



POLICY BRIEF

DECEMBER 2019

MAPPING STATE INTERVENTIONS TOWARDS WOMEN AND CHILD PROTECTION IN MAHARASHTRA

This study was commissioned by UNICEF Maharashtra as a part of a larger project between UNICEF, UN Women and Government of Maharashtra on tracking outlays to outcomes for women and children.

INTRODUCTION AND OBJECTIVES

Maharashtra has been at the forefront of formulating policies to address the needs of women and children among Indian states. However, violence against women (VAW) and children (VAC) continues to be a crucial challenge requiring urgent attention. While Maharashtra performs better than the average Indian state in terms of human development indicators, the state ranked second in crimes against children, and third in crimes against women reported¹ across India in 2016, behind only Uttar Pradesh and West Bengal.

As part of a longer Memorandum of Understanding between UNICEF, UN Women and the Government of Maharashtra for tracking outlays to outcomes for women and children, UNICEF Maharashtra commissioned the Accountability Initiative, Centre for Policy Research to examine interventions addressing violence against women (VAW) and violence against children (VAC) in the State of Maharashtra. The study, conducted between August 2018 and October 2019 analyses budgetary allocations, expenditures, and utilisation for measures addressing VAW and VAC over 5 years FY 2014-15 to FY 2018-19. It further provides a glimpse into district-level fund flows and implementation of select measures.

RESEARCH DESIGN AND METHOD

Component I: Mapping: Legal, policy and implementation provisions/schemes against VAC/W in Maharashtra were mapped along frameworks for the forms of VAC/W (Table 1), adapted from seminal global literature on VAW and VAC². These were collated through a desk-based study of departmental budget books, performance budgets, departmental websites, Government Resolutions (GRs), and clarifications through interviews, across the following seven departments: Woman & Child Development (WCD), Labour, Home, Public Health, School Education and Sports, Social Justice & Special Assistance (SJSA), and Urban Development.

Table 1: Frameworks of Forms of Violence Against Children and Women

Framework of Forms of VAC		The Framework of Forms of Violence Against Women Perpetrator (I = outsider, II = Family member, III = Intimate partner)	
1	Female Foeticide/ infanticide		
2	Abandonment		Overall (for all forms of VAW)
3	Child Marriage	1 (I, II, III)	Forced prostitution (including Devadasi system), Trafficking for coerced sex, Forced Marriage by kidnapping etc.
4	Begging		
5	Corporal punishment	2 (I)	Coerced sex/ rape/ harassment (including stalking, voyeurism, Pornography, capturing/
6	Honour Killings		Violence organised or perpetrated by state actors (e.g. rape in war)
7	Acid throwing	3.1 (I)	By non-partner
8	Coerced sex/ rape/ harassment (including stalking and voyeurism)	3.2 (II)	By family member
		3.3 (III)	By intimate partner
9	Trafficking, Prostitution (including Devadasi system)	4.1 (II, III)	Dowry Death/ Dowry
10	Child Pornography	4.2 (II, III)	Honour Killings
11	Mental/ Emotional/ Psychological abuse	4.3 (II)	Sati
12	Child Labour	5 (II, III)	Sex-selective Abortion (Female Foeticide)/ infanticide
13	Female Genital Mutilation	6 (II, III)	Violence during pregnancy by family members/ intimate partner
14	Bullying including cyberbullying	7 (II, III)	Physical & Psychological abuse by family members/ intimate partner
15	Witnessing violence	8 (I, II, III)	Acid throwing/ other acid-related violence
		9 (II)	Abuse of widows/ elderly

¹National Crime Records Bureau 2016

²VAW: World Health Organisation, 2017. [INSPIRE: Seven Strategies for Ending Violence Against Children](#), Geneva: World Health Organisation

VAC: Watts, C., and Zimmerman, C., 2002. Violence against women: global scope and magnitude. *The Lancet*: 359. London: Health Policy Unit, Department of Public Health & Policy

Component II: Budgets: Allocations and expenditures of selected schemes were tracked using Maharashtra state budget and National Health Mission (NHM) Maharashtra budget data over 5 years, from FY 2014-15 to FY 2018-19. Expenditure data was tracked for 3 years, from FY 2014-15 to FY 2016-2017.

