

Preface

A major challenge in Delhi is ensuring the safety of one-half of its citizens. Delhi has the dubious honour or recognition as the top ranking city among the one million plus cities in the country in terms two parameters. The first is **crime against women and the second is the crime rate in this segment of crime**. The city accounts for 16.2 % of the total crimes against women in the country and the crime rate is 27.6 per 100,000, compared to national average rate of 14.1. Another unfortunate aspect of the crime scenario is that the majority of the crimes are committed against young children (11-18 years age group), who invariably get shattered right at the start of their emerging life.

No data or proper information is available on this aspect of the crime situation in Delhi or, for that matter, in any city in the country. Uniform traditional interventions are made, which have remained unchanged for decades when Delhi had a clean image of a safe city. The traditional intervention is through the police force, on which the city has no management authority.

In this perspective, the **Ministry of Women and Child Development, Government of India entrusted the Society for Development Studies (SDS) with the responsibility of developing a base for preparing a blueprint for women safety that can be applied to all cities in India**. This Study focus is the *nature of safety violence in Delhi, perceptions of safety among women and men, infrastructure requirement to address their causative factors of crime against women, and the outcomes*.

As the Study covered an area with almost zero level credible and accessible data base in official records, a general hesitancy of victims of crime to share their experiences, considerable team work was required with a large group of stakeholders in the city. SDS was successful in obtaining the support of the stakeholders and recognizes their valuable inputs in the preparation of this Study report.

Delhi Police provided valuable inputs and SDS would like to recognize the contributions of the National Crime Records Bureau, and Crime against Women Cell Headquarters Nanakpura, in particular. The two specialized agencies that are entrusted the responsibilities to look after women's interests, National Commission for Women and Delhi Commission for Women, provided access to their data on crime against women.

SDS places on record the contributions of Mr. Rajan Bhagat, Public Relations Officer Delhi Police, Dr. Ranjana Kumari, Director Centre for Social Research, Centre for Social Research and its Program Manager, Mr. Manish Singh. Two members of JAGORI, a NGO, Ms. Kalpana Vishwanath, Executive Member and Ms. Surabhi Tandon Mehrotra, Member, provided useful insights.

SDS would also like to thank Ms. Asha Gandhi, District Officer West Nirmal Chhaya and Mr. P. P Dhal, Joint Director (Tech.), Department of Women and Child Development, Government of N.C.T of Delhi for facilitating SDS to organize the Focus Group Discussions in the Short Stay Home, Nirmal Chhaya Complex.

Most importantly, SDS wishes to put on record its high appreciation of the foresight of the Ministry of Women and Child Development, Government of India, on identifying the need for building up an information base and exploring new initiatives in an area that was known to be a critical challenge but new initiatives were not forthcoming. SDS experiences in organizing this small budget study has been rewarding, bringing out the nuances of the problem that have been known to some but pushed under the carpet. We wish to acknowledge the insights and support of Mr. Sudesh Kumar, Assistant Director in the Ministry.

The research was planned and directed by Dr (Ms) Stuti Lall, Associate Director General and Professor, SDS. Basic data were generated by Ms Maitree Devi, Senior Research Associate and Ms Nandita Lal, Junior Research Associate in SDS, who conducted the perception surveys and the FGD, processed the data and prepared the charts and maps. They also contributed some drafts, based on analysis of the empirical evidences and the review of literature. Dr. Vinay D Lall, Director General provided advisory inputs.

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I. Perspective, Objectives & Methodology

1. Perspective

The issue of women safety in urban areas has drawn significant attention among national governments across the world, irrespective of their development stage, as well as among international agencies, as a part of their concern for human security and, more importantly, in the context of the larger issue of human rights. As it is, urban safety and security, as evinced from the reports of member countries across the world in successive World Urban Forums, is becoming a major concern of urbanization and the focus of discussions is on violence abating measures and the role of the society in it. The vulnerability of women to urban life has assumed special significance in the context of reported unsafe situations that they are exposed to in every day urban life, having far reaching consequences on the growth and development of the city and the country.

