

Towards an integrated, eco-system response to GBV at city level- actors, actions, good Practices and gaps

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1. Abstract:

Gender Based Violence (GBV) in big cities is a significant development challenge, with the costs and consequences borne largely by women and girls. To effectively respond to this increasing and complex challenge, it is important to take stock of various actors, actions, good practices and gaps. Swasti, with support of UNDP, conducted a review and stock taking exercise with local stakeholders in Bangalore city (March 2014 to July 2014), using a comprehensive ecosystem GBV Framework as a lens to analyse the response. Steps involved in the review include desk study, individual interviews (using snowballing), documentation of good practices and analysis using a Safe City GBV framework. In all 175 actors were identified, of which only 87¹ were interviewed (the rest could not be reached or unwilling to participate). This is not an Evaluation, but a review and stock taking exercise, with a view to move towards action.

The main conclusions from review and stocktaking are:

- a) The response is need based, with large focus on Domestic Violence, on redress/treatment and much less on prevention. However, response does not adequately focus on all types of violence, in different settings, and importantly on prevention among the most vulnerable, in particular sexual minorities, sex workers, transgender. Involvement of Men and Boys are minimal.
- b) The response in Bangalore City, India is handled by number of Stakeholders; but fragmented and un-coordinated, sometimes even within a type of Stakeholders. This reduces efficacy, efficiency and most importantly from the point of the most vulnerable, confusing and difficult if they have to access multiple services. Importantly, there is no client focus.
- c) Information surrounding incidence, reporting, and redress (including justice) is not available in any one place or agency, across all types of violence and target groups. Hence,

¹ Please note number of actual interviews may be high due to multiple interactions with different individuals within the same agency.

while there is a broad understanding of the problem, the extent, setting, geography, costs, resource requirements, etc. are not available across the sub-sector.

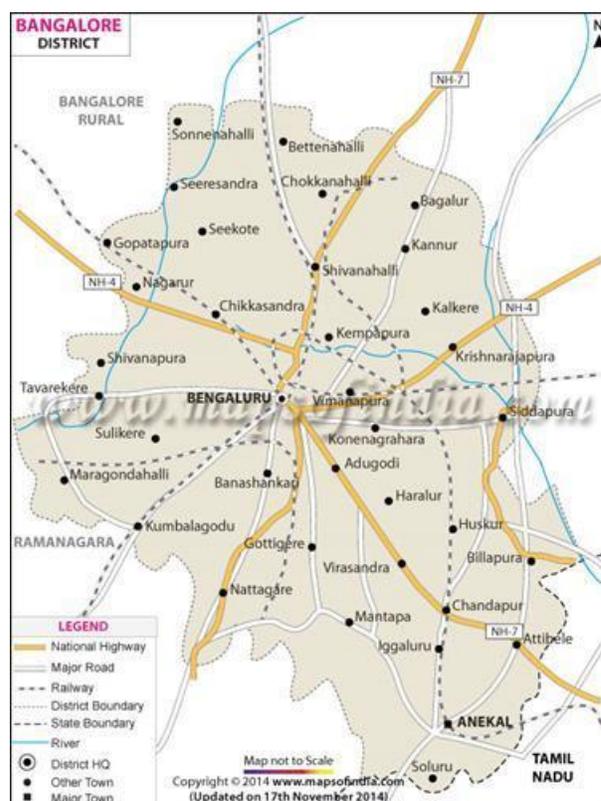
- d) There is no overall plan, which looks at fundamental causes and consequences of GBV for the whole city. There is no one Authority, no one plan or one place where information resides. Therefore, there is no guiding principles, approaches, strategies to refer to.
- e) Resource requirements for a comprehensive and effective response is not in place; in its absence, and given the low levels of investment on the complex social issue of GBV, which has huge development costs, the lack of a financing estimate is likely to lead to small and incremental investments, if any or huge infrastructural investments like CCTV (as it is obvious, but may not be sufficient usage).