Component III: District Study: Challenges related to the fund flow, utilisation and implementation of five schemes, selected based on ownership (Union/ State) and function (Preventive/ Response related to VAC/W), were studied in two districts (Beed and Solapur), sampled using a weighted aggregate of performance on selected indicators. The five schemes were: Child Care Institutions (CCIs) under JJ Act, Beti Bachao Beti Padhao (BBBP), Swadhar Gruh, Integrated Child Protection Scheme (ICPS), and Mazi Kanya Bhagyashree (MKB). 28 semi-structured key informant interviews were conducted with state and district-level government officers, functionaries at CCIs, Swadhar homes and civil society members working on VAW and VAC.

LIMITATIONS

The study does not provide an exhaustive list of implementation provisions, except those with clear mention and budgets in departmental websites and books. The budgetary analysis does not reflect financial inputs by civil society or corporate actors, central government funds (except NHM), or local government's own funds. Using a scheme's official guideline for VAC/W categorisation has precluded any change in their category based on implementation-variance. An attempt of including the broader structural factors and related preventive provisions was made, but proved to be beyond the scope of this study. Thus, a focused VAC/W view was adopted.

KEY FINDINGS

Violence Against Children

MAPPING STATE ACTION ON VAC

The state budget from FY 2014-15 to FY 2018-19 shows 39 schemes across 5 departments relevant to VAC. Of these, 27 were included (Table 2) and 12 schemes, although relevant to VAC, were excluded from the budgetary analysis, for reasons given in the detailed report.

Lack of specific legislation or implementation measures for forms of VAC

- **Female Genital Mutilation:** The matter being sub judice³ is said to be the reason for not making any provision, legal or implementation.
- **'Honour Killing'**, has specific legislation and is currently dealt with under The Indian Penal Code (IPC). However, in 2018, the Supreme Court issued preventive, remedial and punitive guidelines against honour killings⁴, which need suitable legal and implementation provisions.
- **Corporal Punishment**, despite having Section 17 of the Right of Children to Free and Compulsory Education Act, 2009 (RTE Act) addressing it, does not have adequate rules formed for the 'disciplinary action under the service rules' mentioned in the law.
- **Bullying (including Cyberbullying), Child Pornography, Mental/ Emotional/ Psychological Abuse, and Witnessing Violence** did not have any implementation measures in state budgets till FY 2018-19.
- **Child Marriage** provisions require appointments of 'Child Marriage Prohibition Officers' at the ground level. However, this is delegated as an additional charge to Gram Sevaks/Child Development Project Officers in practice, with no additional budget provided.
- **Coerced sex/ rape/ harassment (including stalking and voyeurism)**, while having strong legislation under POCSO, requires critical attention for effective implementation.

³News article published in The Economic Times, 24 Sept. 2018. Online: [SC refers PIL against female genital mutilation to 5-judge constitution bench](#). Last accessed: 31 July 2019.

⁴Judgement dated 27.03.2018 passed by Supreme Court Writ Petition (C) No. 231/2010 – Shakti Vahini vs. Union of India & others. Ministry of Home Affairs' response to 11 Dec. 2018. Lok Sabha. unstarred question no. 125. Last accessed: 31 July 2019.

Paucity of preventive strategies and approaches addressing structural violence

- ‘Protection’ under institutional care is currently seen mainly as providing food, shelter and amenities for children. **No clear measure** exists to ensure prevention of VAC for those belonging to **vulnerable communities**.
- Even though students from Scheduled Castes (SC) and Scheduled Tribes (ST) are more vulnerable to violence, there is no specific implementation measure apart from IPC or SC/ST Atrocities Act.

BUDGETARY ANALYSIS

Of the total funds earmarked for addressing VAC from FY 2014-15 to FY 2018-19, the **scheme to install CCTV cameras accounts for over 50% of total allocations**. Given this large share, budgets have been analysed by both, including and excluding CCTV funds. **Allocation** was tracked over **5 years**, from **FY 2014-15 to FY 2018-19**. **Expenditure**, and thus, **utilisation** was tracked for **3 years**, from **FY 2014-15 to FY 2016-2017**.

Trends in total allocation, expenditure and utilisation of funds for addressing VAC

- **Allocations for addressing VAC are low**. Over 5 years, the total allocation for measures to address VAC was ₹ 2,224 cr, of which, total allocation excluding CCTV funds was ₹ 1,132 cr.
- Total expenditure over 3 years was ₹ 1,001 cr, of which, **total expenditure excluding CCTV funds was ₹ 457 cr**. The **utilisation of VAC funds** over the 3 years was **82%**, both including and excluding CCTV funds.
- Trends over the 3 years (Figure 1) show a **decline in both allocations and expenditures in nominal terms**.
- The **share of total expenditure on addressing VAC**, excluding CCTV funds, **out of total state expenditure declined** from **0.07%** in FY 2014-15 to **0.05%** in FY 2016-17.
- The **share of total expenditure on addressing VAC out of total state expenditure on Social Services** in Maharashtra **declined** from **0.18%** in FY 2014-15 to **0.13%** in FY 2016-17.

