 of the 297 functional Primary Health Centres (PHC) in the state have no doctor, only 25 Community Health Centres (CHCs) have surgeons and merely 37 PHCs have women doctors (Rural Health Statistics, 2017). Given the shortages in health infrastructure and personnel coupled with low levels of literacy, people's faith in *Ojhas* is strong, reinforcing the prevalence of witch craft in the state.

The last few years have witnessed an increase in the spending capacity of the state government, owing to an increase in the quantum of central taxes received by Government of Jharkhand, following the recommendations of the Fourteenth Finance Commission. For the period 2015-16 to 2019-20, the state government not only has an increased spending capacity but also enjoys greater autonomy in determining its expenditure priorities.

Following the implementation of the recommendations of the Fourteenth Finance Commission in 2015-16 and the consequent increase in spending capacity of GoJ, some shifts in budgetary priorities are observed; priority has been accorded to agriculture and animal husbandry, which has witnessed a significant increase, both in absolute terms as well as a proportion of the state budget. It is worth noting that Women, Child Development and Social Security have also registered an appreciable increase. However, as noted previously, this overall increase has not translated into higher allocations for schemes to address violence against women.

## VII. POLICY RECOMMENDATIONS

- i. The Government of Jharkhand must develop an Action Plan to End Violence against Women clearly articulating the role of each stakeholder and establish a mechanism to ensure coordination between concerned stakeholders agencies (such as police, State Commission for Women, municipal corporations) and institutions (such as hospitals, One Stop Centres, and shelter homes).
- ii. Increase public spending on enhancing women's safety and addressing violence against women. For this, apart from increasing allocations in the state budget towards addressing violence against women, funds could be accessed from the *Nirbhaya* Fund instituted by the Union Government. A state level Fund could also be set up for the purpose, on the lines of the Chief Minister's Relief Fund.
- iii. Provide information in the public domain on (a) crimes against women at the district level disaggregated by geography (i.e, urban and rural) and by age (b) disaggregated budgetary data on expenditure on specific interventions for women's safety in the Gender Budget Statement (c) data on implementation of schemes pertaining to women's and their outcomes by establishing an online MIS system.
- iv. Strengthen the implementation of Gender Responsive Budgeting; municipal corporations should be brought under the ambit of the strategy.

# I. INTRODUCTION

Jharkhand ranks 17<sup>th</sup> among the 29 states and seven Union Territories based on the incidence of crimes against women in the country. The state's rate of cognizable crimes against women (i.e., crime per one lakh female population) is 33.2, well below states like Assam (131.3), Odisha (84.5), Rajasthan (78.3) and West Bengal (71.2) (NCRB 2016). The proportion of the state's share in total crimes against women in the country as a whole, has in fact, reduced from 1.8 in 2006 to 1.6 in 2016. Other estimates of women's vulnerability to violence also place Jharkhand as a state with a relatively lower incidence of violence against women; of the 30 states analysed in the Gender Vulnerability Index (by Plan India, 2018), Jharkhand ranks 14th on the dimension of protection.<sup>1</sup>

Though statistics on crimes against women in Jharkhand do not present an alarming scenario in comparison to other states, a more realistic and nuanced picture vis a via violence against women in the state emerges on analysing changes in the rate of crimes against women over the last decade or so. The rate of cognizable crimes against women in Jharkhand has increased from 20.9<sup>2</sup> in 2006 to 33.2 in 2016 (NCRB), indicating a steep rise in the rate of violence against women. Table 1.1 presents the changes in the overall scenario with respect to violence against women in Jharkhand between 2006 and 2016.

**Table 1.1: Crimes against Women in Jharkhand**

	2006	2016
Percentage state share to crimes against women- all India	1.8	1.6
Incidence of crimes against women	2,979	5,453
Rate of cognizable crimes against women (crime per one lakh population)	20.9	33.2

Source: National Crime Records Bureau and Census of India, 2001

The increase in the incidence of violence against women is reflected in other indicators as well. Media reports of incidents of extreme forms of violence against women and girls from various parts of the state have been regularly bringing to light the persistent nature of the issue. Some of the more prevalent forms of crimes against women in the state include rape, cruelty by husband or his relatives and assault on women which comprised 20.3 percent, 18.3 percent and 12.2 percent of the total incidence of crimes against women in Jharkhand. Other indicators such as - a decline in the sex ratio are also observed in Jharkhand. In Hazaribag district for instance, the sex ratio declined sharply from 972 in 2001 to 933 in 2011 as reflected in Census data.

Besides the forms of violence, it is also useful to understand the prevalence of violence against women in urban and rural areas. This assumes significance especially in light of the fact that though the state has a predominantly rural population, the size and proportion of the urban population will grow in the coming years. Census data reflects that between 2001 and 2011, while the total population of the state grew by 22 percent, the rural population and urban population of Jharkhand increased by 19.5 percent and 32 percent respectively. Though data on crimes against women is not disaggregated for rural and

<sup>1</sup> The GVI is a multidimensional composite index comprised of over 170 indicators, and ranks all the states in India across four dimensions of gender vulnerability – Protection, Poverty, Education and Health

<sup>2</sup> The rate of cognizable crimes against women reported by NCRB for 2006 is based on total population (including female population) while for 2016, it is based on total female population. Hence, the rate of crime per one lakh women for both years has been computed using Projected Total Population by Sex, Census 2001, to make the rate of cognizable crimes against women for both years comparable.



urban areas, it is observed that several districts with a relatively high proportion of urban population are also home to a high incidence of crimes against women in the state; the districts of Bokaro, Dhanbad, Jamshedpur and Ranchi<sup>3</sup>, together accounted for 26.5 percent of the crimes against women reported in 2015 (NCRB 2015). The added challenge of a growing migrant population coupled with lack of basic amenities like housing and sanitation in urban area is contribute to heightened susceptibility of women to various forms of harassment and violence. As the pace of urbanisation gathers momentum, new urban centres develop and existing ones expand, the question of how urban services, infrastructure and governance will address challenges of inclusivity and safety, particularly that of women and girls is important.

### Is Creating Safer Cities a Priority in the Policy Framework of Jharkhand?

A review of the policy framework guiding the functioning of the Government of Jharkhand (GoJ) from the perspective of women's safety in urban areas, particularly in public spaces, would indicate the extent to which the issue is prioritised in the state government's policies.

The GoJ developed a 'Jharkhand State Women's Policy' in 2014. Although the policy did not get implemented, it did recognise and recommend strategies to address various forms of violence. The policy laid out roles for a number of departments in achieving the objective of a state free of violence against women. Besides the Department of Women, Child Development & Social Security, it articulated roles that the departments of Home, Law, Rural Development, Panchayati Raj, Disaster Management and Urban Development would play in enhancing women's safety. It is worth noting that the policy did not focus on women's safety in urban areas, specifically.

The 'Vision 2021' presented by GoJ puts forth fifteen priority areas along with strategies to achieve them and indicators to measure the outcomes. Of these, the areas that have implications for women's safety in urban areas are 'Improved Urban Living' and 'Women Empowerment and Child Protection'.<sup>4</sup> The intended outcomes for these priority areas are described below:

<p><b>Improved Urban Living</b></p>	<ul style="list-style-type: none"> <li>• Affordable Housing for All by 2022</li> <li>• Making urban Jharkhand Open Defecation Free by 2018</li> <li>• Access to safe drinking water to all urban households</li> <li>• 100% collection and safe disposal of solid waste by 2020</li> <li>• Transforming the public transportation system</li> <li>• Developing smart infrastructure</li> <li>• Skilling urban poor for a brighter future</li> </ul>
<p><b>Women Empowerment and Child Protection</b></p>	<ul style="list-style-type: none"> <li>• Awareness generation on nutrition, child protection, women empowerment and social security schemes</li> <li>• Provision of an enabling environment to girls and women to get equal opportunities</li> <li>• 100 percent social security coverage of eligible beneficiaries</li> </ul>

<sup>3</sup> The proportion of urban population in Bokaro, Dhanbad, and Ranchi as per Census 2011 is 47.6 percent, 58.1 percent and 43.1 percent respectively

<sup>4</sup> The other priority areas are Rural Prosperity and Quality of Life, Doubling Farmers' Income, Inclusive Growth, Access to Quality Education, Skilled Workforce and Growing Entrepreneurship, Universal, Affordable and Quality Healthcare Services, Access to Safe Drinking Water and Sanitation, Enabling Access to Energy, Enhancing Transport Connectivity, Sustainable and Employment Oriented Industrial Development, Sustainable Forest Management, Convergent Policy and Action Plan and Efficient and Effective Governance



As can be seen, though the intended outcomes to be achieved by GoJ in these areas include interventions that are critical from the perspective of the urban poor, women and girls, they do not explicitly mention safety as a concern. Access to sanitation and housing for instance, do contribute to creating safer cities, but there are other important aspects with respect to urban infrastructure and governance that require equal attention to achieve safer, more inclusive cities.

The Economic Survey 2017-18, presented as part of the annual budget also includes some discussion schemes for women's safety. It also has a separate chapter on urban development. However, the issue of women's safety in urban spaces specifically- both in public spaces and within the home has not been addressed in the Economic Survey.

As the above discussion reflects, the policy focus on the issue of women's safety on the whole and specifically in urban areas in Jharkhand, is weak. What effect does this have on government interventions for women's safety in cities? To what extent is the issue of women's safety in urban areas, particularly in public spaces prioritised in budgetary spending of the government? These questions are especially significant in light of the findings of Jagori's study (2016) which reveals that among female respondents interviewed during the study, nearly 48 per cent in Ranchi and 41 per cent in Hazaribagh see their city as unsafe or very unsafe. Another important finding of the study is that in Ranchi nearly two-third respondents felt that government was doing little to address sexual harassment/assault. In Hazaribagh, 28 percent women and 41 percent men thought so too. The schematic framework and budgetary spending for women's safety in public spaces thus requires a careful examination to identify the hurdles in the domain of governance and fiscal policy in ensuring women's safety.

*Against this backdrop, the study attempts to analyse government interventions for enhancing women's safety in public spaces in two cities of Jharkhand- i.e., Ranchi and Hazaribagh from the lens of governance and budgets. The study analyses the key mechanisms in place for survivors of violence and looks at select services in urban areas that have a bearing on women's safety viz. policing, sanitation and shelters for the urban homeless. It also analyses the budget of the Government of Jharkhand to examine the priority towards women's safety in cities in public spending in the state.*

## Objectives of the Study

The study aims to identify the major bottlenecks in the domain of governance and fiscal policy in ensuring women's safety in public spaces in Ranchi and Hazairbag. The objectives of the study are:

- To undertake a mapping of interventions to respond to cases of violence against women by Union Government, Government of Jharkhand and urban local bodies in Ranchi and Hazaribagh and for the state as a whole;
- To analyse the extent to which select services (policing, sanitation, shelters) are effective in addressing the challenges of women's safety in public spaces;
- Tracking budgetary allocations and utilisation for the relevant interventions;
- Analyse fiscal space and priorities in public spending in Jharkhand and
- Suggest policy measures that would serve to enhance women's safety in public spaces in urban areas in Jharkhand.

## Methodology



The methodology followed for the study entailed analysing information on programmes and budgets to enhance women's safety in public spaces in Ranchi and Hazaribagh cities of Jharkhand from various

sources, as well as obtaining other information (not available in the public domain) pertinent for such analysis. This includes:



- Identifying relevant programmatic interventions from various government documents such as schemes' guidelines, annual reports, MIS data available online and other government documents
- Budgetary outlays for the various interventions by scrutinising the detailed budget documents of the Union Government and the Government of Jharkhand for five years from 2014-15 to 2018-19
- RTI applications were filed with relevant government departments and institutions to obtain information that is not available in the public domain. However, no information was provided by concerned departments/institutions in response to these RTI applications .
- Discussions were also held with government officials of concerned departments and with civil society organisations working on women's safety in Jharkhand.

### Limitations of the Study

- Important services such as street lighting and public transport that have a bearing on women's safety in public spaces in urban areas have not been included in the study.
- The lack of disaggregated budgetary data – i.e, budgetary data at the city level has constrained the assessment of expenditure on specific interventions in Ranchi and Hazaribag.
- The study does not quantify the extent of under-funding of interventions analysed in the study ;nor has it taken up the exercise of estimating the budgetary requirements for the concerned interventions.