Recommendations:

- i. Develop / adopt a comprehensive city wide response framework, which at strategic level provides direction to all stakeholders.
- ii. Develop a city wide response plan, which provides an integrated approach to preventing and responding to GBV in all settings, across all key target groups and vulnerable populations.
- iii. Set up a central triage and co-ordination unit, which is a ‘Single Window’ for first response, co-ordinating the response, maintaining information and providing broad monitoring of responses – across all stakeholders and actors.
- iv. Cost the plan developed and come up with a financing plan which the City can raise / allocate resources.
- v. Conduct an independent evaluation (including baseline on incidence) and provide an in-depth situation assessment, culminating in a ‘State of Violence’ report – bi-annual.

Introduction:

‘Every day, women and adolescent girls face sexual harassment and violence as they go about their daily routines — whether on city streets, on buses and trains, or in their own neighbourhoods’². This limits their freedom and rights to education, work, recreation and participation in political life³. Women and girls are among the most vulnerable populations to gender based violence, particularly in India with 309,546 incidences of violence reported in the year 2013 with a crime rate of 52.24⁴. Reports of violence and crime against women and girls are on rise across all cities in India, with the capital city Delhi topping the list with 1,636 incidences of rape reported in 2013 among a female population of 80.86 (in lakh). Not far behind is Bangalore City⁵, capital Karnataka state situated in the south of India achieving the status of third most unsafe city in India. According to the National Crime Records Bureau (NCRB) 2013, the city has registered 2,608 cases of crime against women. According to UNIFEM,⁶ violence makes up at least 25 - 30 per cent of urban crime, and women are twice as likely to be victims of violent aggression as men. The concern, however, acquired an alarming shape when last year a child was reported to have been raped within a private school premises leading to several Departmental actions to prevent a similar incident in future. Given the incidences and reporting gap, what the public sees, particularly through media, is only a tip of the iceberg.



To effectively respond to this increasing and complex challenge, it is important to take stock of existing actors, actions and good practices and gaps. A Desk Review prior to this stock taking showed that there were a number of actors, working

² 30 May, 2012, UNIFEM Executive Director Inés Alberdi

³ <http://iknowpolitics.org/en/2012/05/unifem-part-un-women-new-global-initiative-make-cities-safer-women>

⁴ 2013, National Crime Records Bureau (NCRB) “TABLE-5.2 Incidence of Crimes Committed Against Women During 2013” <http://ncrb.gov.in/>