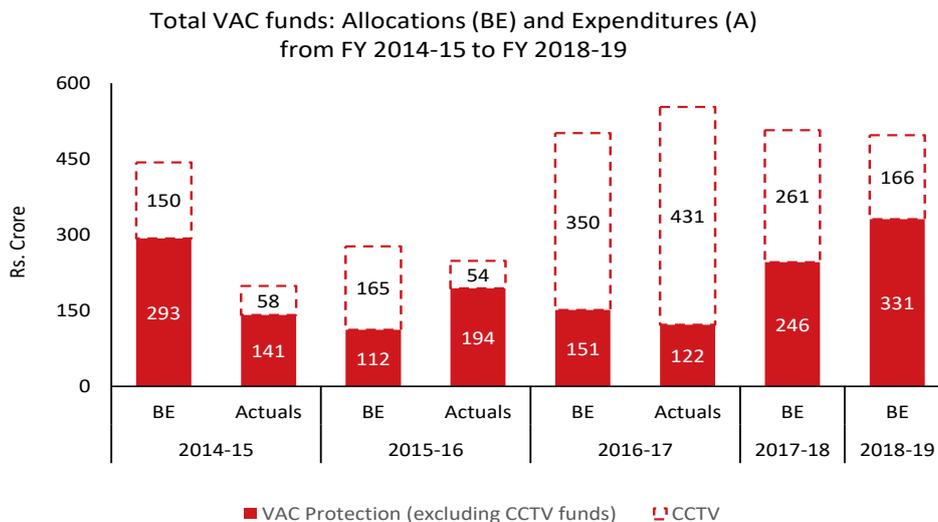


Figure 1: Trends in VAC Budgets from FY 2014-15 to FY 2018-19

Allocation, expenditure and utilisation of funds for addressing VAC by scheme

- **Peedit Mahila and Balak Manodhairya Yojana**, a compensation scheme for victims of acid attacks and sexual violence, has the highest individual allocation and expenditure, apart from the scheme for CCTVs.
- **Allocations of less than ₹ 2 crores during the 5 years** was found for Self-Protection Training, Implementation of PCPNDT Act, Eradication of Child Labour Practice; and Victim Compensation Fund, Assistance to Voluntary Agencies for running Shelter Homes, One-Stop Crisis Centre (Sakhi), Rehabilitation of Devadasis, and Welfare of Working Children Scheme.
- **Less than 65% utilisation** on an average over 3 years was found in Eradication of Child Labour Practice (20%), Self-Protection Training (29%), and Sukanya Yojana (2%, later replaced by MKB), Scheme for Rehabilitation of Devadasis (5%), Assistance to Voluntary Agencies for running Shelter Homes (under Women Welfare) (56%), ICPS (64%), and Beti Bachao Beti Padhao (64%).

■ **Schemes showing high utilisation** were Balak Samrudhi Yojana: Maintenance of Government Certified Homes and Remand Homes Under JJ Act (684%); Peedit Mahila and Balak Manodhairya Yojana (276%); Non-institutional services for destitute children (140%); Counselling Centre for women (130%); Maharashtra State Commission for Protection of Child Rights (95%); State-run - Reception Centres, State Homes and Protection Homes: for 16-60 age group female survivors of atrocities, teenage mothers, destitute (92%); ZP Women and Child Welfare Committee (91%); and CCIs-NGO run: Assistance to Voluntary Agencies for running CCIs (86%).