## II. SUPPORT MECHANISMS FOR WOMEN IN DISTRESS

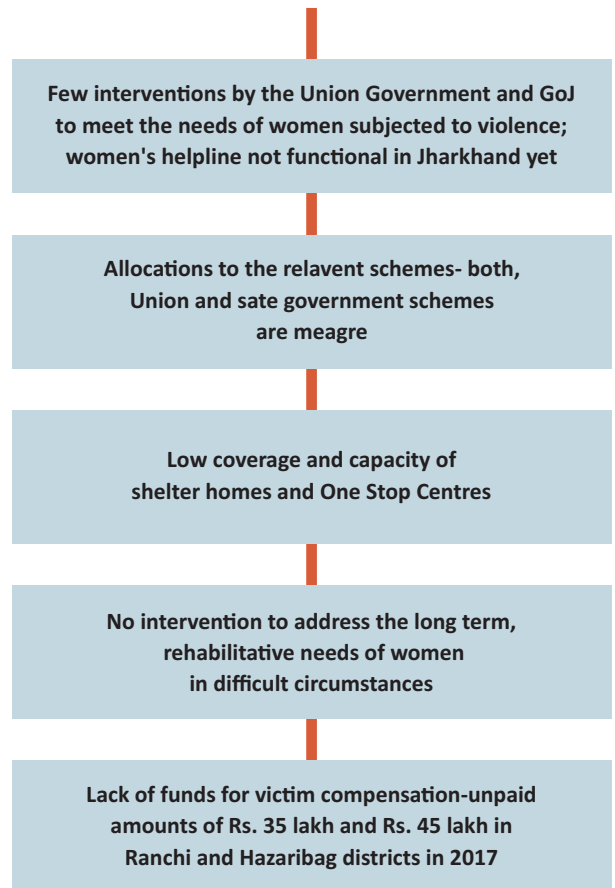


## II. SUPPORT MECHANISMS FOR WOMEN IN DISTRESS

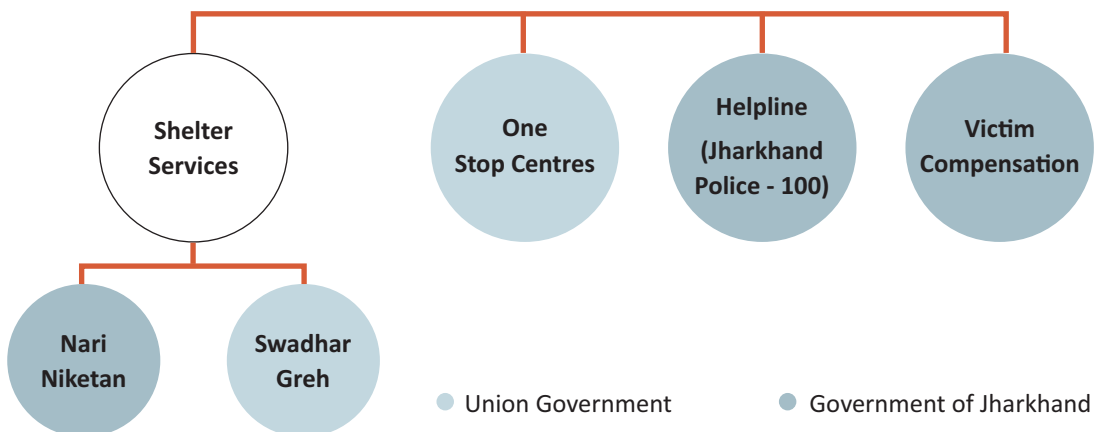
The role of the government in ensuring an appropriate response mechanism for women in distress is critical. A large proportion of women subject to violence have little or no other means of support and rely solely on state instituted mechanisms for both, immediate rescue and relief as well as long term rehabilitation.

As per the federal fiscal architecture in India, government interventions, both, in critical sectors like health, education, sanitation as well as interventions specifically aimed at addressing violence against women are funded by both, the Union Government and states. However, states account for a larger proportion of budgetary spending on schemes and programmes in this domain.

The role of each of the two levels of government in this domain is important. The Union Government's programmatic framework is essential to ensure a basic level of services, especially in backward states where given the scarcity of resources, the states' ability to provide funds for interventions to address violence against women may be limited. At the same time, states play an important role in addressing particular forms of violence specific to the region or state through appropriately designed interventions.



**Figure 2.1: Support Mechanisms for Women in Distress in Jharkhand**



## Union Government Interventions for Women in Distress

The Twelfth Five Year Plan period (2012-2017) witnessed the introduction of two important schemes to address violence against women-One Stop Centres (OSC) and Women's Helpline. These schemes recognise and address some critical needs of women subjected to violence

How have these and other schemes fared in Jharkhand? Table 2.1 captures the budgetary outlays for the key MWCD schemes in Jharkhand to meet the needs of women in distress.

**Table 2.1: Outlays for Ministry of Women and Child Development's Schemes for Women in Distress in Jharkhand (Rs. crore)**

	2014-15		2015-16		2016-17		2017-18		2018-19
	BE	AE	BE	AE	BE	AE	BE	RE	BE
Women's Helpline	-	-	-	0.35	0.5	0	0.69	0.69	0.69
One Stop Centre	-	-	-	0.1	0.15	0.45	1.34	1.34	1.34
<i>Swadhar Greh</i>	0.8	-	0.8	-	0.8	0.22	1.6	1.6	1.6
<i>Ujjwala</i>	-	-	-	-	-	-	1.37	1.37	1.37

Source: Budget documents, Government of Jharkhand, various years

As can be seen, the implementation of most schemes of MWCD's schemes for women in distress has been initiated only recently in Jharkhand. The allocations to these schemes are meagre; the combined allocations to the four schemes in 2018-19 (BE), meant for the entire state is Rs.5 crore. Moreover, utilisation of the allocated funds also appears to be low- the actual expenditure on these schemes in 2015-16 was Rs.36 lakh. Though the expenditure in the subsequent year i.e, 2016-17 was more than the allocated funds, the combined expenditure of the schemes together was only Rs.67 lakh.

**Women's Helpline:** A Women's Helpline, run by Xavier Institute of Social Service was initiated in Ranchi. However, the helpline is not functional at present. The operationalisation of the helpline was delayed due to the fact that the designated number for the Women's Helpline was already in use for 'Chief Minister Jan Samvad'. A tender for setting up of the helpline will be floated this year. The helpline is set up to ensure callers receive appropriate support from the police, legal aid and medical assistance as may be required.

**Swadhar Greh:** *Swadhar Greh* is a Union Government scheme that provides shelter, food, clothing and medical treatment to women in difficult circumstances. Two homes under the scheme were operational in the state- in Bokaro and Palamu districts respectively. However, as on date, the *Swadhar Greh* in Bokaro district has been shut; the only functional *Swadhar Greh* being that in Palamu district.

**Ujjwala:** *Ujjwala* scheme of MWCD is implemented for prevention of trafficking and rescue, rehabilitation, re-integration and repatriation of victims of trafficking for commercial sexual exploitation. Though allocations for the scheme are reflected in the state budget in 2018-19, the status of the *Ujjwala* home in Jharkhand is unclear at present.

One Stop Centres are meant to provide integrated support and assistance to women affected by violence, both in private and public spaces under one roof. Women facing physical, sexual, emotional, psychological and economic abuse, are meant to be facilitated with support and redressal. Of the 170 OSCs operational in the country (as of January 2018), three are in Jharkhand- i.e, in Ranchi, East Singbhum and Dhanbad.

### How well is the One Stop Centre in Ranchi functioning?

The One Stop Centre in Ranchi, *Sakhi* Centre, was operationalised on 14th December 2016. The Centre is located in the same premises as the Ranchi Institute of Neuro-Psychiatry & Allied Sciences (RINPAS).

**Underutilisation of *Sakhi* Centre :** The total number of cases that came to the *Sakhi* Centre between 14th December 2016 and 18th August 2018 is 72– an average of less than four cases a month. The number of cases received in 2016, 2017 and 2018 were 7, 48 and 15 respectively. The low number of cases accessing support from the OSC may be attributable to the location of the Centre. Being housed in the premises of RINPAS, which caters to those in need to psychiatric care rather than being situated in a hospital at a central location in the city has resulted in little awareness about the centre.

**Nature of cases being brought to the *Sakhi* Centre:** It is worth noting that not a single case of rape has been reported at the OSC in Ranchi, while the number of cases of other serious forms of violence such as dowry harassment and kidnapping are also very low. Of 72 cases that approached the *Sakhi* Centre for support, three pertain to 'men in distress'. This may be attributable to the fact that the centre is perceived more as a counselling centre that can mediate in cases of dispute, rather than a centre that women in any form of distress can access for a range of support services, as was envisaged.

**Table 2.2: Nature of Cases accessing Support at One Stop Centre, Ranchi**

Domestic Violence	20
Fraud and cheating	11
Property dispute	11
Quarrel	10
Extra Marital Affair	4
Eve Teasing	3
Kidnapping	3
Men in distress	3
Mental torture	2
Sexual harassment at workplace	2
Acid Attack	1
Dowry	1
Missing person	1
Total	72

Source: <http://181jharkhand.in/sakhi/index.php> accessed on 25th August 2018

**Appropriateness of budget design:** The budget allocated to the OSC does not provide resources for outreach . This is one of the factors why the number of cases coming to the *Sakhi* Centre are low. The staff present at the centre also cannot undertake outreach as there aren't enough personnel to be present at the centre and go out for outreach simultaneously.

## Government of Jharkhand's Interventions for Women in Distress

As discussed previously, Union Government interventions for women in distress in Jharkhand are far from adequate. In such a backdrop, the role of the state government in instituting appropriate programmes/schemes to fill the gaps and providing adequate budgetary outlays to ensure a basic level of services and coverage of these schemes is important.

What are the key interventions by the state government for addressing violence against women and how well are these interventions provided for? Table 2.3 captures the allocations and utilisation for some of the key schemes of the Department of Women, Child Development & Social Security, Government of Jharkhand.

**Table 2.3: Outlays for Schemes for Women in Distress by Government of Jharkhand (Rs. crore)**

	2014-15		2015-16		2016-17		2017-18		2018-19
	BE	AE	BE	AE	BE	AE	BE	RE	BE
Women's Helpline	0.9	0.14	0.9	0.27	-	-	-	-	-
After Care Home / NariNiketan /Short Stay Home for deserted women*	0.5	0.26	2.5	1.13	-			-	-
Construction, renovation and operation of schools/ rehabilitation centre/ hostels/homes	-	-	-	-	37.5	22.36	83.5	49.1	41
Eradication of witchcraft practice#	0.15	0.1	0.15	0.12	0.5	0.41	5.92	5.92	
Eradication of bad practices and encouragement of good practices									45
Establishment of rehabilitation centres for rescued adolescent girls	0.5	0.5	0.5	0.5	-	0	0	0	0

Note: \*The scheme has been subsumed under scheme for construction, renovation and operation of schools/rehabilitation centre/hostels/homes since 2018-19.

#The scheme has been subsumed under scheme for eradication of bad practices and encouragement of good practices since 2018-19

Source: Budget documents, Government of Jharkhand, various years

As is evident, the GoJ's interventions to address violence against women are few and limited in scope, pertaining primarily to shelter, but these too have limitations of capacity and coverage. There are a total of three *Nari Niketans* functional in the entire state-in Ranchi, Khunti and Gumla districts of Jharkhand; the *Nari Niketan* in Ranchi has a capacity of 25 residents only. Against this, between January-

June 2018, the number of residents during the six-month period were as follows:<sup>5</sup>

- January: 28
- February: 25
- March: 29
- April: 37
- May: 39
- June: 47

The insufficient capacity of *Nari Niketan* in relation to the number of women in distress who require residential support leads to overcrowding, even forcing residents to have to share beds. Also, since the budgetary allocations to the institution are made on the basis on sanctioned strength rather than on actual occupancy, a larger number of residents is also likely to lead to a shortage of funds for food, clothing and other amenities required to run the institution effectively.

### State Commission for Women

The Jharkhand State Commission for Women (SCW) was established in 2006, six years after the formation of the state. The Commission has been entrusted with important responsibilities pertaining to upholding the rights of women in the state. These include hearing complaints and arranging for their redressal, visiting jails and other detention centres or shelter homes and monitoring their improvement, and overseeing the implementation of the various government schemes for women.

Since its constitution, a number of cases of violation of rights of women, particularly those of violence against women have been taken up by the Commission. Most of these cases pertain to dowry, domestic violence and trafficking of women, while some relate to sexual harassment at the work place. Table 2.4 presents the number of cases registered, resolved and under consideration by the SCW since its inception.

**Table 2.4: Number of cases registered, resolved and under consideration by Jharkhand State Women's Commission**

	Number of cases registered	Number of cases resolved	Number of cases under consideration	Total number of cases under consideration (cumulative)
September 2006-September 2009	1,134	550	584	584
September 2010-September 2013	2,070	1,383	687	1,271
November 2013-November 2016	4,680	3,690	990	2,261
July 2017- June 2018	1,831	614	1,217	3,478

Source: Information shared by Jharkhand State Commission for Women

<sup>5</sup> Information as shared by officials at Nari Niketan, Ranchi



Though the number of cases registered at the SCW is not high, there has been a steady increase in the number of cases over years. However, with the increase in the number of registered cases, the number of cases under consideration have also been increasing, adding up to a total of 3,478 cases as of June 2018.

How well is the SCW placed to perform the responsibilities entrusted to it? One of the pre-requisites for the effective functioning of any institution is the availability of adequate human resources. Table 2.5 presents the vacancies in SCW as against the sanctioned strength.

**Table 2.5: Human Resource Availability at Jharkhand State Commission for Women\***

S.No.	Designation	Sanctioned strength	Actual strength	Vacancy
1.	Chairperson	1	1	0
2.	Member	5	5	0
3.	Joint Secretary	1	0	1
4.	Member secretary	1	0	1
5.	Under Secretary	1	1	0
6.	Branch Officer	1	0	1
7.	Assistant	6	1 (Contractual)	5
8.	Expenditure Secretary	1	1(Contractual)	0
9.	Personal Secretary	2	0	2
10.	Stenographer	1	0	1
11.	Accountant	1	0	1
12.	Orderly	3	2(Contractual)	1
13.	Computer Operator (Contractual)	1	1 (Contractual)	0
	<b>Total</b>	<b>24</b>	<b>11</b>	<b>13</b>

Note: \*As of June 2018

Source: Information as provided by Jharkhand State Commission for Women

As of June 2018, the vacancies in SCW was more than 50 percent of the sanctioned strength. Even the posts of the Joint Secretary and Member Secretary, key positions that are required to play a strategic role in the functioning of the Commission are both vacant.

Besides human resources, budgetary provisions also influence to a large extent the functioning of institutions. Table 2.6 presents the allocations to the State Commission for Women across a few states.

**Table 2.6: Budgetary Allocations to State Commission for Women (Rs. crore)**

	2017-18 (BE)	2018-19 (BE)
Jharkhand	1.8	Not Available*
Bihar	1.5	2
Madhya Pradesh	1.6	2.5
Gujarat	2.1	2.1

Note: \*The reporting of allocations to Jharkhand State Commission for Women have been subsumed under 'Establishment of Different Commissions, Boards' since 2018-19. Hence, disaggregated information on the allocations to SCW are not available in 2018-19.