⁵ <http://www.mapsofindia.com/maps/karnataka/districts/bangalore.htm>

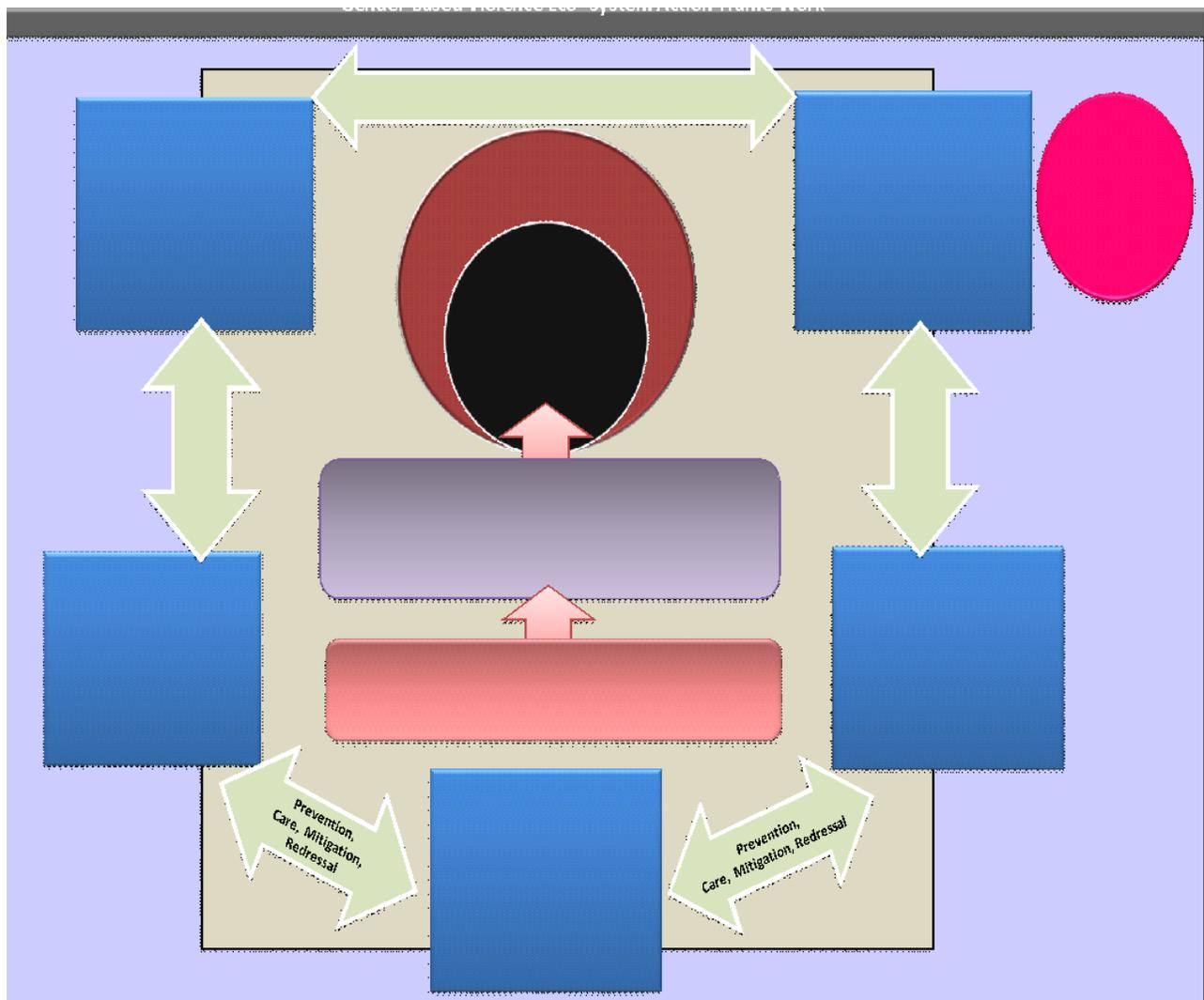
⁶ UN-HABITAT and UNIFEM fighting violence against women, 4 June 09, <http://mirror.unhabitat.org/content.asp?cid=6798&catid=574&typeid=6>

across geographies, issues, using different approaches, with different capacities. To prevent or redress GBV, it is important to integrate where required and most importantly co-ordinate and address root causes and consequences. Responding to this need, Swasti, with support of UNDP conducted a review and stock taking exercise with local stakeholders in Bangalore city (March 2014 to July 2014). A comprehensive ecosystem GBV framework was developed and used as a lens to analyse the data emerging from the stock taking of the GBV response.

(Kumar, Chakraborty, 2014)

2. Stock taking Design - equity focus and gender responsiveness:

The stock taking exercise, one of its first kinds in India, was equity and gender focused due to the



following reasons.

- a) The exercise mapped and consulted everyone⁷ – not leaving small or big player, Government or Non-Government, old or new. This exercise ensured that all voices and responses are systematically mapped.
- b) The design of the framework brought together, at a definitional level, various kinds of violence, perpetrated against particularly the most poor and vulnerable, in resource poor settings. The framework was also critiqued and improved by leading gender experts.
- c) The exercise not only looked at Women and Girls, but also boys (which are under reported), Transgender community and also the Sexual Minorities.
- d) Responses, whether they were preventive or redressal oriented, were looked at using a client and gender lens – for their relevance, sensitivity and focus on the vulnerable and most at need.