Table 2: Allocation, expenditure and utilisation of funds for schemes addressing VAC

	Department	Implementation Measure/ Scheme	Allocation from FY 2014-15 to FY 2018-19 (in ₹ Cr)	Expenditure from FY 2014-15 to FY 2016-17 (in ₹ Cr)	Utilisation from FY 2014-15 to FY 2016-17
1	WCD	Peedit Mahila and Balak Manodhairya Yojana	200	110	276%
2		Non-institutional services for destitute children	141	108	140%
3		CCIs- NGO run: Assistance to Voluntary Agencies for running CCIs	120	70	86%
4		ZP Women and Child Welfare Committee	51	46	91%
5		Integrated Child Protection Scheme (only ICPS budget heads)	189	37	64%
6		State-run - Reception Centres, State Homes and Protection Homes: for 16-60 age female survivors of atrocities, teenage mothers, destitute	65	34	92%
7		Counselling Centres for Women	26	10	130%
8		Bal Sangopan Yojana	22	8	N/A*
9		Balak Samrudhi Yojana: Maintenance of Government Certified Homes and Remand Homes Under Juvenile Justice Act	2	7	684%
10		Beti Bachao Beti Padhao	8	4	64%
11		Sukanya Yojana	170	3	2%
12		Maharashtra State Commission for Protection of Child Rights	4	2	95%
13		Assistance to Voluntary Agencies for running Shelter Homes (under Women Welfare)	2	1	56%
14		Rehabilitation of Devadasis: Grant-in-aid to Zilla Parishad under section 187 of the Maharashtra ZP and Panchayat Samities act 1961	1	0	69%
15		Mazi Kanya Bhagyashree	50	0	N/A*
16		Schemes for Rehabilitation of Devadasis	0	0	8%
17		One-Stop Crisis Centre (Sakhi)	0	0	N/A*
18		Ujjwala Yojana	20	0	N/A*
19		Welfare of Working Children Scheme	4	0	N/A*
20	Home	CCTV Surveillance System	1092	543	82%
21		Nirbhaya Yojana (Victim Compensation)	20	0	N/A*
22		Victim Compensation Fund	3	1	88%
23	Labour	Prevention of Child Labour Act, 1986 (Advertising and Publicity)	17	8	81%
24		Eradication of Child Labour Practice.	1	0	20%

Allocation, expenditure and utilisation of funds for addressing VAC by Department

- **Home Department** had the **largest allocation** over the 5 years, at ₹ 1,115 cr, and highest **expenditure** over 3 years, at ₹ 545 cr, on three schemes - primarily CCTV, and compensations to survivors under Nirbhaya Fund and other resources. WCD Department had allocated ₹ 1,075 cr, and spent ₹ 440 cr, across 19 schemes in the same period.
- **WCD Department** had the **highest average utilisation** during the 3 years at 83%, although its allocations decreased. Home department followed with 82% utilisation, with increasing allocations. SES Department had low utilisation of 29% for its only scheme, Self-Protection Training.

Table 3: Allocation, expenditure and utilisation of funds for addressing VAC by Department

Sum of expenditures over 3 years: 2014-17: In ₹ Crore (Utilisation %) 3-year				Expenditures (Utilisation %)						Allocations	
				2014-15		2015-16		2016-17		2017-18 BE	2018-19 BE
Total		1001	(82%)	198.6	(45%)	248.7	(90%)	553.2	(111%)		
1	WCD	440.1	(83%)	132.7	(47%)	190.0	(180%)	117.5	(81%)	239.1	303.8
2	Home	544.5	(82%)	58.1	(39%)	54.9	(33%)	431.4	(123%)	261.7	186.7
3	Labour	8.50	(79%)	4.99	(89%)	1.91	(62%)	1.60	(77%)	3.15	3.44
4	NHM, Public Health	7.00	(74%)	2.63	(62%)	1.65	(78%)	2.71	(89%)	2.55	2.56
5	School Education & Sports	0.48	(29%)	0.26	(74%)	0.21	(30%)	0.00	(0%)	0.21	0.21

Violence Against Women

MAPPING STATE ACTION ON VAW

The state budget from FY 2014-15 to FY 2018-19 shows 24 schemes across 3 departments relevant to VAW. Of these, 17 were included (Table 4), and 7 schemes, although relevant to VAW, were excluded from the budgetary analysis for reasons given in the detailed report.

Lack of specific legislation or implementation measures for forms of VAW

- **When the perpetrator is the current intimate partner**, legislative and implementation provisions are largely absent, or weak at best. For instance, **Marital Rape** is not legally recognised.
- **When the perpetrator is a family member**, provisions are similarly weak. For instance, no specific legislative or implementation provisions exist for **Female Genital Mutilation** and **'Honour' Killing**.
- **When the perpetrator is a state actor**, specific implementation measures are missing.
- **Voyeurism, pornography, capturing/ sharing private acts without consent, cybercrimes**, also do not have robust and specific measures.