Source: Budget documents of respective states, various years.

The allocations to SCW in Jharkhand are at par with allocations to SCWs in other states. However, the need for an increase in the funds provided to it has been expressed by the Commission. As stated by SCW, it has continued its work of reaching out to women, '*despite its still negligible financial and logistical support*'.<sup>6</sup>

### Victim Compensation in Jharkhand

Victims of violence (or their dependents) who may have suffered a loss or injury as a result of crime and who require rehabilitation are entitled to receiving compensation. The nodal agency for victim compensation in Jharkhand is the Jharkhand State Legal Services Authority (JHALSA). The process at the district level is overseen by the respective District Legal Services Authority (DLSA). States' efforts in this domain have been supplemented by the Union Government- the Union Government set up the Central Victim Compensation Fund of Rs. 200 crore, accessing resources from the *Nirbhaya* Fund to support existing victim compensation schemes notified by states/Union Territories. GoJ received a total of Rs. 4.5 crore from the same.<sup>7</sup>

The quantum of compensation by Government of Jharkhand follows the Central Victim Compensation Fund Guidelines, 2016 by the Ministry of Home Affairs, as provided in Table 2.7

**Table 2.7: Schedule for Victim Compensation in Jharkhand**

Particulars of loss or injury	Minimum Amount of Compensation (in Rs.)
Acid attack	3,00,000
Rape	3,00,000
Physical abuse of minor	2,00,000
Rehabilitation of victim of human trafficking	1,00,000
Sexual assault (excluding rape)	50,000
Death	2,00,000
Permanent disability (80 percent or more)	2,00,000
Partial disability (40 to 80 percent)	1,00,000
Burns affecting more than 25 percent of the body (excluding acid attacks)	2,00,000
Loss of foetus	50,000
Loss of fertility	1,50,000

Note: If the victim is less than 14 years old, the compensation shall be enhanced by 50 percent over the specified amount

<sup>6</sup> <http://jscw.in/cms.php?id=mab>

<sup>7</sup> Letter No. 24013/94/Misc.2014/CSR.III issued by Ministry of Home Affairs, Government of India, accessible at <https://mha.gov.in/sites/default/files/CVCFDated06Sep2016.PDF>

### Victim compensation in Ranchi District

How well is the scheme for victim compensation functioning? Table 2.8 provides a snapshot of the amounts sanctioned by Government of Jharkhand for victim compensation and the amount of compensation paid against the sanctioned amount in Ranchi district for two years.

**Table 2.8: Amount sanctioned and paid under Victim Compensation Scheme in Ranchi District (Rs. lakh)**

Amount sanctioned by GoJ under the Victim Compensation Scheme		Total amount paid to victims*		Amount pending payable to victims*		Steps taken for payment of additional compensation to victims	
2016	2017	2016	2017	2016	2017	2016	2017
18	80.5	18	76.9	-	35		Deputy Commissioner, Ranchi requested for allocation of funds vide letter no. 224 dated 18.01.2018

Note: As of 31st March 2018

Source: www.jhalsa.org accessed on 27th August 2018

From the information made available by JHALSA on the Victim Compensation Scheme in Ranchi, the following information pertaining to the number of cases and per case compensation is inferred:

*Number of cases pertaining to women and girls:* Altogether, 90 and 93 cases were determined as cases eligible for receiving compensation in 2016 and 2017 respectively. Of these, in all 90 cases in 2016 and 76 cases in 2017, the compensation was for women/girls for offences including rape, gang rape, trafficking wrongful confinement, abduction, cruelty by husband and relatives, among others. It is important to note that in the data on victim compensation provided by JHALSA for Ranchi district, the names of victims under section 376 IPC have been revealed, which is liable for punishment.

*Quantum of compensation per victim:* Interestingly, the data made available by JHALSA reflects that each of the 90 cases that were given compensation in Ranchi district in 2016 was paid an amount of Rs. 20,000. In 2017, the compensation determined shows an increase; the compensation determined in Ranchi in 2017 ranged between Rs. 20,000 to Rs. 3,00,000. However, the increase in the amount of compensation also seems to have resulted in a deficit of resources provided by Government of Jharkhand for victim compensation amounting to Rs. 35 lakh.

---

Data on victim compensation shows that across districts in Jharkhand, a number of cases determined as eligible for compensation have not provided compensation. Paucity of funds has been cited as a cause for non-payment of compensation in these cases

---

### Victim compensation in Hazaribag District

The picture with regard to payment of victim compensation in Hazaribag district for one year, i.e., 2017 is presented in table 2.9

**Table 2.9: Amount paid under Victim Compensation Scheme in Hazaribag District (Rs. lakh)**

Final Compensation specified		Amount paid to victims till date		Amount pending payable to victims till date		Steps taken for payment of additional compensation to victims	
2016	2017	2016	2017	2016	2017	2016	2017
Not available	68.5	Not available	23.5	Not available	45	-	Not available

Source: www.jhalsa.org accessed on 27th August 2018

*Number of cases:* Altogether, compensation was quantified for 29 cases in Hazaribag district in 2017. Of these, 24 cases pertain to women/girls. At least 15 of these 24 cases pertain to rape; this also points to the low reporting of other forms of violence against women.

*Quantum of compensation per victim:* The compensation determined ranges between Rs. 50,000 and Rs. 3,00,000. It is worth noting that 17 cases have been reported as 'compensation amount quantified but yet to be paid'.

Victim compensation is an important component of the response mechanism of the government for victims of violence to facilitate physical and emotional recovery and compensate for loss of income due to disability or death. In view of the fact that even with the limited awareness about the scheme, cases determined as eligible for receiving compensation are not being paid the amount due to them, there is a need to step up the allocations for the state's victim compensation scheme.

As is reflected in the section, while some initiatives have been taken in the direction of providing appropriate support to women in distress, these are far from adequate. The coverage and capacity of services need to be enhanced significantly to provide appropriate support and care to women in difficult circumstances, all of which requires higher magnitudes of public spending. Besides strengthening existing interventions, there is a need to strengthen the schematic framework to address the issue. The current schematic framework does not adequately cater to the varied needs of women with disabilities, elderly women or women in distress with aggravated health care needs. Likewise, the lack of a functional helpline for women in distress, for instance is a major gap at present. Moreover, it needs to be recognised that the interventions in place primarily cater to the immediate needs of women in distress - there is no intervention to address the long term, rehabilitative needs of women. These and other such challenges must be met, if we are to provide a robust and responsive support system to women in distress.



III. SECTORAL  
INTERVENTIONS  
FOR WOMEN'S SAFETY  
IN PUBLIC SPACES



### III. POLICING

Police is often the first point of contact for women facing violence. The role of effective policing in ensuring women's safety, particularly in public spaces can hardly be overstated. Like police forces in most states, Jharkhand Police too has undertaken some measures to enhance women's safety. Some of the key initiatives of Jharkhand Police towards this end include the setting up of:

*Mahila Thanas:* Jharkhand has a total of thirty *Mahila Thanas* (women police stations) (BPRD, 2017), across the state. The districts of East Singhbhum, West Singhbhum, Ranchi, Hazaribag and Deoghar have more than one *Mahila Thana* each.

*Operation Nirbhik:* In order to generate awareness amongst school going girls, their parents and teachers about crimes against girl children, Operation *Nirbhik* was launched in September 2015 in the entire state. As per this initiative, trained teams of women police officers/constables visit girl's schools and educate children, teachers and parents regarding the various legal provisions for protection of girls.

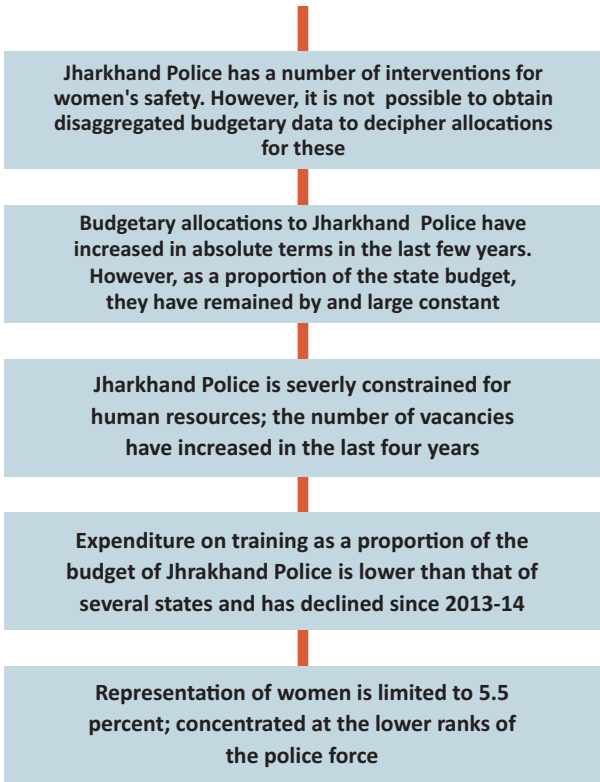
*Shakti App:* A mobile based application, *Shakti* app is an initiative by Jharkhand Police for women's safety and security. The app enables women in distress to directly contact the police control room and their friends/ family, in case of an emergency.

*Measures against honour killings:* In pursuance of the orders of the Supreme Court dated March 2018, Jharkhand Police has issued a number of instructions for the prevention of honour killings and punitive measures for the same in the event of any act of violence by caste based *panchayats*.

*Advisory on women's safety:* The website of Jharkhand Police carries an advisory which includes a set of measures for women and girls to minimise the possibilities of their falling prey to acts of violence and enhancing their safety.

Besides these measures that are aimed specifically at enhancing women's safety, Jharkhand Police also implements other interventions such as the Anti Human Trafficking Units (AHTU) and Unified Dial 100 that are also important initiatives from the perspective of women's safety.

AHTUs are a Ministry of Home Affairs scheme, that have been set up in select districts with the objective of addressing existing gaps in the law enforcement response to human trafficking and serve as the institutional mechanism for combating the crime, working with key stakeholders i.e. police, prosecution and NGOs. There are eight AHTUs established in eight district of Jharkhand in the districts of Khunti, Dumka, Simdega, Gumla, Ranchi, Chaibasa, Lohardaga and Palamu. Unified DIAL 100 is a Jharkhand State Police initiative to implement a centralised and automated system to handle Public Distress Calls.



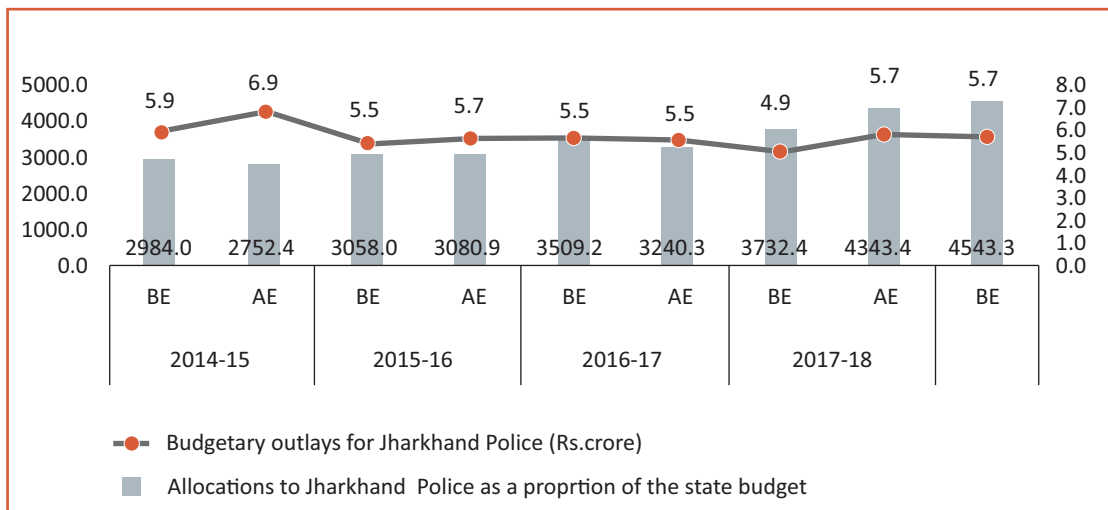
As can be seen, specific interventions for enhancing women's safety by Jharkhand Police are few and these too are also not designed to reach out to a wide range of women and girls who may require such support- the *Shakti* App, that requires the user to own a smart phone, being a case in point. Further, a budgetary analysis of these initiatives and an assessment of their efficacy is constrained owing to the lack of disaggregated budgetary information for these interventions and limited information on the outputs of these interventions. However, it is worth noting that while such information is necessary to develop an understanding of the functioning of these specific initiatives, the extent to which a police force is able to ensure women's safety is also contingent, to a large extent on its organizational robustness, infrastructure and capacity.

The following section discusses the budgetary outlays for Jharkhand Police and some related dimensions pertaining to its overall organisational functioning.

### Budgetary Outlays for Jharkhand Police

How have budgetary allocations for Jharkhand Police fared in the last few years? As can be seen figure 3.1, there has been an increase in the allocations for Jharkhand Police over the last few years in absolute terms from Rs. 2,984 crore in 2014-15 (BE) to Rs. 4,543.3 crore in 2018-19 (BE).