The case for ensuring safety of women gains special significance in this era of planning for an inclusive society. It is not uncommon to find that experiences of women in a city are significantly different from their male counterparts due to their limited access to city facilities. This happens in spite of the fact that numerically, women are almost the same as men. **Developments in the city infrastructure are often carried out without consulting them and without taking into account their needs.** These approaches result in debarring women from exercising their fundamental rights as citizens. But more importantly, they hinder their spontaneity in carrying out normal activities.

A sense of fear complex originates among women from this unequal nature of treatment of the citizens. Safety is important for women to act as an equal partner in the society. Personal security is central to every woman's physical, intellectual, emotional, economic and spiritual sense of well being. Crime and sense of crime are two critical factors that greatly undermine a women's sense of security and prevents them from becoming equal partners in society.

The global awareness about the unequal status of women in enjoying urban facilities is however, not new. The first public voice raised on women's safety in urban environment was three decades ago in North America. Since then many countries and international organizations, including the OECD and the



UNCHS (now UN-HABITAT) have focused on this issue, especially in the 1980s and 1990s. After the Beijing Women Summit in 1994, several commitments were made in many countries for full participation of women in the decision making process and in sharing power and authority. The Huairou Commission was set up to monitor the progress in the full participation of women in development of cities and in implementation of gender-based approaches to planning, development and management of cities. It was expected that with the participation of women in the critical issues of city management, safety of women would be ensured

It is a paradox that in spite of these measures and women becoming an important partner in the city management, they still remain a major victim of the violence in urban areas.

The most unfortunate situation is that no comprehensive data on safety of the women and girls in the country is available. In fact, law enforcing and other related agencies have no idea of the actual volume and magnitude of the problem and none has seen the whole elephant in totality, each agency identifying some part of the elephant, in line with the *seven blind men and the elephant*. The National Crime Record Bureau and the Police Research Institutes were not in a position to provide any information other than some numerical data, based mostly on *self approached cases*, which are recognized to be highly under-reported. Reliable statistics are hard to come by as the data are under reported due to a variety of factors, such as shame, stigma and fear of retribution.

It was in this context, that the Ministry of Women and Child Development, Government of India entrusted the Society for Development Studies (SDS) the responsibility of developing a base for preparing a blueprint for women safety that can be applied to all cities in India. **This study therefore, focuses on the nature of safety violence in Delhi, the perceptions of safety among women and men, infrastructure to redress their causes and their outcomes.** Data situations have also been examined.

2. Objectives of the Study

The specific terms of reference, specified in Ministry of Women and Child Development, Government of India, *vide* Letter N.F No.1-8/2008-Research, dated July 18, 2008 are as follows:



- I. To identify the predominant nature of violence against women in a city that prevents them to become an equal partner with men in enjoying the benefits of the city facilities.
- II. To identify the typical characteristics of violence against women and the predominant locations.
- III. To examine the perceptions of women regarding violence of safety and the crucial factors that determine labeling a place as safe or unsafe and how these factors could be introduced or removed for enhanced safety of women.
- IV. To identify the characteristics of the predator, the victims and as far as possible, the reasons for such violence. In this context the study may also examine the role of city planning and safety management influencing safe/unsafe acts for women.
- V. To assess the nature of response to the acts of violence – in terms of both policy and implementation, on the part of the stakeholders in the cities – private, public, local and national government, education institutions and voluntary organisations and individuals and their outcomes.
- VI. To suggest designs for data base development and monitoring mechanisms for regular updating on the acts of violence on safety of women. Appropriate indicators could be developed for monitoring purposes.
- VII. To develop a framework for Safety Enhancement Map that would depict the safety situations ward wise, in terms of predominant violence, the predators and the characteristics of women victims, the frequency and the role of different stakeholders in reducing the violence.