3. Methodology:

The stock taking was limited to Bangalore city (Population: 8.43 Million⁸) attempted to include all types of individuals, services and programs relevant to safe city interventions. Five steps followed:

1. Desk study of various actors (individuals, organisations) and programmes
2. Individual interviews and field visits to understand the Programmes
3. Using a snowballing approach (from earlier step), identifying further Programmes to review (and carrying out Step 2, till saturation is reached)
4. Documentation of Good Practices (in Bangalore, across India – in limited sites)
5. Analysis of the GBV response in Bangalore, using the Safe City framework

A Total of 175 actors were identified, of which 87 were interviewed:

	Type	Identified	Interviewed
1	Government	69	40
2	Not for Profits/NGOs	74	26

⁷ We do not claim to have covered the entire universe of actors or efforts but as many possible given the limitations of the exercise, those who claimed GBV as their main mandate within the city.

⁸State of Karnataka's Cities - Public Affairs Centre,

<http://pacindia.org/uploads/default/files/media/pdf/1ad12b717ce038823a835bacd42eac50.pdf>.

3	Research Institutions (Academia)	12	5
4	Corporate	6	4
5	Independent- experts, activists, forums	14	12
	Total	175	87

The Output of the exercise was:

- a) A stock taking report – an extract of which is this paper.
- b) A Safe City Plan – which provides a road map for an integrated eco-system response to GBV in Bangalore (available separately).
- c) Good practices in GBV – In Bangalore and across few major cities of India (available separately).

The study used qualitative methods and did not evaluate individual programmes for three reasons:-

1. Mandate – We at Swasti cannot assume a mandate to evaluate without consent and participation of the individual actors / programme;
- 2 An evaluation approach may reduce openness to share, particularly where no relationship currently exists
3. It would take more time and potentially have higher dropouts (as could be seen as adversarial).

A semi structured interview tool was used with the respondents (referrals from interviewees - snowballing). Interviewees were across all levels - counsellors, administrators, researchers, local judiciaries, advocates, activists, academicians, practitioners, etc.

Some individuals and organizations could not be interviewed - reasons included - No response, disinterest, overload at work, violence related work being only a small part of their work mandate.

The integrated eco-system framework was shared during the interviews for comments and suggestions. At the time of writing this paper, the stock taking exercise is set to be shared and

further validated with the a range of local CSOs and GO Departments - with a view to triangulate and also plan for next steps.

There were many challenges in conducting the stock taking – 1. Openness to share information in a limited number of stakeholders. 2. The exercise did not look at Programmes with critical lens – as this would have reduced openness even further. This meant Programmes were taken at face value and only few actors shared the challenges and gaps openly. This was mitigated by using a lens through which the analysis was carried out. 3. The politics surrounding GBV response and divide between various kinds of stakeholders also meant that interviewers themselves were evaluated.

4. Analysis and key findings:

The stock taking focussed on mapping various actors offering services or working in the area of GBV; Government, NGOs, corporate and independent gender experts. The findings of the stock taking are structured around five key sections, each outlining the current efforts and analysis. This includes:

- I. Redressal on Gender based Violence
- II. Prevention of Gender based Violence
- III. Target Groups
- IV. Geography
- V. Funding

I. Redressal on Gender Based Violence:

From our analysis, four key approaches⁹ have emerged as main service areas on violence redressal in city of Bangalore:

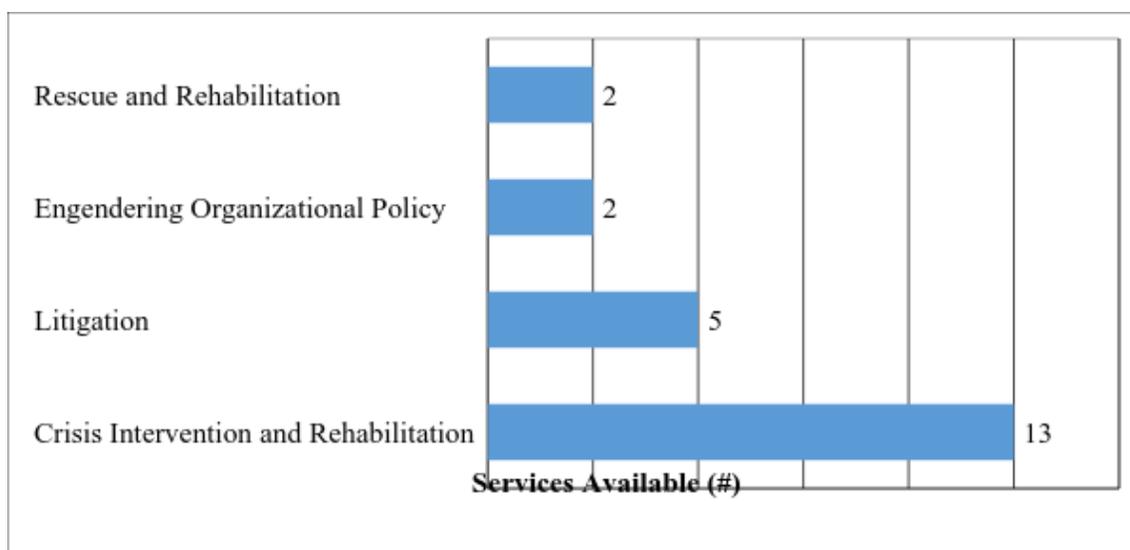
- a. **Crisis Intervention and Rehabilitation:** This includes a package of services, typically on counselling, mediation, medical aid, livelihood support, shelter home facility, legal guidance and rescue. This is offered through multiple routes and including government, NGOs and research institutes & health care services.
- b. **Engendering GBV in Organizational Policy:** The Prevention of Sexual Harassment (POSH) Act in India has a mandatory requirement for the inclusion of civil society representatives in the sexual harassment committee.
- c. **Litigation:** Few¹⁰ government and non-government Agencies offer exclusive assistance on litigation of cases to survivors of violence.
- d. **Rescue and rehabilitation:** Karnataka State in India stands third in human trafficking¹¹ reporting the third highest number of cases in the Country during 2009-12, many of the victims being women and children. Services in Bangalore focus exclusively on the rescue of women and children from difficult circumstances including trafficking. Both NGOs and Government agencies work on this theme.

The graph below indicates the number of agencies adopting various approaches or services that are to respond gender based violence issues, especially violence against women (VAW).

⁹ Though Swasti has the list of agencies and the interview details, however, for the purpose of discussion and publication, this paper has refrained from using actual names of any agencies.

¹⁰ This paper does not provide numbers – as there are two numbers. 1. Those who work on the issue 2. Those who work on the issue who were interviewed. In addition, many of the stakeholders work across issues. So numbers may be confusing. Swasti has a full list of actors and areas of work, which can be queried.

¹¹ HYPERLINK "<http://www.stoptrafficking.in/Article-In-India--Karnataka-stands-third-in-human-trafficking.aspx>" <http://www.stoptrafficking.in/Article-In-India--Karnataka-stands-third-in-human-trafficking.aspx>



Under each of these approaches, the specific efforts and potential gaps are:

- **Crisis services focused largely on Domestic Violence:** In Bangalore, majority of the services on crisis response seems to be organized to offer effective ongoing support to deal with domestic violence. The comprehensive package of services is well suited to the multiple needs of domestic violence (DV) survivors which also include acid attack victims. Support comprises of counselling, mediation, legal aid, shelter, medical aid, and access to social protection schemes. The crisis intervention service design, human resource, and current structure seem to have lesser focus and preparation to deal with incidences of sexual violence.
- **Preparation of redress services for emergency rescue:** Few agencies have a component of emergency response that is offered with the State Police support in specific zones for rescuing women facing DV. Emergency rescue and support includes incidents of sexual violence in public places (transportations/street/ any other spaces); cases registered under abduction and holistic response to survivors of rape and sexual abuse are areas which seems to require greater attention for planning and implementation.
- **Maintenance & usage of Data:** The data on incidence based reporting is maintained separately by each agency. As a result, a consolidated status of “burden and nature of violence” is not available at the city level, thus limiting the scope to understand the typologies of

violence; hotspots as per the administrative zones of the city; nature of services needed in specific areas; and areas of coordination between Departments and gaps to be bridged for effective response. Overlapping data due to multiple locations of reporting same incident is also an issue of concern for many agencies. Establishing mechanism for bringing together data, common platform for access and reporting, assessment of data and coordination are bridging areas for effective response. In addition, there are population level incidence measurement mechanisms; only reporting.