**Figure 3.1: Budgetary Allocations for Jharkhand Police**



Source: Budget documents, Government of Jharkhand, various years

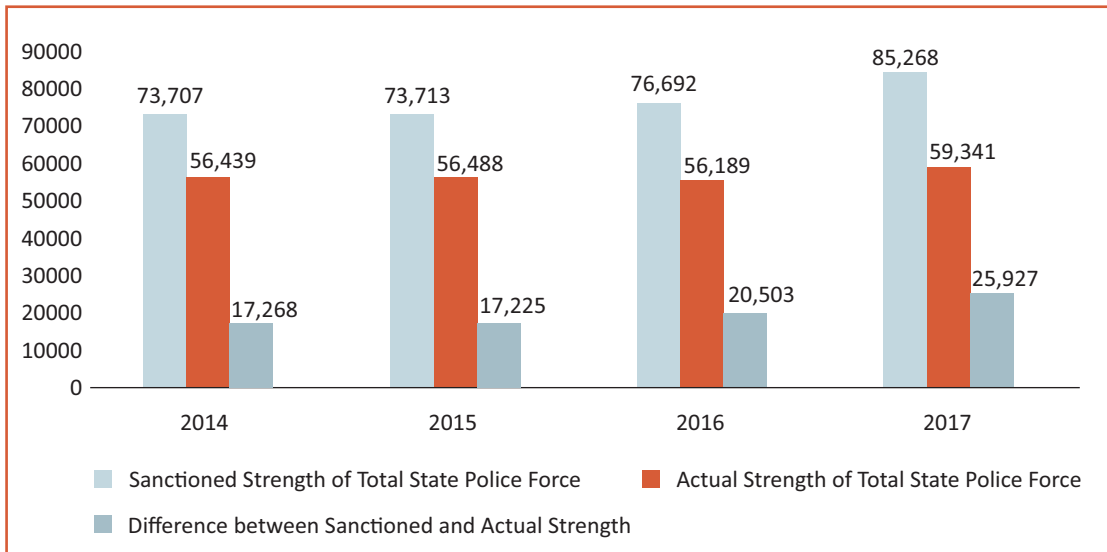
However, it is worth noting that the increased spending capacity of the state government, following the implementation of the recommendations of the Fourteenth Finance Commission for the period 2015-16 to 2019-20 has not translated into a higher priority for expenditure on police; i.e, as a proportion of the total expenditure of the Government of Jharkhand, the expenditure on Jharkhand Police has not witnessed an increase.

### Does Jharkhand Police have Adequate Human Resources?

Policing in India is a state subject; given the varied size, socio-political contexts across the various states of the country, the size of the police force varies from state to state. Nonetheless, effective policing necessarily requires adequate and trained personnel.

How is Jharkhand Police placed with regard to availability of personnel? Figure 3.2 presents the actual strength and the number of vacancies in the police force in Jharkhand against the sanctioned strength for a period of four years.

**Figure 3.2: Adequacy of Personnel in Jharkhand Police**



Source: Data on Police Organisations, Bureau of Police Research and Development, Ministry of Home Affairs

Although the sanctioned strength of the police force has increased by 11,561 posts between 2014 to 2018, the actual strength of Jharkhand Police increased by only 2,902 personnel during the same period. In effect, the number of vacant posts in the police force of the state increased by 8,659 between 2014-2018. Consequently, nearly 30 percent of the sanctioned posts in Jharkhand Police were vacant in 2017. The population per policeman in Jharkhand is 392.4. The same for Bihar is 695 and for Manipur, 79.

How are the vacancies in Jharkhand police distributed across the ranks? Table 3.1 captures the number of vacancies against the sanctioned strength across the state's police force.

The shortage of police personnel in Jharkhand is exacerbated by the delay in recruitment. While a sizeable proportion of the police force in the state retires each year, recruitment of additional personnel through Jharkhand Public Service Commission has taken place only twice in the eighteen years since the state's formation. Each recruitment drive is also followed by a tedious process of litigation which acts as a further impediment in expanding the size of the police force



**Table 3.1: Rank Wise Strength of Civil Police in Jharkhand, 2017\***

Rank	Sanctioned Strength	Actual Strength	Number of Vacancies
Director General of Police	2	3	-1
Additional Director General of Police	6	10	-4
Inspector General of Police	14	10	4
Deputy Inspector General	14	15	-1
Assistant Inspector General of Police/Superintendent Police	46	51	-5
Addl. Superintendent Police	40	31	9
Assistant Superintendent of Police	380	281	99
Inspector	907	632	275
Sub Inspector	7,557	2,452	5,105
Assistant Sub Inspector	7,170	5,473	1,697
Head Constable	8,118	6,070	2,048
Constable	38,961	26,219	12,742

Note: As on 1st January; includes Districts Armed Reserved Police

Source: Data on Police Organisations, Bureau of Police Research and Development, Ministry of Home Affairs

As can be seen, the maximum number of vacancies are at the level of constable, who are the face of the police force since they have the maximum interface with people. The shortage of constables affects, among several of the important functions carried out by them, assistance to investigating officers in the matter of arrests, recoveries, searches, identification, securing of witnesses and collection of intelligence in their beat areas. Likewise, significant shortages at the level of Sub Inspectors and Inspectors compromises the investigative capacity of the police force as these two positions are primarily responsible for investigation.

How does the shortage of personnel in the police force reflect in its functioning? The police-population ratio (police personnel per one lakh population) in the state in 2017 stood at 175 as against a sanctioned strength of 251 (BPRD, 2017). Moreover, a total of 4,452 cases of crimes against women were pending police disposal for the state as a whole in 2016. For Ranchi city, the number of such cases was 330 (NCRB 2016).

### **Expenditure on Training**

An important dimension of the functioning of the police force pertains to training and capacity building of police personnel. Table 3.2 presents the expenditure on training of police personnel as a proportion of the total police budget, incurred by various states.

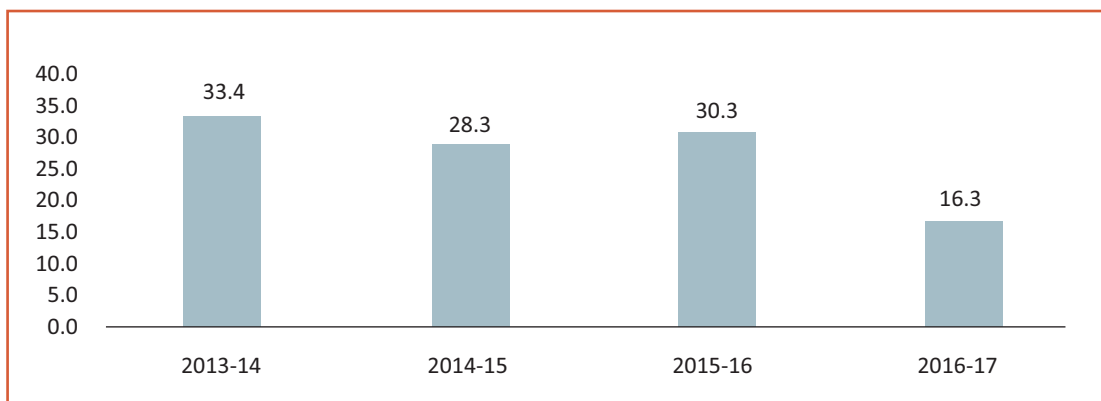
**Table 3.2: Expenditure on Training as a Proportion of the Total Police Budget, 2016-17**

Uttar Pradesh	13.95%
Madhya Pradesh	8.80%
Rajasthan	6.93%
Jharkhand	1.75%
West Bengal	0.77%
Kerala	0.62%

Source: Data on Police Organisations, 2017, Bureau of Police Research and Development, Ministry of Home Affairs

As can be seen, the priority to training in the total police budget is much lower in Jharkhand than several other states. Specifically, with regard to cases of violence against women, it is imperative for police personnel, (both men and women) to be trained for in order for them to be able to provide an appropriate response and be conversant with the standard operating procedures in dealing with cases of violence against women and girls, particularly aggravated assault.

What is the spending of Jharkhand Police on building capacities of its personnel? Figure 3.3 depicts the expenditure on training of Jharkhand police between 2013-14 and 2016-17. As can be seen, there has been a decline in expenditure on training since 2013-14 in absolute terms.

**Figure 3.3: Expenditure on Police Training in Jharkhand (Rs. crore)**

Source: Data on Police Organisations, , Bureau of Police Research and Development, Ministry of Home Affairs, various years

### Modernisation of Police Force

The Ministry of Home Affairs, Government of India has been providing assistance to states for modernisation of polices forces through acquisition of latest weaponry, training gadgets, advanced communication and forensic equipment in accordance with the strategic priorities of state governments. The funds allocated to Jharkhand, and its utilisation for a period of four years are presented in Table 3.3.

**Table 3.3: Funds allocated, Released and Utilised under Modernisation of Police Force Scheme (Rs. crore)**

	Funds Allocated	Funds Released	Funds Utilised
2014-15	-	34.5	33.9
2015-16	8.54	22.4	12.5
2016-17	8.54	1.64	Not Available*
2017-18	11.24	0.76	-
2018-19	9.97	-	-

Source: Rajya Sabha Unstarred Question Number 2477 for 08.08.2018

While the allocations, in view of stated objective of the scheme, itself are meagre and show a decline in 2018-19, the funds released against the allocations in 2016-17 and 2017-18 as well the utilisation of funds presents a disappointing picture with the highest funds utilized during the four-year period being a mere Rs. 33.9 crore in 2014-15.

### Representation of Women in Jharkhand Police

The representation of women in the police force is essential as it encourages women to seek police assistance, thereby strengthening their access to the police. The Ministry of Home Affairs has issued advisories to all state governments to ensure the representation of women to 33 percent of the total strength of Police personnel in states. Although the operationisation of this measure should have been pursued by creating additional posts for women rather than converting the vacant posts of male constables to posts for women, it is nonetheless an important step in the direction of increasing women's representation in the police force.

**Table 3.4: Representation of Women in Jharkhand Police**

Rank	Number of Women
Director General of Police	-
Additional Director General of Police	-
Inspector General of Police	4
Deputy Inspector General	-
Assistant Inspector General of Police/Superintendent Police	5
Addl. Superintendent Police	3
Assistant Superintendent of Police	11
Inspector	27
Sub Inspector	95
Assistant Sub Inspector	167
Head Constable	430
Constable	2,516
Total number of women police personnel	3,258
Total actual strength of Jharkhand police	59,341
Women personnel in Jharkhand police as a proportion of the total actual strength (%)	5.5

Note: As of 1st January 2017

Source: Data on Police Organisations, 2017, Bureau of Police Research and Development, Ministry of Home Affairs

Against the provision of 33 percent reservation for women in Jharkhand police, the proportion of women in the state's police force stood at 5.5 percent in 2017. Though the representation of women in the police force continues to be abysmally low in most states, it is worth noting that in the case of Maharashtra and Tamil Nadu, women constitute 18 and 12 percent of the police force respectively (BPRD, 20017). The other aspect that needs to be paid attention to is the concentration of women in the lower ranks of the police force. Of the 3,258 women in the state police force in 2017, 77 percent were in the capacity of Constable, while 13 percent were in the capacity of Head Constable.

### Mahila Police Volunteers

Apart from the fact that women continue to be under represented and concentrated at the lower end of the hierarchy in the police force in most states, a worrying development is the engagement of women as 'Mahila Police Volunteers', (MPV), a scheme introduced by the Ministry of Women and Child Development, Government of India. In the first phase, the scheme will be implemented on a pilot basis in all States and UTs.

An MPV is expected to serve as a public-police interface in order to fight crime against women. The scheme, if implemented effectively would be an important link between women and the police force and would encourage both- prevention of violence against women as well as its reporting. However, for the services rendered by MPVs, no remuneration is provided as an MPV is an honorary position. Instead, an amount upto Rs. 1000/- per month shall be paid to MPV to cover her out of pocket expenses related to mobile phone and local transportation.

---

The introduction of the *Mahila* Police Volunteer scheme by the Ministry of Women and Child Development is an important step in the direction of preventing crimes against women and increasing its reporting. However, it reinforces the Union Government's tendency to rely on the underpaid labour of women for implementation of important schemes- such as *anganwadi* workers and helpers for ICDS and ASHAs for the National Health Mission.

For the long list of responsibilities expected to be performed by MPVs, a sum of Rs. 1,000 per month is provided to cover their out of pocket expenses.

---

### What are the responsibilities of Mahila Police Volunteers?

- Create awareness of the existing services such as, One Stop Centers, Short Stay Homes, and Shelters
- Inform the police about any untoward incidences against women and girls in the community.
- Act as an additional intelligence collection unit of the area regarding all issues pertaining to women
- Report incidents of missing children, violence against women such as domestic violence, child marriage, dowry harassment, trafficking and any other form of violence faced by women in both public and private spaces.
- Mandatory visit of the *Anganwadi* Centre once a week on the day when the ANMs and ASHA workers also visit the *Anganwadi*.
- Familiarise herself with the existing awareness generating websites/portals for sensitising women/girls and children.
- Conduct one-to-one meetings, home visits, community meetings, Focus Group discussions to build

confidence among women, families and peer groups to approach the local police, Women Helpline and One Stop Center in times of need.

- Establish linkages with Protection Officers under at district/ block level
- Tie -up and be in constant touch with the other stakeholders on women's and children's issues--the police station concerned especially the women police personnel posted there, ANMs, ASHA workers, women homeguards, NSS, NCC, *Mahila* mandal workers, women's collectives, SHGs
- Engage and provide suggestions and feedback to the local administration and police about improving access to services and other related information.

As is clear, an MPV is entrusted with important responsibilities, performing which effectively is both, demanding and time consuming. In the manner in which it is designed, the implementation of the scheme hinges entirely on the underpaid labour of MPVs.