Paucity of preventive strategies and approaches addressing structural violence

- No clear measure exists to ensure prevention of VAW belonging to **vulnerable communities**. For instance, it was only in 2018 that a ruling by the Bombay High Court made the **Protection of Women from Domestic Violence Act apply to Muslim women**. **Female genital mutilation**, a greater risk for specific religious minority communities, has no distinct legislation or implementation measure.
- Although women from SC/ST have **greater vulnerability** to VAW, there is no specific implementation measure apart from **IPC or SC/ST Atrocities Act** to address this.



The share of total expenditure on addressing VAC and VAW, excluding CCTV funds, out of total state expenditure, was 0.05% and 0.04% respectively, in FY 2016-17.

BUDGETARY ANALYSIS

Of the total funds earmarked for addressing VAW from FY 2014-15 to FY 2018-19, the **scheme to install CCTV cameras accounts for almost 70% of total allocations**. Given this large share, budgets have been analysed by both, including and excluding CCTV funds. **Allocation was tracked over 5 years, from FY 2014-15 to FY 2018-19. Expenditure, and thus, utilisation was tracked for 3 years, from FY 2014-15 to FY 2016-2017.**

Trends in total allocation, expenditure and utilisation of funds for addressing VAC

- **Allocations for addressing VAW are critically low.** Over 5 years, the total allocation for measures to address VAW was ₹ 1583 cr, of which, total allocation excluding CCTV funds was only ₹ 491 cr.
- Total expenditure over 3 years was ₹ 785 cr, of which, **total expenditure excluding CCTV funds was ₹ 242 cr.** The **utilisation** of VAW funds over 3 years was **148%, excluding CCTV**, and 95% including CCTV funds.
- The **share of total expenditure** on addressing VAW, excluding CCTV funds, **out of total state expenditure** ranged from **0.03% in FY 2014-15 to 0.04% in FY 2016-17.**
- The **share of total expenditure** on addressing VAW **out of total state expenditure on Social Services** in Maharashtra ranged from **0.08% in FY 2014-15 to 0.1% in FY 2016-17.**

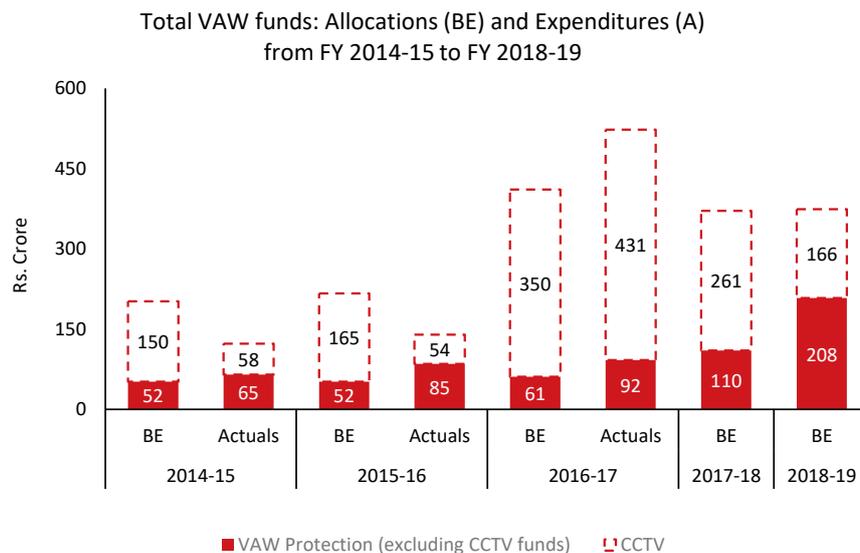


Figure 2: Trends in VAW budgets from FY 2014-15 to FY 2018-19

Allocation, expenditure and utilisation of funds for addressing VAW by scheme

- The **top three schemes** with highest allocations during the 5 years were the Peedit Mahila and Balak Manodhairya Yojana, State-run - Reception Centres, State Homes and Protection Homes (for 16-60 age group female survivors of atrocities, teenage motherhood, or destitution), and Implementation of Domestic Violence Act (in terms of 'Protection Officers').
- **Abolition of dowry** has seen declining allocations over the 5 years.
- **Schemes with less than 65% utilisation** on an average over 3 years were – Scheme for Rehabilitation of Devadasis (5%), Abolition of Dowry (provisions for 'Protection Officers') (7%), and Assistance to Voluntary Agencies for running Shelter Homes (56%).
- Overall, **allocations and expenditures for protection from VAW were lower than those for VAC**, in absolute terms, while **utilisation of VAW funds was higher than that of VAC funds.**