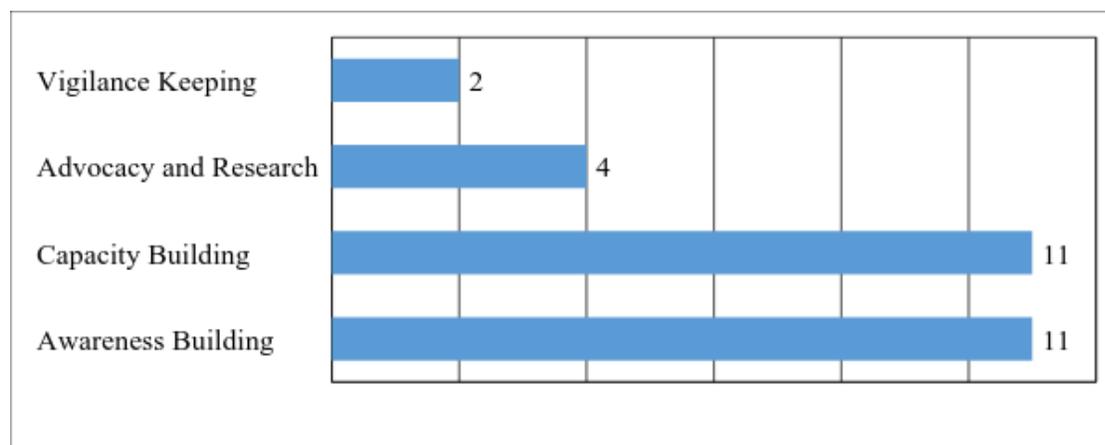
- **System of Access:** In Bangalore the survivors of violence or person needing help have multiple options to contact the service providers in times of need. There is no one number and each agency has a separate contact number. For example the local state based law and order agency has a 24x7 helpline (1091), the Counselling service centre have different numbers for 24x7 contact in each of the location and similarly few NGOs offering services have different number. It is important to highlight that having multiple routes of response is desirable; however a single point of contact, that is reliable and will receive all cases which can triage the request to the most appropriate facility depending upon the need of the caller/ person in distress is desirable.
- **Compliance on Prevention of Sexual Harassment (POSH) and Protection of Children from Sexual Offences (POCSO) Acts:** We found two distinct departments of the state government has mandate on sexual harassment at work place and child sexual abuse. Implementation of these Acts on the Ground in terms of Prevention is unclear. The focus still seems to be on redress. Rise in reporting of child sexual abuse associated to educational institutions in the city is a critical area of concern that requires utmost focus and care.
- **Role of different Department and the nature of coordination:** Currently most of the agencies work independently, with limited sharing of information. Programs such as counselling services mainly for women facing DV are jointly implemented by Government-NGO collaboration. Other than this, a clearly outlined role for coordination among between and amongst stakeholders is missing. Effective and closer coordination can result in better response.

II. Prevention of Violence:

The violence prevention efforts can be categorised into four sets of approaches: Vigilance and surveillance, Advocacy and research, Capacity building and generation of awareness

- a) **Vigilance and surveillance:** This is largely led by Law and Order Institutions; which includes patrolling and CCTV services. The state transport agency has installed CCTV in most of its buses. Police patrolling is standardised in nature and there is not much information available with regard to its current outreach, focus and quality i.e. whether it covers all the areas or selected ones based on crime prevalence, variation with specific incidents and any additional measures for women's safety.
- b) **Awareness Generation:** This includes community campaigns, organised protests against specific incidents of violence, open workshops in colleges on gender rights. Awareness building is done mostly by NGOs (supported by state agencies); Activists and legal service authority, with a focus on reaching out to slum based low income populations.
- c) **Capacity Building:** A few research and civil society agencies focus on training on gender issues, self-defence, judges (for improved justice on gender violence issues), female factory workers and para-legal workers.
- d) **Advocacy and Research:** Research and advocacy on improving criminal law procedures for violence against women cases, online violence faced by women, domestic violence and gender analysis of the state budget expenditure are some of the themes which have been covered by different agencies.