### Recommendations to Strengthen the Functioning of Jharkhand Police

Based on the analysis in the section as well as drawing from examples of initiatives that have been undertaken in other states, recommendations to enhance women's safety and strengthen the overall functioning of Jharkhand police are as follows:

- **Recommendations to enhance women's safety**
  - Initiate 'crime mapping' in cities. This will help identify areas where the incidence of various types of crimes against women is higher.
  - Make district wise information on crimes against women available in the public domain, disaggregated for urban and rural areas and by age.
  - The deployment of police personnel in districts and cities should be guided by such a mapping.
  - Increase representation of women in the police force to 33 percent. The provision of 33 percent reservation for women in the police force must be ensured across ranks and not just at the Constable or Head Constable levels, as is currently the practice.

The increase of women personnel in the police force should necessarily be accompanied with provision of basic facilities like functional toilets and safe transport facilities to provide a conducive working environment for them.

- Jharkhand police must make information available in the public domain about the number and nature of cases registered with AHTUs, along with details of human resource and infrastructure availability with *Mahila Thanas*, *Shakti* App and other such interventions for women's safety
- The Government of Jharkhand should commission an evaluation of all the specific measures such as the *Shakti* App, Helpline, *Mahila Thanas* and Operation *Nirbhik* instituted to check the incidence of crimes against women in order to identify gaps and take appropriate measures for the effective functioning of these interventions.
- Gender sensitisation and training of police personnel in standard operation procedures pertaining to crimes against women.

- Government of Jharkhand should implement the reforms in management of cases related to crime against women recommended by Justice Verma Committee. These include:
  - i. A Rape Crisis Cell should be set up. The Cell should be immediately notified when an FIR in relation to sexual assault is made. The Cell must provide legal assistance to the victim.
  - ii. All police stations should have CCTVs at the entrance and in the questioning room.
  - iii. A complainant should be able to file FIRs online.
  - iv. Police officers should be duty bound to assist victims of sexual offences irrespective of the crime's jurisdiction.
  - v. Members of the public who help the victims should not be treated as wrong doers.
  - vi. The police should be trained to deal with sexual offences appropriately.
- **Recommendations to strengthen the overall functioning of Jharkhand police**
  - Filling up of vacant posts to eliminate the gap between the sanctioned strength and actual strength of Jharkhand police, which was close to 30 percent in 2017 .
  - Addressing shortfalls across ranks, particularly that of Constable and Head Constable that form bulk of the vacancies
  - Enhance allocations for 'Modernisation of Police Force' and ensure effective utilisation of allocated funds.
  - Enhance allocations for training and capacity building of police personnel.

## IV. SANITATION

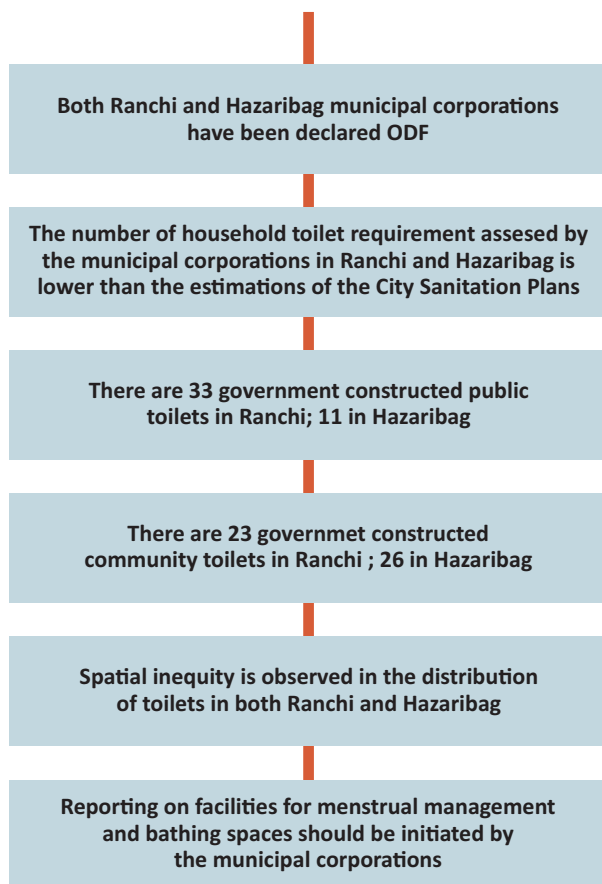
The inextricable link between access to toilets and women's safety and well-being is well established in both, academic literature and the policy discourse. Historically, given the comparatively lower coverage of toilets in rural areas vis a vis urban areas, schemes for sanitation have tended to focus more on rural sanitation rather than on sanitation in urban areas. The renewed emphasis on sanitation that is witnessed with the launch of the *Swachh Bharat* Mission has been instrumental in providing an impetus to sanitation in urban areas.

Data from Census shows that for Jharkhand as a whole, the proportion of households with toilets within the house in urban areas was 54.5 percent in 2001, which increased to 67.2 percent in 2011. The coverage of household toilets in Ranchi Municipal Corporation and Hazaribag Municipal Corporation in 2011 stood at 83 percent and 73 percent respectively. As of September 2018, all Urban Local Bodies (ULBs) in the state have been declared Open Defecation Free (ODF).<sup>8</sup> The following section presents an overview of the progress with respect to availability of toilets in Ranchi and Hazaribag Municipal Corporations.

### Availability of Toilets in Ranchi

How has Ranchi fared vis a vis toilet coverage in the last few years? As of February 2018, Ranchi has been declared ODF. This has been achieved through construction of toilets both, within the house as well as in public spaces.

*Access to toilets within the house:* The City Sanitation Plan presented by the Union Ministry of Urban Development provides information about the estimated number of households without toilets and the number of Individual House Hold Latrines (IHHLs) required to be constructed to address this shortage from 2014 till date.



<sup>8</sup> Information available at <http://sbmodf.in/?metric=ALL&state=jharkhand&city=ranchi%20nagar%20nigam> accessed on 14th September 2018

**Table 4.1: Number of IHHLs Required to be Constructed in Ranchi**

	As per Census 2011	Projected up to 2019
Number of urban households practicing open defecation	42,772	56,373
Number of urban households having pit latrines	3,756	4,695
Number of urban households having insanitary latrines	2,329	2,911

Source: City Sanitation Plan, Ministry of Housing and Urban Affairs

Following the development of the City Sanitation Plan, another survey to determine the number of IHHLs required to be constructed was undertaken by Ranchi Municipal Corporation (RMC), the nodal authority for construction and maintenance of toilets. Based on the survey, number of IHHLs required to be constructed was estimated to be around 34,000. Of these, over 32,000 households came forward to avail their entitlements under the Swachh Bharat Mission (SBM). The number of IHHLs constructed between 2014 to 2018 in Ranchi and the expenditure incurred is presented in Table 4.2.

**Table 4.2: Budgetary Outlays for Construction of IHHLs by Ranchi Municipal Corporation under SBM(U) (Rs. Crore)**

Phase	Number of IHHLs constructed	Date of funds disbursement by Government of Jharkhand	Amount Received	Expenditure
Phase I	31,705	06.07.2015	7.21	38.04
		08.07.2015	1.44	
		09.09.2015	1.8	
		15.01.2016	3.61	
		20.07.2016	10	
		24.10.2016	6.71	
		24.11.2016	2.23	
		25.03.2015	0.5	
		18.04.2017	10	
		19.03.2018	1.01	
Phase II	722	23.03.2018	0.86	0.86
Total	32,427	-	38.91	38.91

Source: Information as provided by Ranchi Municipal Corporation

The construction of IHHLs by RMC has been carried out using the funds received from the state government. The incentive provided for construction of IHHLs in urban areas in Jharkhand is RS. 12,000 per household. As can be seen, a total of Rs. 39 crore has been spent by RMC as incentive for construction of over 32,000 IHHLs in Ranchi since the launch of SBM upto 2018.



*Community and public toilets:* A community toilet is a shared facility for a group of residents or for a settlement, where owing to constraints of space (or other factors), constructing a toilet within the house is not feasible. Likewise, public toilets are meant to cater to the needs of a floating population and are constructed at sites such as markets, stations and other public areas.

The construction and maintenance of both, community and public toilets is the responsibility of RMC. Table 4.3 presents a snapshot of the number of such toilets, availability of basic amenities like water and electricity and the number of seats, disaggregated by sex.

**Table 4.3: Community and Public Toilets in Ranchi**

	Public Toilets		Community Toilets	
Total number of toilets	33		23	
Number of toilets with water	25		22	
Number of toilets with electricity	25		22	
User Charges	Not available		Not available	
Number of seats and urinals	Seats	Urinals	Seats	Urinals
Male	185	60	113	34
Female	162	0	103	0

Source: <http://udhd.jharkhand.gov.in> accessed on 7th June 2018

It is worth noting that the City Sanitation Plan of Ranchi has estimated the slum population of Ranchi, most of whom rely on community toilets to be 1.14 lakh by 2019. A total of 23 community toilets hardly seems sufficient to meet the sanitation needs of a population that size. Moreover, the guidelines for SBM have laid down the norms for seats in community toilets as one seat for 35 men while for women the guidelines mandate a seat for every 25 women. It would be useful for RMC to also report on the extent to which these norms are being met in Ranchi.

*Expenditure on community and public toilets:* Rs. 4.9 crore and Rs. 0.81 crore was received by RMC from the Government of Jharkhand using the untied funds available to the state government from the 14th Finance Commission grants in 2016-17 and 2017-18 respectively for construction of community and public toilets in Ranchi.<sup>9</sup> Expenditure incurred on maintenance of community and public toilets is met from RMC's own resources.

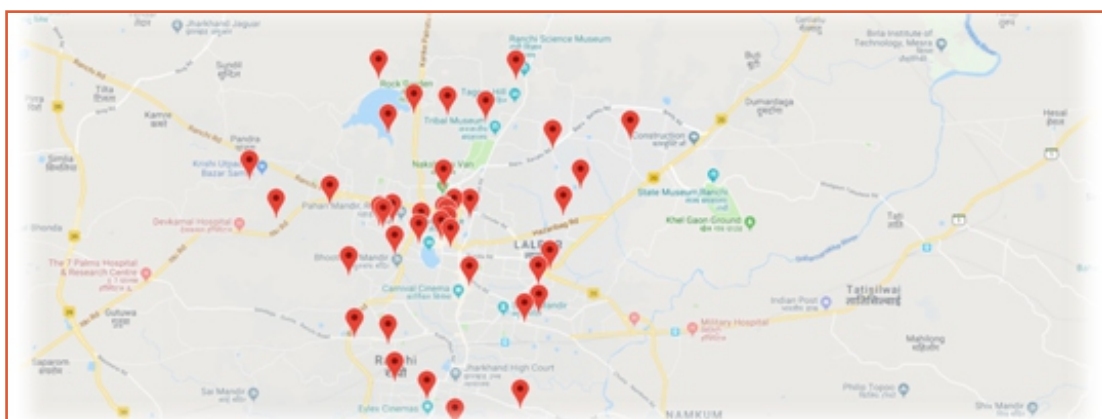
Maintenance of toilets once construction is complete is a major challenge affecting their usage over time. A new initiative of some of the Municipal Corporations in Jharkhand is to generate revenue for maintenance of community toilets by running a training centre in the same complex. The training centre is leased out to agencies. The revenue generated is used for maintenance of the community toilet. At present, two such complexes in Ranchi and one in Hazaribag is operational.

<sup>9</sup> As shared by officials in Ranchi Municipal Corporation

*Spatial distribution of community and public toilets:* Jharkhand is the first state in the country to have mapped all toilets in the state - community toilets as well as public toilets on google maps. A look at the distribution of toilets across the city however, reflects their uneven spread. Majority of the toilets are located closer to the centre of the city, with fewer toilets in the surrounding areas, as can be seen in Figure 4.1

*Accessibility:* Though discussions with officials indicate that new public and community toilets constructed have been equipped with ramps and other features to make toilets accessible to persons with disabilities, there is no information reported on the same by RMC. Additionally, the specific needs of women, elderly and children also need to be factored in the design of toilets and reporting on the same be done by municipal corporations.

**Figure 4.1: Spatial Distribution of Community and Public Toilets across Ranchi**



Source: <http://udhd.jharkhand.gov.in> accessed on 13th September 2018

### Availability of Toilets in Hazaribag

*Access to toilets within the house:* Like Ranchi, Hazaribag city too was declared ODF in August 2018.<sup>10</sup> The data presented in the City Sanitation Plan of Hazaribag Municipal Corporation pertaining to the number of IHHLs required to be constructed is presented in Table 4.4. As can be seen, the projection of the number of IHHLs required to be constructed are the same for 2011 and 2019, overlooking the additional IHHLs that would be required with the growth in population between 2011 and 2019, the year by which the SBM goal of achieving complete coverage of toilets is to be met.

**Table 4.4: Number of IHHLs Required to be Constructed in Hazaribag**

	As per Census 2011	Projected up to 2019
Number of urban households practicing open defecation	6,449	6,449
Number of urban households having pit latrines	722	722
Number of urban households having insanitary latrines	1,619	1,619

Source: City Sanitation Plan, Ministry of Housing and Urban Affairs

<sup>10</sup> Information available at <http://sbmodf.in/?metric=ALL&state=jharkhand&city=hazaribagh%20> accessed on 14th September 2018

Subsequent to the development of the City Sanitation Plan, a survey was conducted by Hazaribag Municipal Corporation in which against an estimate of 6,449 IHHLs, the number of IHHLs to be constructed was determined as 2,708. Accordingly, Rs. 3.3 crore was allocated for the construction of the IHHLs approved. Till date, about Rs.3.2 crore of the allocated funds have been utilised.<sup>11</sup>

*Community and public toilets in Hazaribag:* The City Sanitation Plan of Hazaribag has projected the slum population of Hazaribag to be 17,712 in 2019. A total of 16 community toilets, to meet the sanitation and bathing requirements of a population that size is far from sufficient. Moreover, for a city with an area of 19 square kilometers, there is a need to increase the number of toilets.