3. Methodology

a. Scope of the Study

The study on Safety of Women in Delhi city is primarily a **perception based situation analysis**, developed on the basis of personal experiences and ideas within the city environment, including the perceptions of both women and men on safety issues of women. The attitude and approach of other stakeholders, mainly institutions and organizations, both in the government and private sectors, engaged in programmes of women welfare provided a good opportunity to assess the nature of differences in the perceptions, if any, between the citizen sector and institutional approach and interventions. As such, the study relies to a large extent, on primary sources. Secondary data have been examined to assess the situation at the macro level.



The study is taken up in Delhi metropolitan city on an experimental basis, mainly with the objective of strengthening the methodology for developing a blueprint on women safety that can be applied to other cities of India. The study is based on survey of urban centers in Delhi city, covering all its nine districts. For understanding of the perspectives, the major characteristics of the city were examined in terms of demographic trends, broad economic status of the city economy, education levels of the citizens. This analysis has also helped in drawing a realistic outline of the situation and policy suggestions.

The **Perception Survey** of both women and men covered selected representative areas, and the respondents were spread across different age- groups, level and type of education, income, and marital status. No specific weight on personal experiences in violence of safety was placed in the selection of women respondents.

b. Data Base and Scope

The primary data on citizens have been generated from a sample of 300 respondents, including 175 women and 125 men. While the perceptions of women formed the main plank for assessing the safety situation in Delhi city and drawing the safety map, the view points of men on this issue provided in the first place a good understanding of the approaches of the main stakeholders and their logic, many of which may be unknown to women. Secondly, the perceptions of men also brought out the areas where women capacity should be strengthened.

Focus group discussions (FGD) with four groups of victims of violence were carried, which brought out a wide spectrum of issues that lead to the victimization of the crime situation, the choice of exit routes and the role of the society in it. A lot of policy issues emerged from this interactive process.

c. Research Instruments

The major research instruments used for generating primary data base and required explanatory information were:

- ? Perception Survey of women and men



- ? FGD with groups of victims of different types of crime against women in the city
- ? Issue based discussions with Government of the NCT of Delhi and Government of India, other institutions and NGOs
- ? Secondary data, from organizations actively engaged in women issues.

c. Sample Distribution

A city representative sample frame was developed to minimize any bias in selection of women and men. Keeping in view the small sample size and large number of city districts (9), the districts were distributed into five geographical areas -- North, South, Central, East and West districts. The sample size in each area is proportional to the size of district population.

North District: North-West district, North-East district and North district

South District: South-West district and South district

Central District: New Delhi district and Central district

West District: West district

East District: East District

The number of respondents, both men and women, in a district was decided by the share of population of the district in the total population of Delhi. However, due to non availability of appropriate type of sample respondents in all districts, some variations from the original plan took place. It was felt that without deviating slightly from the Census proportions, a meaningful representation of urban situation could not be achieved.

Table 1.1: District wise Coverage of SDS Sample

District	Women	% to Total Women	Men	% to Total Men	Total (Women +Men)	% to Total
North	63	36.0	50	40.0	113	38.0
South	50	29.0	35	28.0	85	28.0
West	30	17.0	20	16.0	50	17.0
East	20	11.0	10	8.0	30	10.0
Central	12	7.0	10	8.0	22	7.0
Total	175	100.0	125	100.0	300	100.0

Source:
Survey,



December 2008

The key factors considered in the selection of locations for sample survey were places where safety of women is likely to be endangered. These include public facilities, such as markets, parks, shopping malls, underground sub-ways and places below the fly-overs, educational institutions, cinema halls and restaurants, metro and bus terminus and railway stations, as well as work places like government and private office complexes.

The primary data were collected through canvassing of pre-tested questionnaires to 300 (175 women +125 men) women and men. Secondary data were obtained from published and unpublished sources, data like violence and crime against women, nature of violence, predators characteristics etc provided by The National Crime Resource Bureau; National Commission for Women; Ministry of Women and Child Development, Government of India; Jagori, Delhi Commission for Women etc.