Table 4: Allocation, expenditure and utilisation of funds for schemes addressing VAW

	Department	Implementation Measure/ Scheme	Allocation from FY 2014-15 to FY 2018-19 (in ₹ Cr)	Expenditure from FY 2014-15 to FY 2016-17 (in ₹ Cr)	Utilisation from FY 2014-15 to FY 2016-17
1	WCD	Peedit Mahila and Balak Manodhairya Yojana	200	110	276%
2		State-run - Reception Centres, State Homes and Protection Homes: for 16-60 age female survivors of atrocities, teenage mothers, destitute	65	34	92%
3		Domestic Violence Act (Protection officer)	57	29	176%
4		ZP Women and Child Welfare Committee	51	46	91%
5		Counselling Centres for Women	26	10	130%
6		Maharashtra State Commission for Women	23	11	157%
7		Swadhar Gruh	20	0	N/A*
8		Ujjawala Yojana	20	0	N/A*
9		Abolition of Dowry	2	0	7%
10		Assistance to Voluntary Agencies for running Shelter Homes (under Women Welfare)	2	1	56%
11		Rehabilitation of Devadasis: Grant-in-aid to Zilla Parishad under section 187 of the Maharashtra ZP and Panchayat Samities act 1961	1	0	69%
12		Schemes for Rehabilitation of Devadasis	0	0	8%
13		One-Stop Crisis Centre (Sakhi)	0	0	N/A*
14	Home	CCTV Surveillance System	1092	543	82%
15		Nirbhaya Yojana (Victim Compensation)	20	0	N/A*
16		Victim Compensation Fund	3	1	88%

Allocation, expenditure and utilisation of funds for addressing VAW by Department

- **Home Department** had the **largest allocation** over the 5 years, at ₹ **1,115 cr**, and highest **expenditure** over 3 years, at ₹ **545 cr**, on three schemes - primarily CCTV, and compensations to, survivors under Nirbhaya Fund and other resources. WCD Department had allocated ₹ **466 cr**, and spent ₹ **240 cr**, across 13 schemes in the same period.
- **Utilisation** fluctuated **between 128% to 166%** for the **WCD Department**, while there was a **sharp rise from 39% to 123%** for the Home Department.

Table 5: Allocation, expenditure and utilisation of funds for addressing VAW by Department

Sum of expenditures over 3 years: 2014-17: In ₹ Crore (Utilisation %) 3-year		Expenditures (Utilisation %)						Allocations			
		2014-15		2015-16		2016-17		2017-18 BE	2018-19 BE		
Total		785.7	(95%)	123.2	(61%)	139.5	(64%)	523.0	(127%)		
1	WCD	240.1	(149%)	64.7	(128%)	84.3	(166%)	91.3	(151%)	109.0	195.1
2	Home	544.5	(82%)	58.1	(39%)	54.9	(33%)	431.4	(123%)	261.7	186.7
3	NHM, Public Health	0.92	(74%)	0.40	(32%)	0.23	N/A*	0.29	N/A*	0.55	0.66



21 out of 24 sanctioned DCPU posts were found to be vacant in the study districts.

DISTRICT LEVEL FINDINGS

Delayed and unpredictable fund flows to districts

- Fund flows to the district level are **unpredictable and frequently delayed**. The receipt of funds at the district level has been concentrated in the third and fourth quarters (Table 6).

Table 6: Quarter-wise funds received for selected schemes in study districts

FY		2016-2017				2017-2018				2018-2019			
Quarter		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
District1	Non- ICPS CCI	0%	0%	0%	100%	0%	0%	100%	0%	0%	0%	100%	0%
	ICPS	3%	38%	3%	56%	0%	0%	0%	100%	0%	0%	100%	0%
	BBBP	*	*	*	*	0%	0%	0%	100%	*	*	*	*
	MKB	*	*	*	*	0%	0%	100%	0%	*	*	*	*
	Swadhar	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
District2	Non- ICPS CCI	0%	0%	0%	100%	0%	0%	27%	73%	0%	0%	100%	0%
	ICPS	25%	25%	25%	25%	0%	69%	19%	12%	0%	100%	0%	0%
	BBBP	0%	0%	0%	100%	*	*	*	*	0%	0%	0%	100%
	MKB	*	*	*	*	0%	0%	100%	0%	0%	100%	0%	0%
	Swadhar	*	*	*	*	*	*	*	*	100%	0%	0%	0%