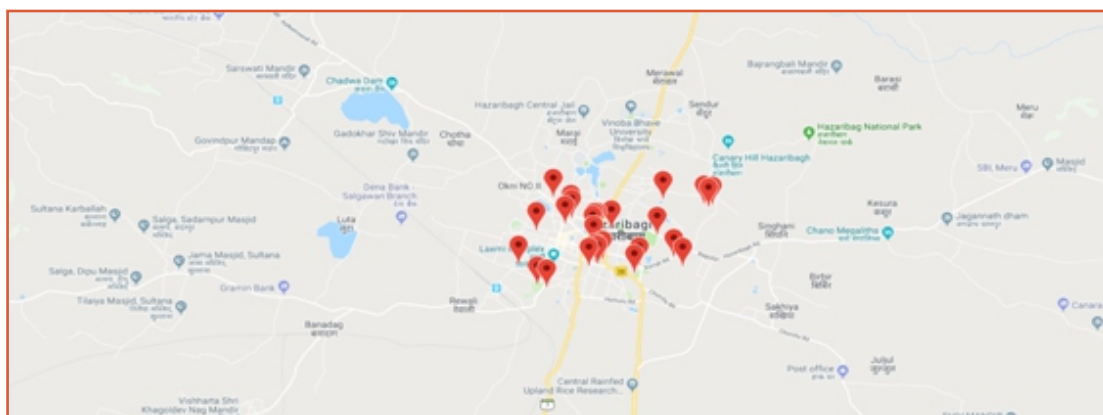
**Table 4.5: Community and Public Toilets in Hazaribag**

Total number of Toilets	Public Toilets		Community Toilets	
	Seats	Urinals	Seats	Urinals
Total number of Toilets	11		16	
Number of toilets with water	11		16	
Number of toilets with electricity	11		16	
User Charges				
Number of seats and urinals	Seats	Urinals	Seats	Urinals
Male	65	65	81	6
Female	50	50	80	5

Source: <http://udhd.jharkhand.gov.in> accessed on 7th June 2018

*Distribution of Community and Public Toilets in Hazaribag:* Like in Ranchi, the spread of community and public toilets in Hazaribag is uneven. The concentration of toilets is around the central areas of Hazaribag, with hardly any toilets in the peripheral areas, as can be seen in Figure 4.2.

**Figure 4.2: Spatial Distribution of Community and Public Toilets across Hazaribag**



Source: <http://udhd.jharkhand.gov.in> accessed on 13th September 2018

<sup>11</sup> Information as shared by officials in Hazaribag Municipal Corporation

In sum, though the construction of toilets has definitely gathered pace in both Ranchi and Hazaribag in the last few years, the question of whether these are adequate to cater to the entire population in both cities still persists. Additionally, with respect to community and public toilets, though these figures point to the need to increase the coverage of both, community and public toilets, the planned coverage of both types of toilets by the government has been met. It is unlikely that there will be any significant increase in the coverage of these

The municipal corporations in both Ranchi and Hazaribag should also start monitoring and reporting on some essential parameters such as availability of bathing spaces, facilities for menstrual management which are particularly important from the perspective of women and girls as well as factors that constrain access of the elderly, trans women, persons with disabilities to toilets. With respect to already constructed toilets that do not meet the differential needs of such groups, retrofitting to enhance their usability and accessibility could be considered. Besides these factors, the availability of water is also a factor that could affect usage of toilets over time. Against a benchmark of 135 Litres per Capita Per Day (lpcd), the supply in Ranchi and Hazaribag in 2017-18 was 61 lpcd and 46 lpcd respectively (Service Level Benchmarks, Urban Development and Housing Department, Government of Jharkhand).

The impetus to sanitation with the launch of SBM has undoubtedly increased toilet coverage; the challenge is to ensure that these are suited to the needs of the different sections of population and usage of these is maintained over time.

## V. SHELTERS FOR URBAN HOMELESS

Among the most overlooked sections of population in both government policy and programmes, the homeless in general, and homeless women in particular are subject to extreme forms of marginalisation and insecurity, making them especially vulnerable to violence. Despite the government's efforts towards ensuring 'Housing for All', the situation with regard to the homeless population in urban areas remains grim. Census 2011 estimates the homeless population in the country in urban areas is 9.3 lakh, of which 3.3 lakh are women. The homeless population in urban areas of Jharkhand is estimated to be 6,967 of which 2,679 are women and girls (Census 2011). These figures, however are contested on grounds of being under counting of the homeless; other estimates project the homeless population in urban areas to be about one percent of the total population.<sup>12</sup>

According to Census 2011, total homeless population in urban Jharkhand is 6,967 of which 2,679 are women and girls; actual number of homeless population could be higher

As of August 2018, 26 shelters under the 'Scheme of Shelters for Urban Homeless' have been set up in merely 11 ULBs with a combined capacity of 698. These shelters are run by NGOs.

An additional 18 shelters are proposed to be set up in 17 ULBs of the state

The largest number of homeless population in urban Jharkhand is in Ranchi. There are a total of 11 shelters in Ranchi, of which only one is exclusively for women

There is no shelter in Hazaribag (as of August 2018); a proposal to construct a shelter is underway

The unit cost per shelter is Rs. 40,000 per month, subject to conditionalities laid down by municipal corporations being met

The government's main intervention to address the issue of homelessness is the 'Scheme of Shelters for Urban Homeless' (SUH) under the National Urban Livelihoods Missions (NULM),<sup>13</sup> Union Ministry of Housing and Urban Affairs, initiated in 2014. The scheme, to be implemented by Urban Local Bodies (ULB), aims to ensure permanent shelters with basic infrastructure like water supply and sanitation. It is also meant to cater to the needs of especially vulnerable segments of the urban homeless like single women and their dependent minor children, elderly, disabled, and recovering gravely ill as well as provide access to various entitlements, i.e., social security pensions, Public Distribution System (PDS), Integrated Child Development Services (ICDS), identity, education, affordable housing etc. for homeless populations.

### Shelters for Urban Homeless in Jharkhand

The neglect of the homeless that is witnessed in the country is mirrored in Jharkhand. The coverage and capacity of shelters in the state is well below the requirement. The state has a total of 26 shelters<sup>14</sup> set up in 11 of the 43 ULBs. These have been set up under the Scheme of Shelters for Urban Homeless. The

<sup>12</sup> Refer to <http://hlrn.org.in/homelessness>

<sup>13</sup> The scheme was subsequently renamed as Deendayal Antyodaya Yojana-National Urban Livelihoods Mission

<sup>14</sup> As of August 2018

respective ULBs are responsible for the overseeing the management of the shelters; the shelters are managed by NGOs that receive funds from the ULBs for the running of these shelters. Against the total homeless population of 6,967, the combined capacity of these shelters is 694,<sup>15</sup> details of which are provided in Table 5.1.

**Table 5.1: Distribution of Shelters for Homeless in Jharkhand**

S.No	City	Homeless Population	No. of NULM Shelters	Category			Capacity of NULM Shelters
				General	Men	Women	
1	Adityapur	225	2	2	-	-	30
2	Chas	94	1	1	-	-	50
3	Deoghar	214	1	1	-	-	45
4	Dhanbad	671	1	1			50
5	Giridih	41	1	-	1	-	30
6	Jamshedpur	639	6	5	1	-	124
7	Lohardaga	-	1	1	-	-	50
8	Mango	95	1	1	-	-	15
9	Phusro	-	1	1	-	-	50
10	Ranchi	1124	11	9	1	1	204
11	Sahibganj	-	1	-	1	-	50

Source: [https://nulm.gov.in/SUH/SUH\\_Rept\\_City\\_Shelter\\_Details.aspx](https://nulm.gov.in/SUH/SUH_Rept_City_Shelter_Details.aspx) accessed on 21st August 2018 and Census 2011, Registrar General of India

As can be seen in Table 5.1, the maximum number of shelters in the state are in Ranchi but here too, the gap between the homeless population and the capacity of shelters is significant, i.e 920. Following Ranchi, the districts with the largest homeless population in urban areas are Dhanbad, Purbi Singhbhum and Bokaro (Annexure I). However, as of date, there are no shelters in Purbi Singhbhum and Bokaro.

The coverage of shelters in the state is expected to increase; 18 new shelters are proposed to be constructed across 17 ULBs of Jharkhand, including one in Hazaribag with a capacity of 50 persons. The combined capacity of the additional shelters to be constructed is 900.<sup>16</sup> Even after the operationalisation of the additional shelters, there would remain a gap of over 5,000 between the required and actual capacity.

The lack of dedicated shelters for women across the state is also striking. Besides Ranchi, not a single ULB has shelters exclusively for women, heightening the vulnerability of women to violence and sexual abuse.

<sup>15</sup> <http://udhd.jharkhand.gov.in/Programs/NULM/SheltersHomeless.aspx>

<sup>16</sup> As reported at <http://udhd.jharkhand.gov.in/Programs/NULM/SheltersHomeless.aspx>

## Shelters for Urban Homeless in Ranchi

From the information provided in the public domain by the Government of Jharkhand (GoJ), it appears that the situation with regard to shelters for the urban homeless is more favorable in Ranchi than in other parts of Jharkhand. A more nuanced picture, particularly with respect to homeless women in Ranchi can be drawn from Table 5.2 and Table 5.3

*Capacity and Occupancy of shelters:* Data obtained from Directorate of Municipal Administration indicates a difference in the reported capacity and the actual capacity of the shelters. Table 5.2 depicts the actual capacity against the reported capacity and the average occupancy for nine such shelters in Ranchi.

**Table 5.2: Capacity and Occupancy of Shelters for the Homeless in Ranchi**

Location	Reported Capacity	Actual Capacity	Occupancy			
			Period	Total capacity for the period	Actual Occupancy	Average number of residents per day during the period
Karam Toli Road	12	10	May 2017-March 2018	3,350	2,959	8.9
Dhurwa Bus Stand	24	20	May 2017-March 2018	6,700	5,908	17.7
Karbala Chowk	14	14	May 2017-March 2018	4,690	4,737	14.1
Jaggaranthapur	24	16	May 2017-March 2018	5,360	3,617	10.8
Pahari Mandir	24	12	May 2017-March 2018	4,020	3,944	11.7
Bakri Bazaar	12	12	May 2017-April 2018	4,380	5,344	14.7
RIMS	24	20	May 2017-April 2018	7,300	7,011	19.3
ITI Bus Stand	12	10	May 2017-March 2018	3,350	3,336	9.9
Madhukam Chowk	20	12	May 2017-March 2018	4,020	3,759	11.2

Source: Department of Urban Development and Housing, Directorate of Municipal Administration, Government of Jharkhand

From Table 5.2, it can be inferred that the combined average per day occupancy of the nine shelters is 118, only slightly more than ten percent Ranchi's reported homeless population of 1,124. It is also worth

noting that information about occupancy is not reported in the public domain, constraining further transparency in the implementation of this important scheme.

*Amenities provided at shelters:* The guidelines of SUH mandate the provisioning of a range of facilities at the shelter. These pertain to basic infrastructure (potable drinking water, sanitation, lighting, fire protection, first aid kit, pest control, kitchen) and establishing convergence with other services (including Anganwadi Centres, PDS and social security schemes). Table 5.3 describes some basic amenities reportedly available at the 11 shelters in Ranchi.

**Table 5.3: Amenities Available at Shelters for Urban Homeless in Ranchi**

Location of Shelter	Date of Operationalisation	Category	Facilities Provided				
			Piped Water Supply	Toilet	Lighting	Purified Water	Kitchen
Ahsraygrih Seva Sadan	Aug 2016	General	✓	✓	✓	✓	✓
Karbala Chouk	Jun 2016	General	✓	✓	✓	✓	x
AG More Doranda	May 2016	Women	x	✓	✓	x	✓
Bakari Bazar	May 2016	General	x	x	✓	✓	x
Dhurwa Bus Stand	May 2016	General	x	✓	✓	✓	x
ITI Bus Stand	Jun 2016	General	✓	✓	✓	✓	x
Jagarnathpur	May 2016	Men	x	x	✓	x	x
Karamtoli Road	August 2018	General	✓	✓	✓	✓	✓
Madhukam Ranchi	February 2016	General	x	✓	✓	✓	x
SUH Ranchi	Not Available	General	✓	✓	✓	✓	x
RIMS	May 2016	General	x	x	✓	x	x

Source: [https://nulm.gov.in/SUH/SUH\\_Rept\\_City\\_Shelter\\_Details.aspx](https://nulm.gov.in/SUH/SUH_Rept_City_Shelter_Details.aspx) accessed on 10th August 2018

As reflected in Table 5.3, the provision of basic infrastructure is also not being met out as per the guidelines laid down by SUH- basic facilities like toilets and piped water are not available at the many of the shelters.

### Shelter for Women in Ranchi

Like in other parts of the state, the neglect of dedicated shelters for women also stands out in Ranchi, with only one such shelter having a capacity of 12. During the course of the research, a visit was undertaken to this shelter, located at Pahari Mandir in July 2018. Contrary to what has been reported, the following was observed in the visit:

- The location of the shelter is remote and inaccessible; given that this is the only dedicated shelter in Ranchi for women, the location of the shelter should have been such that a larger number of women in need of it could access it.



- A total of three women were found to be residing at the shelter. Discussions with them revealed that on an average, four to six women per day access the shelter. As against this, data on occupancy for this shelter (provided by Ranchi Municipal Corporation) is reported in Table 5.4.
- The shelter has only one care taker, a male.
- The toilet built on the premises is no longer functional. The women at the shelter wake up around 5 am to defecate in the open.
- There is no piped water supply or bathing space; women bathe in the premises of the shelter in an enclosed space with water from a tank in the premises
- The electricity connection of the shelter had been disconnected at the time of the visit
- There is no provision for pest control. The risk of dengue and other mosquito borne diseases was found to be high.
- No linkages with services is established. The lack of identity proofs is an impediment because of which access to social security schemes and other services is lost.