The data generated by SDS throw light on the reality of the issue of ‘Safety of Women’ in Delhi; what women think about the issue of safety; what is ‘unsafe’ according to them; where do they feel safe and unsafe; for unsafe condition the responsible factors, remedies according to them; what kind of violence, harassment they face in conducting their routine activities; educational institution, working place, residential area, locality are safe or not; public transport facilities are safe or not; police is helpful or not; what is their (women and men both) opinion to enhance ‘safety of women’, what are the specific measures, among others.

4. Constraints

There were some critical constraints in obtaining genuine responses from select groups of women.

1. In slums and low income settlements, women were, in general, cautious in expressing their views and a sense of fear was visible on their face. Their response was guarded and they were careful in sharing their opinion and perspectives with SDS team. A major reason for this may have been the constant presence of men who would intervene. This situation was very prominent in Jahangirpuri and Kali Basti.



2. In case of government institutions, the response was very slow. The officers took a long time in providing data and information, and copies of their reports. Even for the published data on crimes against women they have invariably taken more than 2-3 weeks to respond. Some of them were unwilling to share the data and information on knowing also that the project is sponsored by the Ministry of Women and Child Development, Government of India.
3. A few institutions had cooperated and SDS acknowledges those institutions and is grateful to them.

Most of the organizations recognize domestic violence as the priority issue. Data on cases of crimes against women are shown under miscellaneous and for some terms like “*non-mandate*” and “*outraging modesty of a woman*”, no explanations were attached. In this situation, not much help could be expected from these organizations for the Study.

5. Chapter Scheme

The Study Report is presented in eight chapters. This introductory chapter presents the perspective and objectives of the study and its research methodology, along with a profile of the city of Delhi in terms of a few parameters relevant for this Study.

Chapter 2 analyses the issue of safety of women through literature search and Chapter 3 examines the key legislations in India concerning safety of women. Chapters 4 and 5 bring out the perceptions of women and men, respectively, on issues of safety of women in Delhi and their suggestions to improve the situation. Chapter 6 presents a safety enhancement map of Delhi and social audit results and Chapter 7 brings out the initiatives of some of the key institutional players in the area of safety issues in Delhi. Chapter 8 presents the main findings and key recommendations.



**Women Safety in Delhi–Report to Ministry of Women and Child Development,
Government of India**



II. Legislations on Safety of Women

1. Relevance

Women represent more than one-half of the population. They are still, far from being represented to that degree in political and administrative programmes. In fact, they are short-changed as citizens, due to the fact that city facilities, equipment and development are not usually conceived with them in mind: absolutely unsafe condition in the society for them, inefficient public transport, strict opening hours of municipal services, unsuitable public transport, are just some examples. It is for this reason that in order to apprehend and modify one's response to women's particular needs with respect to city affairs, their participation in the decision making process is vital. Equal representation is certainly an excellent means of ensuring that the needs of women.

Women's experience of living in the city differs greatly from men's. Although a city belongs to those men and women who live there, women's access is limited due to the unsuitability of public places. Developments within the city, infrastructure and urban life in general, are often carried out without consulting women, thereby hindering them from exercising their fundamental right to full citizenship.

If the main objectives are, to ensure the full and equal participation of women in government proceedings at local and regional level; to ensure the full participation of women as citizens in the development of cities and communities; to implement different approaches for men and women in planning, development and urban management procedures; ensure greater involvement of women in city management, then these objectives can only be redress and fulfilled when the government becomes a key player in all strategies to fight violence against women, and women's security in the city becomes a clear priority. Whether it be in the private or public arena, for example in the street, office, shops, bus or underground station, women are the main victims of sexual harassment and assault. This means that in large cities, most women restrict their movements or activities because they feel unsafe. This feeling acts as a way of socially controlling women's activities. Living with this feeling each day makes women sensitive to various aspects of urban life, which may contribute to their



insecurity. The daily experience makes them infinitely qualified to detect problems and offer solutions. One of the ways in which women can reclaim their city in order to get full benefit from its resources and move around freely whatever the hour, is to actively changing the environment through the proper, simple, active legislations and the absolute, proper implementation of them.