* No funds received in the year; NA – Not Available

Deficit in human resources

- There is an **acute shortage of human resources** for effectively implementing ICPS as per the scheme guidelines and stipulations of the JJ Act. **21 out of 24 sanctioned DCPU posts were vacant** in the study districts, as well as vacancies in CWCs and JJBs (Table 7).
- **Contractual hiring for DCPUs** makes it difficult to fill positions and retain staff.
- Significant **vacancies** existed **among sanctioned positions in CCIs** visited for the study. CCIs are unable to hire staff independently due to dependency on state hiring.

Table 7: Vacancies at district level

	District 1			District 2		
	Sanctioned	Vacant	% Vacant	Sanctioned	Vacant	% Vacant
CWC	5	2	40%	5	0	0%
JJB	3	3	0	3	2	66%
DCPU	12	10	83%	12	11	92%

Non-institutional care provisions not activated

- **Provisions for Non-Institutional Care under ICPS are not in place.** Maharashtra is yet to issue guidelines for the implementation of the sponsorship and foster care program under ICPS and JJ Act.
- **No existing infrastructure for adoption services** was in place in one of the two study districts.

Limited role of local governments

- According to a state GR passed in January 2014, the WCD Committees at the Zilla Parishad (ZP), Panchayat Samiti and Village Panchayat level are entitled to 10 per cent of the local government's own funds for the implementation of welfare and development programme for women and children in their jurisdiction. Of 18 areas of intervention given in the GR, **only three can be categorised as relevant to addressing VAW/C** – i) self-defense training through school-based karate, judo and yoga coaching for the overall physical development of girls, ii) establishment and operation of women's counselling centres, and iii) education on gender, health, family planning, and legal provisions for adolescent girls and women.
- Within the narrowly defined role of local government, the WCD Committee of **ZP Solapur had spent ₹ 104 lakhs** on the provisions for addressing VAW/C, whereas **ZP Beed had not incurred any expenditure** on these 3 provisions (Figure 3). Most funds were utilised for distribution of physical assets such as sewing machines and equipment for grinding food grains to women in both districts.

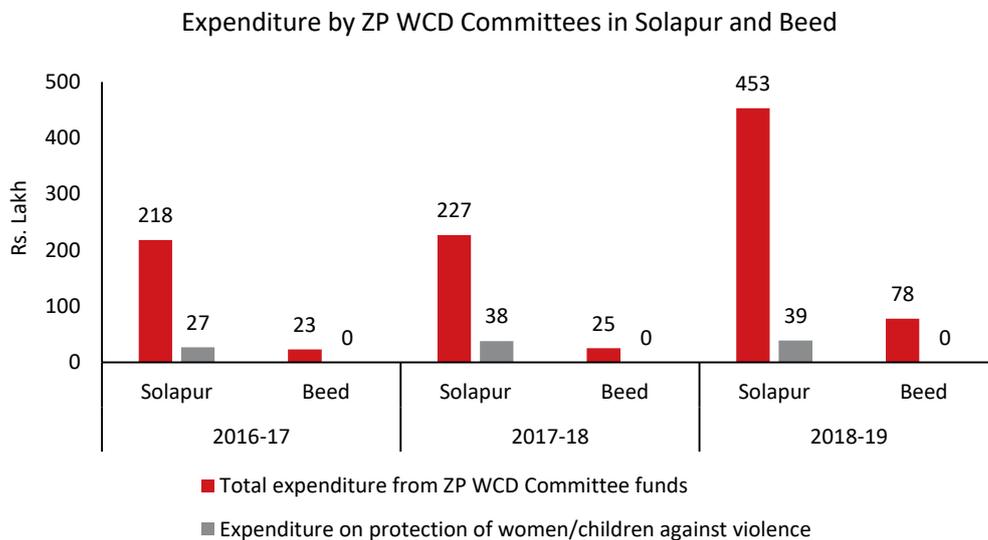


Figure 3: Expenditure by WCD Committees of Zilla Parishads in Beed and Solapur districts

Community engagement provisions not activated

- Provisions for community engagement defined in scheme guidelines remain dormant. The district, block and village level Child Protection Committees prescribed under ICPS have **not been uniformly set up**. Where they do exist, they have not conducted any meetings, or not convened for several years.
- Despite the provision for **social audits** being included in the national guidelines of BBBP, **these are yet to be conducted** in the state.