**Table 5.4: Monthly Occupancy at Shelter for Women**

2017	
May	417
June	233
July	416
August	454
September	373
October	397
November	288
December	393
2018	
January	395
February	274
March	306

## Budgetary Support for Shelters for the Urban Homeless

As mentioned previously, the costs associated with setting up of the shelter are borne directly by the municipal corporation. The day to day management of shelters (operation and maintenance) is done by NGOs, for which funds are provided by Ranchi Municipal Corporation. An amount of Rs. 40,000 per shelter per month is provisioned for the by Ranchi Municipal Corporation for meeting the O&M costs. However, the actual amount disbursed to the implementing NGOs is based on the occupancy and deductions, if any, after the shelters have been inspected by representatives of the municipal corporation.

---

### Funding Pattern: Scheme of Shelters for Urban Homeless

- Government of India would fund 75% of the cost of construction of the shelters and 25% would be state contribution
  - Land to be provided by State Government on long term lease
  - Where existing infrastructures are to be used, financial support for refurbishment would be provided in ratio of 75:25
  - Operations cost for first 5 years from starting of the Shelter to be provided
  - For O&M of one shelter catering to 50 urban homeless an amount of Rs. 6,00,000/- per annum is provisioned. This includes electricity, cost of upkeep, free food (for 10 percent of the residents), staff salary
  - Additional funding required, if any for the O&M of the shelters may be borne by the State/ ULB or arranged through any other source
-



VI. FISCAL SPACE  
AND PUBLIC  
EXPENDITURE  
PRIORITIES IN JHARKHAND



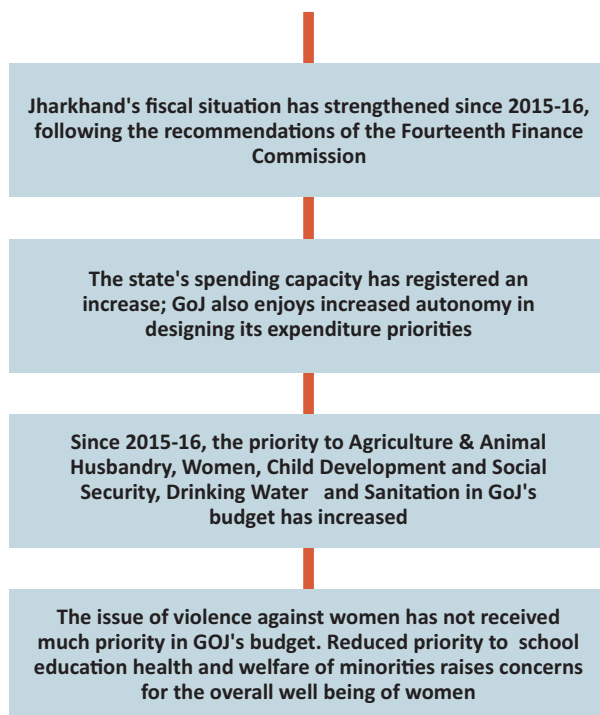
## VI. FISCAL SPACE AND PUBLIC EXPENDITURE PRIORITIES IN JHARKHAND

In the context of women's safety in public spaces (and within the home), an analysis of public spending is required to assess the adequacy of government expenditure to address violence against women. Equally importantly, it draws attention to the fact that deficiencies in essential services like health and education as well as infrastructure like street lights and public transport (which may arise from low public spending on these services) not only have an adverse impact on the overall well-being of women, but also heightens their vulnerability to violence. Poor human development indicators coupled with lack of essential services aggravate women's vulnerability to violence. For instance, a look at the health infrastructure in Jharkhand reflects that 108 of the 297 functional Primary Health Centres (PHC) in the state have no doctor, only 25 Community Health Centres (CHCs) have surgeons and merely 37 PHCs have women doctors (Rural Health Statistics, 2017). Given the shortages in health infrastructure and personnel coupled with low levels of literacy, people's faith in *Ojhas* is strong, reinforcing the prevalence of witch craft in the state. Likewise, the lack of public transport increases the dependence of women (who typically don't have access to private means of transport) on unregulated and often, unsafe modes of transport.

It follows therefore that the need for higher levels of public spending on essential services in a state like Jharkhand is essential not only to improve human development indicators and address infrastructure deficits but also to mitigate women's vulnerability to violence. The following section analyses the spending capacity of the Government of Jharkhand (GoJ) and the priorities in public spending in the state over the last few years.

### Increase in Spending Capacity of Government of Jharkhand

An important development in the domain of fiscal policy in the last few years has been the implementation of the recommendations of the Fourteenth Finance Commission (FFC), as a result of which the share of states in the divisible pool of central taxes has increased from 32 percent to 42 percent. This has been accompanied by a reduction in other receipts from the Union Government, as a proportion of the total receipts of GoJ. Table 6.1 presents the composition of the total receipts of the state government between 2014-15 to 2018-19.



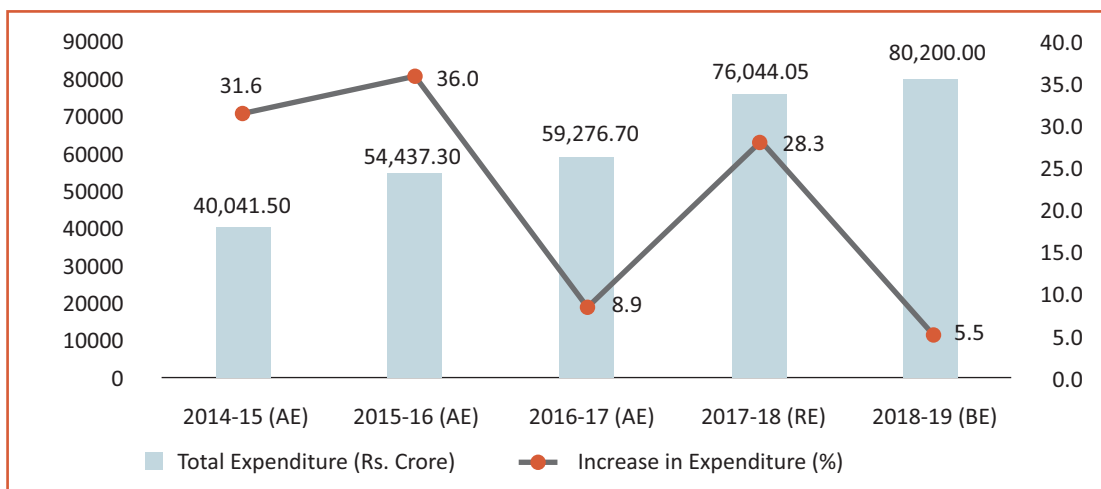
**Table 6.1: Composition of Receipts, State Budget of Jharkhand (percent)**

	2014-15 (AE)	2015-16 (AE)	2016-17 (AE)	2017-18 (RE)	2018-19 (BE)
<b>I. Revenue Receipts</b>	<b>78.8</b>	<b>74.7</b>	<b>79.4</b>	<b>86.8</b>	<b>86.2</b>
<b>Tax Revenue</b>	<b>49.5</b>	<b>50.4</b>	<b>54.7</b>	<b>54.1</b>	<b>57.7</b>
State's own taxes	25.8	21.1	22.4	24.2	24.0
Share in central taxes	23.7	29.3	32.3	29.9	33.7
<b>Non Tax Revenue</b>	<b>29.3</b>	<b>24.2</b>	<b>24.7</b>	<b>32.7</b>	<b>28.5</b>
State's own non taxes	10.8	10.8	9.0	14.8	11.3
Grants in Aid from GoI	18.5	13.5	15.6	17.9	17.3
<b>II. Capital Receipts</b>	<b>21.2</b>	<b>25.3</b>	<b>20.6</b>	<b>13.2</b>	<b>13.8</b>
Recoveries of loans	0.08	0.06	0.06	0.09	0.09
Other receipts	0	0	0	0	0
Borrowings and other liabilities	21.1	25.3	20.6	13.2	13.7

Source: Budget documents, Government of Jharkhand, various years

As can be seen, the proportion of central taxes in the total receipts of GoJ has witnessed a significant increase since the implementation of the FFC recommendations. While the state's own taxes as a proportion of total receipts have witnessed a marginal decline during the same period, the proportion of tax revenue in the total receipts of the state has increased from 49.5 percent in 2014-15 (AE) to 57.7 percent in 2018-19 (BE). The increase in the state's share of central taxes has been accompanied by a slight decline in Grants in Aid from the Union Government.

How has this affected the overall spending capacity of GoJ? Does the state have more resources available or has the spending capacity of Jharkhand remained stagnant in the last few years? Figure 6.1 presents the total expenditure of the GoJ between 2012-13 to 2018-19.

**Figure 6.1: Total Expenditure of Government of Jharkhand**

Source: Budget documents, Government of Jharkhand, various years

The total expenditure of the state government has increased from Rs. 40,042 crore in 2014-15 (AE) to Rs. 80,200 crore in 2018-19 (BE). A steep increase in the growth rate of the state government's expenditure can be observed in 2015-16 following the implementation of the FFC recommendations.

Effectively, this increase has translated into more funds available with the state government. Expenditure as a proportion of Gross State Domestic Product (GSDP) increased from 18.3 percent in 2014-15 (AE) to 27.1 percent in 2017-18 (BE) (Economic Survey 2017-18), indicating an increase in the spending capacity of the state government. The increase in share of central taxes also implies an increase in the untied funds available to the state government. This implies that, besides an increase in its spending capacity, the state government now enjoys greater autonomy in determining its expenditure priorities.

### Expenditure Priorities of Government of Jharkhand

How is the increased fiscal space and autonomy reflected in the state government's expenditure? To what extent, if at all, has the priority to social sectors in the state budget increased? The allocations across the various demands in the state budget, and as a proportion of total expenditure of GoJ in 2014-15 (BE) and 2018-19 (BE) are presented for select sectors in Table 6.2.

**Table 6.2: Priority to Select Sectors in State Budget of Jharkhand**

	2014-15 (BE)		2018-19 (BE)	
	Rs. crore	As a Proportion of State Budget	Rs. crore	As a Proportion of State Budget
School Education and Literacy	7,305.4	14.5	8,820	11
Rural Development	7,271.1	14.4	11,786	14.7
Home, Jail and Disaster Management	3,647.9	7.2	5,603.2	7
Health , Medical Education and Family Welfare	2,619.1	5.2	3,812.3	4.8
Urban Development and Housing	1,869.3	3.7	2,918.9	3.6
Women, Child Development and Social Security	1,437.4	2.9	3,418.8	4.3
Agriculture, Animal Husbandry and Co-operative	1,430.64	2.8	8,219.3	10.2
Higher, Technical Education and Skill Development	1,163.00	2.3	2,051.0	2.6
Welfare (Minorities)	91.12	0.18	95.6	0.12
Food, Public Distribution and Consumer Affairs	1,043.07	2.0	1,342.1	1.7
Drinking Water and Sanitation	954.06	1.9	2,273.8	2.8

Source: Budget documents, Government of Jharkhand, various years

Following the implementation of the FFC recommendations in 2015-16 and the consequent increase in spending capacity of GoJ, some shifts in budgetary priorities are observed; priority has been accorded to agriculture and animal husbandry, which has witnessed a significant increase, both in absolute terms as well as a proportion of the state budget. It is worth noting that Women, Child Development and Social

Security have also registered an appreciable increase. However, as noted in the previous section, this overall increase has not translated into higher allocations for schemes to address violence against women. A detailed picture presenting the allocations and priority to different sectors in 2014-15 and 2018-19 is presented in Annexure II.

In sum, Jharkhand's fiscal position has strengthened in the last few years, particularly on account of the FFC recommendations. The state has gained, both in terms of an increase in its spending capacity as well as greater flexibility to design its own expenditure priorities. A look at the expenditure priorities reveals that among the sectors that have gained in the re-prioritisation since 2014-15 is Women, Child Development and Social Security. However, when it comes to the issue of violence against women, the specific schemes to address the issue have not received priority. Moreover, decreased government expenditure in sectors like education also raises concerns from the perspective of women, as the lack of these services not only affects their well-being on the whole but also heightens their vulnerability to violence.



## VII. POLICY RECOMMENDATIONS





## VII. POLICY RECOMMENDATIONS

This section presents recommendations emerging from the study. The first section presents the broad action points, while the second sections presents a summary of the recommendations for strengthening sectoral recommendations to enhance women's safety in public spaces in Ranchi and Hazaribag.

### I. Action plan to end violence against women in Jharkhand

- The Government of Jharkhand must develop an action plan to end violence against women in the state, both in public spaces and within the home. Such a plan should clearly articulate the role of each stakeholder and also establish a mechanism that ensures coordination between concerned agencies (such as police, State Commission for Women, municipal corporations) and institutions (such as hospitals, One Stop Centres, and shelter homes).
- Related to this is the need to recognise that effective prevention and redressal of violence against women requires interventions in a wider range of sectors; education, law, transport, health, technology are some important sectors that need to take cognizance of the issue and institute appropriate interventions.

### II. Increase public spending on enhancing women's safety and addressing violence against women

- An action plan to end violence against women in the state will require higher levels of public spending. Besides increasing allocations to schemes meant to address violence against women, additional funds could also be generated by applying for funds under the *Nirbhaya* Fund of the Union Government. Additionally, setting up of a Fund for addressing violence against women at the state level, on the lines of the Chief Minister's Fund could also be considered.