The table below indicates the number of agencies adopting the above-mentioned strategies:



Apart from these strategies, online services also exist but user data on the same is not available, which could indicate the current patterns of access and help received by women.

This next section discusses the potential gaps in the efforts for prevention and mitigation of gender based violence through the GBV framework:

- **Campaigning and advocacy:** Lack of resources, consistent pressure to generate resources, design issues (integrated programs on prevention and redress) on GBV has been identified by us and the agencies interviewed as gaps. However we did not find information related to financial gaps, budget analysis of existing programs, feeding into advocacy and resource mobilisation.
- **Sustained awareness and capacity building on GBV:** Using our comprehensive GBV framework, the existing prevention efforts are largely first generation i.e. around training, sensitization, and awareness building in small pockets with limited audience. We did not find large scale, systematic long term programmes that are proactively preventive. The preventive measures are fragmented in nature which either focuses on specific issues or target specific stakeholders of different agencies. A fair share of sustained impact can be routed by media and political envoys. We did not find any initiative that suggests supports or guides them or any sensitization around usage of language and message that can have positive or negative impact.

Overall, long term campaigns using context specific evidence, addressing sub population that are more prone to violence, targeting different kinds of perpetrators and situations enhancing vulnerability of women to violence and measuring the impact of the same are limited.

- **Efficacy of preventive mechanisms:** Although specific set of preventive mechanisms by the state based civil law and order agencies like using CCTV, patrolling are in place but its effectiveness in preventing incidence of violence is not very clear. An assessment of whether it is limited to deterrence or used effectively to prevent violence in all public spaces is not available. Similarly with regard to Apps and mobile technologies – while

there are a plethora of them (which have been inventoried and preliminary analysis complete), usage and efficacy information is not available.

- **Focus on men and boys:** Awareness building and capacity building strategies are protection oriented-with higher responsibility placed on women and girls and limited work with men and boys. This indicates the need to understand specific strategies that could address them and engage them as active partners of change on the issue of GBV.
- **Identification and work with Perpetrator for preventing repeat violence:** Analysis indicates that focused work with perpetrators (past and potential) is very limited among agencies. Knowledge area on how to engage with them effectively is also missing; thereby only law and lawyers interact with Perpetrators.
- **Lack of evidence on the Impact of prevention efforts** is a significant limitation to understand the efficiency and efficacy of the current prevention efforts and identify newer approaches.

III. Geography:

An attempt was made to overlay needs and service reach, geographically and thematically. However, many challenges emerged to understand the issue:

- Needs, whether they are preventive or redressal can only be mapped if the current stakeholders have data on geographical spread of incidents / reporting. This was not readily available, across all actors.
- Data on services rendered are also not readily available, broken down into wards / geographical locales.

While the above information can be obtained if more time and effort is placed, given the limited time of this study and the reservations of sharing data, no conclusion can be drawn on geographical coverage and gaps. However, from our interviews, the lack of ready data and lack of co-ordination between agencies indicate that there are likely to be need-service gaps geographically.

IV. Target Group:

At present, there are multiple programs on redressal and prevention mainly focused on women and the issues of domestic violence.

Community level interventions are tried out in a few pockets of the city using public health and gender lens, with the low income group. Very few actors are focusing on gender based violence in specific spaces such as schools, colleges, workspace, transport, children at home and facilities.