Lack of availability of updated district data

- Publicly available data on the performance of schemes has critical gaps at the district level. There is no publicly available record of expenditure incurred for schemes at the district level.
- For schemes with a complex financial structure such as ICPS, the district offices themselves do not have complete information on the total expenditure incurred within their jurisdiction, as funds for CCIs and institutional structures such as DCPU, CWC and JJB are distributed differently.

RECOMMENDATIONS

Formulating legislative and institutionalising implementation provisions for excluded forms of VAC

1. Formulate adequate legislative provisions/ rules and robust implementation measures for the following:
 - **'Honour Killing'**: Create robust legislative and implementation measures concerning the preventive, remedial and punitive guidelines issued by the Supreme Court, in 2018. Adapting from the World Health Organisation's (WHO) 'INSPIRE: Seven Strategies for Ending Violence Against Children'⁵ evidence-based strategies, envisage measures to transform restrictive and harmful gender and social norms against the youth's right to choose a partner (also impacting child marriages, teenage pregnancies, and school dropout).
 - **Corporal Punishment**: Formulate disciplinary service rules that take cognizance of Corporal Punishment as a form of VAC, to implement Section 17 of the RTE Act.
 - **Child Marriage**: Provide adequate budget for Child Marriage Prohibition Officers, especially for mobilising communities against child marriage.
 - Strengthen all strategies to prevent **trafficking** including implementation and enforcement of laws with Standard Operating Procedures, changing norms and values, creating safe environments; parent and caregiver support; income and economic strengthening; response and support services; education and life skills.
 - Operationalise response and support services to address **voyeurism, pornography, capturing/ sharing private acts without consent, cybercrimes, bullying (including Cyberbullying), child pornography, mental/ emotional/ psychological abuse, and witnessing violence** – along with creating safe environments and enforcement of related laws.
2. Institutionalise clear legislative and implementation measures, to ensure the prevention of VAC/W belonging to various vulnerable communities, in addition to the IPC provisions or SC/ST Atrocities Act. Institutionalise specific implementation measures to prevent VAW organised or perpetrated by state/ state actors.

Addressing deficits in Human Resources, Fund Flows and Data Management

3. Fill vacancies in the child protection infrastructure, specifically DCPUs, CCI staff, and CWCs. Increase capacity-building for functionaries operating within the protection system to build a deeper understanding of the challenge of protection and unique needs of women and children who access these services.
4. Streamline fund releases to ensure fewer delays and more availability of funds at the start of the financial year. Ensure adequacy (as per the stated purpose) of amounts allocated for providing crucial services within homes for women and children.
5. Simplify consolidation of data for district-level allocations and expenditures and make it publicly available, to enable effective assessment of the district-level performance of schemes by citizens.

Mobilising communities, grassroots infrastructure, and Local Governments

6. Activate existing scheme provisions for community engagement, including the mobilisation of village, block and district level protection committees, and social audit mechanisms.
7. Ensure greater autonomy and decentralisation for local governments to identify and address the challenges of VAC/W relevant to their jurisdiction. Sensitize local government members to the challenge of protection, and the need for local government involvement in addressing it. Train local government members to enable them to respond effectively to the needs of the local context. Hold local governments accountable, and incentivize them to address VAC/W in their jurisdiction through effective oversight.

Translating a holistic understanding of 'protection' into convergent implementation

8. Examine why and how the current implementation provisions fail to deliver 'holistic' protection against VAC/W and structural violence. Place greater emphasis on a clearer vision/direction on what constitutes 'prevention' in practice, along with how it can be effectively implemented. Consider adapting WHO's 'INSPIRE: Seven Strategies for Ending Violence Against Children' strategies towards holistic protection against VAC/W.

⁵ Available at [INSPIRE: Seven Strategies for Ending Violence Against Children. World Health Organisation, 2017](#). Last accessed: 9 Dec 2019.

9. Articulate clearly the role of departments other than the WCD (particularly School Education and Sports, Public Health, Labour, Home, Social Justice and Special Assistance et al) in ensuring protection against VAC/W. Articulate distinct roles that can be translated into suitable implementation provisions to supplement and enhance the provision of protection services by the WCD.
10. Set up a centralised and frequently updated database for key statistics on VAC/W, to better guide monitoring and planning efforts. Consolidate disparate data sets of schemes addressing VAC/W, to provide a holistic picture of protection and performance.

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