The Article 14, 15, 16, 21, 39 of the Constitution of India provide the basic foundation on which most legislations and laws are built. A basic understanding of some of the constitutional guarantees is pertinent to the subject of equal representation of women in the society.

2. Major Categories of Crimes against Women

Crimes against women are broadly classified under two categories: 1) crimes identified under the Indian Penal Code (IPC), and 2) crimes identified under the special laws (SL). The crimes under the former category include eight types: I) rape (section 376 IPC), ii) kidnapping and abduction (sections 363 and 373), iii) dowry homicides (section 302 and 304B), iv) torture-physical and mental (section 498A) v) molestation (section 354), vi) eve-teasing or sexual harassment (section 509), vii) importation of girls (section 366B), and viii) murder (other than dowry homicides) (section 302). The crimes under later category include four types: I) immoral trafficking (1956 act) ii) demanding dowry (1961 Act), and iv) indecent representation of women (1986 Act).¹

There are Acts passed by the Government of India and Government of the NCT of Delhi.

Section 363, IPC --Punishment for Kidnapping

Whoever kidnaps any person from [India] or from lawful guardianship, shall be punished with imprisonment of either description for a term which may extend to seven years, and shall also be liable to fine.² The words "British India" have successively been substituted by the A.O.1948, the A. O.1950 and Act 3 of 1951, sec.3.

¹ Ram Ahuja, 1998, *Violence against Women*, Rawat Publication, New Delhi.

² Ibid



Section 366, IPC–Kidnapping, abducting or inducing woman to compel her marriage, etc.

Section 366 (Act 20, Section 2) IPC had been enacted in 1923. It states that whoever kidnaps or abducts any woman with intent that she may be compelled, or knowing it to be likely that she will be compelled, to marry any person against her will, or in order that she may be forced or seduced to illicit intercourse, or knowing it to be likely that she will be forced or seduced to illicit intercourse, shall be punished with imprisonment of either description for a term which may extend to ten years, and shall also be liable to fine;

Section 493, Section 494, Section 495, Section 496, Section 498, IPC provides the elaborative explanation to give judgment to cases coming under this law.

Section 373, IPC– Buying Minor Girls for purposes of Prostitution, etc.

Section 373 IPC (Act 18, Section 2) had been enacted in 1924. Section 366 (a), IPC says, whoever, by any means whatsoever, induces any minor girl under the age of eighteen years to go from any place or to do any act with intent that such girl may be, or knowing that it is likely that she will be, forced or seduced to illicit intercourse with another person shall be punishable with imprisonment which may extend to ten years, and shall also be liable to fine.³ Section 366 (b), Section 367, Section 372, Section 373, IPC are also the part of Section 373 IPC.

Section 376, IPC–Punishment for Rape

Punishment for Rape got enacted under Indian Penal Code in 1860, maximum sentence of life imprisonment. Section 375, IPC says, a man is said to commit "rape" who, except in the case hereinafter excepted, has sexual intercourse with a woman under circumstances falling under any of the six following descriptions:

- ✍ Against her will.
- ✍ Without her consent.
- ✍ With her consent, when her consent has been obtained by putting her or any person in whom she is interested in fear of death or of hurt.

³ Ibid



- ✍ With her consent, when the man knows that he is not her husband, and that her consent is given because she believes that he is another man to whom she is or believes herself to be lawfully married.
- ✍ With her consent, when, at the time of giving such consent, by reason of unsoundness of mind or intoxication or the administration by him personally or through another of any stupefying or unwholesome substance, she is unable to understand the nature and consequences of that to which she gives consent.
- ✍ With or without her consent, when she is under sixteen years of age.

Amendments to Rape Laws in 1983 were made to address mainly 3 issues:

- A. Minimum Punishment in rape cases (IPC Section 376 sub section 1)
- B. Special cases of rape (IPC Section 376 subsection 2 a-g & A)
- C. Marital Rape (IPC Section 376 A)
- D. Abuse of official power (IPC Section 376, B, C, D).