- a) Measures to address GBV for most at risk among women and children such as migrants, informal labour force, and differently abled, PLHIVs, sexual minorities, sex workers, transgender and especially girl children of these groups - are significant gaps noticed. Work with the most at risk population including young offenders, sex workers, transgender, gays and lesbians are also limited. Though few NGOs report to be working, there is stigma and access challenges for redressal services, especially the third gender and sex workers. Boys and Men as important stakeholders in the GBV response - but is not prioritised. We could not get much information on both spread and depth of work with vulnerable groups such as children, adolescent as well as that with perpetrators of crime which is much needed. Police also point out that violence in middle, upper middle and higher income groups are not adequately focused on – as generally civil societies tends to focus on poor and lower income and so are many services by the state agencies like shelter homes for women and girls in distress.

V. Funding:

Violence can have strong, negative impacts on economic development by drastically reducing growth and producing long-lasting detrimental social impacts (World Bank 2009). At the national level, the costs of violence can add up to a substantial portion of the GDP and harm economic growth (Violence in the City World bank 2011).

The situational analysis attempted to collect financial information. Most stakeholders were reluctant to share the same. An attempt was made also to identify whether there are any sector level or even area (e.g. School safety) level requirements worked out. However this stock taking can conclude the following:

- a) There are no overall financing requirements of GBV sub sector available. While this was disappointing, this in itself is a finding and also shows that any resource mobilisation efforts are limited to micro efforts of projects and initiatives.
- b) There are no norms on unit costs, cost of interventions and outreach; this being the essential building block of estimating resources.
- c) Estimating financial resources need an agreement on comprehensive service package and costing of it. Currently these are not available, except at intervention level, and that too not agreed across stakeholders or comprehensive to address all types of target groups.

Overall, the sector does not have the building blocks for resource estimation. An economic exercise should follow a strategic planning exercise and towards this a Safe City plan is the first step.

5. Conclusions and recommendations:

Based on the above analysis, five main conclusions can be drawn:

- b) The response is need based, with large focus on Domestic Violence, on redress/treatment and much less on prevention. However response does not adequately focus on all types of violence, in different settings, and importantly on prevention among the most vulnerable, in particular women, children, sexual minorities, sex workers, transgender. Involvement of Men and Boys are minimal.
- c) The response in Bangalore City, India is handled by number of stakeholders; but fragmented and un-coordinated, sometimes even within a type of stakeholders. This reduces efficacy, efficiency and most importantly from the point of the most vulnerable, confusing and difficult if they have to access multiple services. Most importantly, there is no client focus.
- d) Information surrounding incidence, reporting, and redress (including justice) is not available in any one place, across all types of violence and target groups. Hence while there is a broad understanding of the problem, the extent, setting, geography, costs, resource requirements, etc. are not available across the sub-sector.

- e) There is no overall plan, which looks at fundamental causes and consequences of GBV for the whole city. There is no one Authority, no one plan or one place where information resides. Therefore there is no guiding principles, approaches, strategies to refer to.
- f) Resource requirements for a comprehensive and effective response is not in place; in its absence, and given the low levels of investment on the complex social issue of GBV, which has huge development costs, the lack of a financing estimate is likely to lead to small and incremental investments if any or huge infrastructural investments like CCTV (as it is obvious, but may not be sufficient usage).

Our recommendations, emerging out of these conclusions are:

- i. Develop / adopt a comprehensive city wide response framework, which at strategic level provides direction to all stakeholders.
- ii. Develop a city wide response plan, which provides an integrated approach on preventing and responding to GBV in all settings, across all key target groups and vulnerable populations.
- iii. Set up a central triage and co-ordination unit, which is a ‘Single Window’ for first response, co-ordinating the response, maintaining information and providing broad monitoring of responses – across all stakeholders and actors.
- iv. Cost the plan developed and come up with a financing plan which the City can raise / allocate resources.
- v. Conduct an independent evaluation (including baseline on incidence) and provide an in-depth situation assessment, culminating in a ‘State of Violence’ report – bi-annual.
- vi. Set an autonomous body for coordination and monitoring with equal representation from all stakeholders.

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