The additional public spending on addressing violence against women must be channelised to ensure the following with respect to interventions to address the issue:

- *Coverage and capacity*: For schemes like shelter homes and One Stop Centres (OSC), adequate coverage and capacity is critical. At least one shelter home and OSC per district must be provided. In districts that have a higher incidence of crimes against women, coverage and capacity of these could be increased accordingly.
- *Adequate and trained human resources*: Shortage of adequate and trained human resources constrains the functioning of the police force, hospitals and several other institutions, deficiencies in the services of which aggravate women's vulnerability to violence.
- *Invest in mechanisms to strengthen transparency and accountability*: Higher investments in mechanisms that strengthen transparency and accountability in the functioning of concerned institutions and programmes would improve the quality of services. For instance, audits of shelter homes, of the kind that were commissioned by the Government of Bihar to Tata Institute of Social Sciences could be undertaken by GoJ.

### III. Make Information available in the public domain

At present, the lack of disaggregated data on crimes against women and disaggregated budgetary spending on interventions to address violence against women hinders an accurate understanding of the prevalence of the issue and the adequacy and gaps in public spending on the relevant interventions:

- *Data on crimes against women:* Data provided by NCRB on crimes against women does not provide data disaggregated for urban and rural areas at the district level. Additionally, if this data could also be disaggregated age wise, it would allow for a far more nuanced understanding of the geography, form of violence and age of women subjected to violence. Interventions to address the needs of women would be more appropriate, based on such an understanding
- *Data on budgetary spending on addressing violence against women:* Under the present structure of budgets, it is not possible to decipher budgetary spending on some of the specific measures to address violence against women, for instance- those instituted by the police force or expenditure on treatment and care of women subjected to violence in hospitals. Such information could be made available, in the Gender Budget Statement presented by GoJ as part of the budget each year.
- *MIS on schemes for addressing violence against women:* At present, very little information about the functioning of the concerned schemes is available in the public domain. Several flagship schemes of the Union Government such as MGNREGS, ICDS and Swachh Bharat Mission have an elaborate online Management Information System (MIS). This is a valuable source about various aspects of the scheme's physical, financial performance, outcomes and progress of the schemes. A similar MIS should also be set up for relevant schemes and programmes by GoJ.

#### **IV. Strengthen implementation of Gender Responsive Budgeting**

Higher magnitudes of public spending to address violence against women alone will not achieve the desired outcomes. For concerned institutions and departments to not only make their interventions more gender responsive, but also responsive to the issue of women's safety, effective implementation of Gender Responsive Budgeting (GRB) is imperative. Though GoJ has initiated implementation of the exercise, there is a need to strengthen this initiative. Additionally, municipal corporations perform various functions that have a bearing on women's well-being and safety (such as sanitation, street lighting, shelters for the urban homeless) and should also be brought under the ambit of GRB.

## SUMMARY OF RECOMMENDATIONS FOR SECTORAL INTERVENTIONS

<p><b>Support Services for Women in Distress</b></p>	<ul style="list-style-type: none"> <li>• With respect to crisis response mechanisms like shelter homes and OSCs, establish and implement benchmarks for:             <ul style="list-style-type: none"> <li>▪ Coverage and capacity</li> <li>▪ Infrastructure availability</li> <li>▪ Human resource availability</li> <li>▪ Capacity building and sensitisation of personnel</li> <li>▪ Quality of services</li> </ul> </li> <li>• Shelter homes must be designed to cater to the varied needs of women in distress including women with disabilities, elderly women and women with advanced health care needs</li> <li>• Interventions for long term rehabilitation of women who require such support need to be designed and introduced</li> </ul>
<p><b>Policing</b></p>	<ul style="list-style-type: none"> <li>• Ensure that vacancies in Jharkhand police are filled up</li> <li>• Increase representation of women in Jharkhand police to ensure a minimum 33 percent presence of women in the police force</li> <li>• Initiate crime mapping in Ranchi and Hazaribag; deployment of police personnel should be informed by such a mapping</li> <li>• Make information in the public domain available about the number and nature of cases registered with Anti Human Trafficking Units, along with details of human resource and infrastructure availability with <i>Mahila Thanas, Shakti</i> App and other such interventions for women's safety</li> <li>• Implement reforms in management of cases related to crime against women recommended by Justice Verma Committee</li> </ul>
<p><b>Sanitation</b></p>	<ul style="list-style-type: none"> <li>• Ensure spatial equity in distribution of toilets in both, Ranchi and Hazaribag</li> <li>• Increase the number of seats for women in community and public toilets</li> <li>• Municipal corporations in both Ranchi and Hazaribag should also start monitoring and reporting on some essential parameters such as availability of bathing spaces in community toilets, facilities for menstrual management in community and public toilets.</li> <li>• Accessibility of toilets for the elderly, children, transwomen and persons with disabilities must be ensured, through retro-fitting if required, to enhance their usability</li> </ul>
<p><b>Shelters for Urban Homeless</b></p>	<ul style="list-style-type: none"> <li>• Shelters must be available in all Urban Local Bodies of Jharkhand following the norms laid down in the 'Scheme for Urban Homeless' by Ministry of Housing and Urban Affairs</li> <li>• Necessary linkages with other basic services (health, social security, ICDS) must be established</li> <li>• Reporting on occupancy (disaggregated by sex) should be done for each such shelter on a daily basis</li> <li>• Shelters exclusively for women must be adequate in number and capacity. Municipal corporations must ensure that the location of these should be such that they can be accessed by women conveniently</li> </ul>

## BIBLIOGRAPHY

- Budget documents, Government of Jharkhand, various years (<https://finance-jharkhand.gov.in/>)
- Bureau of Police Research and Development Ministry of Home Affairs, (2017), 'Data on Police Organisations', Government of India
- Centre for Budget and Governance Accountability (2016). 'Comparative Analysis of Priorities in State Budgets for 2015-16'. Working Paper 1. A Working Paper Series by CBGA, Understanding the Changes in India's Fiscal Architecture, New Delh
- Centre for Fiscal Studies, Planning Cum Finance Department, (2018), 'Jharkhand Economic Survey 2017-18', Government of Jharkhand
- Choudhary P.C. Times of India, April 26, 2017, 'In unsafe city, women live in fear' (See:<https://timesofindia.indiatimes.com/city/ranchi/in-unsafe-city-women-live-in-fear/articleshow/56591287.cms>)
- Department-related Parliamentary Standing Committee on Home Affairs (2015). 'Demands for Grants (2015-2016), Ministry of Home Affairs', Report No. 185, Rajya Sabha Secretariat, New Delhi
- Jagori (2016), 'Study on Violence Against Women in Public Spaces in Ranchi and Hazaribag, Jharkhand'
- Ministry of Housing and Urban Poverty Alleviation, (2013), 'Scheme of Shelters for Urban Homeless (Operational Guidelines), National Urban Livelihoods, Government of India
- National Crimes Records Bureau, Ministry of Home Affairs, (2016), 'Crimes in India', Government of India
- Phadke, Shilpa (2013). 'Unfriendly Bodies, Hostile Cities Reflections on Loitering and Gendered Public Space', Economic and Political Weekly, Vol xviii, Issue no.39, pp 50-59.
- Plan International (2018), 'Gender Vulnerability Index Report -I'
- PRS Legislative Research (2013), 'Report Summary-Report of the Committee on Amendments to Criminal Law, 2013
- Ranade, S, (2007) 'The Way She Moves - Mapping the Everyday Reproduction of Gender - Space' Economic and Political Weekly, Vol. 42, Issue No. 17

# ANNEXURES

## ANNEXURE I: DISTRICT WISE HOUSELESS POPULATION IN URBAN JHARKHAND

District	Houseless Population		
	Total	Male	Female
Khunti	4	2	2
Lohardaga	15	9	6
Chatra	19	12	7
Simdega	28	21	7
Pakur	51	26	25
Latehar	85	43	42
Garhwa	86	50	36
Godda	110	50	60
Jamtara	129	65	64
Palamu	139	85	54
Giridih	142	78	64
Gumla	146	71	75
Kodarma	151	79	72
Hazaribagh	169	102	67
Dumka	180	106	74
Sahibganj	286	153	133
Ramgarh	294	174	120
Deoghar	300	151	149
Saraikela-Kharsawan	304	157	147
Pashchimi Singhbhum	372	271	101
Bokaro	793	452	341
Purbi Singhbhum	892	659	233
Dhanbad	968	577	391
Ranchi	1304	895	409

Source: Census 2011, Registrar General of India

**ANNEXURE II: EXPENDITURE PRIORITIES OF GOVERNMENT OF JHARKHAND**

	2014-15 (BE)	
	Rs. crore	As a Proportion of State Budget
School Education and Literacy	7305.39	14.50
Rural Development	7271.01	14.43
Pension	4287.64	8.51
Home, Jail and Disaster Management	3647.92	7.24
Road Construction	2774.81	5.51
Interest Payment	2694.12	5.35
Health , Medical Education and Family Welfare	2619.14	5.20
Water Resources	2344.81	4.65
Repayment of Loans	2011.30	3.99
Urban Development and Housing Department	1869.32	3.71
Energy	1868.49	3.71
Women, Child Development and Social Security	1437.39	2.85
Agriculture, Animal Husbandry and Co-operative	1430.64	2.84
Labour Employment and Training	1186.12	2.35
Welfare Department (Welfare Division)	1104.06	2.19
Food, Public Distribution and Consumer Affairs	1043.07	2.07
Drinking Water and Sanitation	954.06	1.89
Higher, Technical Education and Skill Development	943.25	1.87
Finance	595.12	1.18
Forest, Environment and Climate Change	451.73	0.90
Revenue, Registration and Land Reforms	424.88	0.84
Industries, Mines and Geology	303.53	0.60
Building Construction	301.31	0.60
Law	260.07	0.52
Higher, Technical Education and Skill Development	219.73	0.44
Cabinet (Election Dept)	141.70	0.28
Transport	140.10	0.28
Information Technology and e-Governance	121.78	0.24
Tourism, Art Culture, Sports and Youth Affairs	119.28	0.24

	2014-15 (BE)	
	Rs. crore	As a Proportion of State Budget
Commercial Tax	101.24	0.20
Welfare Department (Minorities Welfare Division)	91.12	0.18
Information and Public Relation	69.98	0.14
Legislative Assembly	54.45	0.11
High Court of Jharkhand	47.90	0.10
Cabinet Secretariat and Vigilance Department	45.38	0.09
Personnel, Administrative Reforms and Rajbhasha	37.85	0.08
Industries, Mines and Geology	33.89	0.07
Excise and Prohibition	20.46	0.04
Secretariat of the Governor	7.23	0.01
Jharkhand Public Service Commission	6.41	0.01
<b>Total</b>	<b>50387.70</b>	<b>100.00</b>

Source: Budget documents, Government of Jharkhand, various years

	2018-19 (BE)	
	Rs. crore	As a Proportion of State Budget
Rural Development	11786.0	14.70
School Education and Literacy	8820.0	11.00
Agriculture, Animal Husbandry and Co-operative	8219.3	10.25
Interest Payment	5631.0	7.02
Home, Jail and Disaster Management	5603.2	6.99
Pension	5595.5	6.98
Road Construction	4459.9	5.56
Health , Medical Education and Family Welfare	3812.3	4.75
Repayment of Loans	3760.6	4.69
Women, Child Development and Social Security	3418.8	4.26
Urban Development and Housing Department (Housing Division)	2918.9	3.64
Water Resources	2620.1	3.27
Drinking Water and Sanitation	2273.8	2.84
Welfare Department (Welfare Division)	1876.2	2.34
Food, Public Distribution and Consumer Affairs	1342.1	1.67
Higher, Technical Education and Skill Development	1220.0	1.52
Higher, Technical Education and Skill Development	831.4	1.04
Forest, Environment and Climate Change	701.9	0.88
Finance	679.7	0.85
Revenue, Registration and Land Reforms	647.5	0.81
Building Construction	644.8	0.80
Transport Department	577.4	0.72
Industries, Mines and Geology	468.1	0.58
Law	367.1	0.46
Labour Employment and Training	308.7	0.38
Tourism, Art Culture, Sports and Youth Affairs	295.7	0.37
Cabinet Secretariat and Vigilance	198.8	0.25
Information Technology and e-Governance	191.7	0.24
Information and Public Relation	167.8	0.21



	2018-19 (BE)	
	Rs. crore	As a Proportion of State Budget
Excise and Prohibition	128.8	0.16
High Court of Jharkhand	96.7	0.12
Welfare Department (Minorities Welfare Division)	95.6	0.12
Legislative Assembly	94.6	0.12
Industries, Mines and Geology	83.7	0.10
Secretariat of the Governor	74.0	0.09
Commercial Tax	73.1	0.09
Personnel, Administrative Reforms and Rajbhasha	52.3	0.07
Energy	29.4	0.04
Cabinet (Election Dept)	24.1	0.03
Jharkhand Public Service Commission	9.3	0.01
Total	80200	100.00

Source: Budget documents, Government of Jharkhand, various years



## About CBGA

CBGA is an independent, non-profit policy research organisation based in New Delhi. It strives to inform the public discourse through rigorous analysis of government budgets in India; it also works towards fostering people's participation on a range of policy issues by demystifying them. For further information about CBGA's work, please visit [www.cbgaindia.org](http://www.cbgaindia.org) or write at: [info@cbgaindia.org](mailto:info@cbgaindia.org)

---



## About Jagori

Founded in 1984, Jagori (meaning 'Awaken, woman') works towards its vision of helping to build a just society through feminist values. It works to deepen feminist consciousness with a wide range of partners and women leaders from marginalised rural and urban areas through research and knowledge building, perspective development, provision of support services to women survivors of violence, and networking. For more information, please visit [www.jagori.org](http://www.jagori.org) or write at: [jagori@jagori.org](mailto:jagori@jagori.org)

---