Section 376, IPC -- Punishment for Rape

(1) Whoever, except in the cases provided for by subsection (2), commits rape shall be punished with imprisonment of either description for a term which shall not be less than seven years but which may be for life or for a term which may extend to ten years and shall also be liable to fine unless the woman raped is his own wife and is not under twelve years of age, in which cases, he shall be punished with imprisonment of either description for a term which may extend to two years or with fine or with both: Provided that the court may, for adequate and special reasons to be mentioned in the judgment, impose a sentence of imprisonment for a term of less than seven years.

Section 509 of the IPC--Insulting the Modesty of a Woman

Code of Criminal Procedure, 1973 mentioned broadly explained about this section. It says, a person commits the offence of insulting the modesty of a woman when he:

1. Utters any words
2. Makes any sounds or gestures
3. Exhibits any object with the intention that the same be seen/heard by a woman
4. Intrudes upon the privacy of a woman



With the intention of insulting the modesty of the woman For Example- writing letters making indecent overtures, making obscene gestures, exhibiting pornographic material, singing vulgar/suggestive songs, exposing one's nude body, entering the private apartment of a woman and making obscene gestures. Punishment would be imprisonment upto 1 year/fine/or both. The offence of outraging the modesty of a woman is cognizable, bailable and compoundable- by the woman whose modesty was insulted.⁴ Section 354, IPC, Section 509, IPC is the elaborative explanation in Indian Penal Code to be able to provide the just judgment in different cases.

Offences by Acids (Prevention and Regulation) Act, 2007

Acid attacks have been increasing in the recent past. These attacks permanently disfigure the victims and harm them physically as well as psychologically. The government and National Commission for women have formulated a law which seeks to focus on the problem and suggest measures to stop them. The act of the acid thrower is so grave that no amount of compensation can compensate the victim for the trauma which she suffered and the injuries which have left a permanent mark on her soul and body reduce the victim to nothing but a moving mass of bones and flesh.

But under the present law, acid attacks that deform people for life are either tried under Section 307 (attempt to murder) or Section 326 (for voluntarily causing grievous hurt) of IPC. So such attackers, even if brought to book, can get bail from the court. It depends on the judge to give maximum punishment, which is life imprisonment, under Section 326.

Blank Calls, Lewd SMS/MMS

To tackle rising crime against women, the Delhi police are all set to launch a dedicated help-line where women in distress can call for help. They can also lodge complaints if they receive obscene messages or MMSs on their cell phones. If found guilty, the alleged face jail of up to 5 years and fine of Rs. 2 Lakhs. Accused will also be booked under sections 509 IPC (words, gesture intended to outrage modesty of a woman), 354 (assault or criminal force to outrage modesty) and other sections.

Harassed women can seek action against accused even without lodging a formal complaint. All the complainant needs to do is to forward the obscene message to the help-line, the police will take of

⁴ Ibid



the rest. The help-line, which has started functioning in January, 2009—is being launched in wake of the spiraling number of eve-teasing complaints against women. The help-line will also cater to women being harassed on the roads. In 2007, 835 molestation cases were registered. The Special Investigation Team (SIT) of the Delhi Police Crime Branch will monitor the project.⁵

Eve Teasing

Section 294, IPC: Obscene acts and songs. Punishment would be imprisonment, which may extend to three months or fine or both.⁶

The government has suggested making harassment of women, including eve-teasing, non-bailable offences. Acts of eve-teasing by way of whistling, winking and stalking offences with a minimum punishment of seven years imprisonment. Those who are witness to such incidents-whether in public places, offices or elsewhere-and do not intervene to help the victim should also be made a party to the offence. The recommendations have already been received by the Union Women and Child Development Ministry in the draft of the Sexual Assault Bill and the amendments to the laws on sexual assault.

The need for a new law on sexual assault was felt as the present law does not define regarded as criminal offences and there is a need now to include them in the definition of sexual assault. A recommendation has been made for an amendment to Section 375 of the various kinds of sexual assault that women are subject to in the country. The Supreme Court has explicitly defined sexual harassment to include “such unwelcome sexually determined behaviour, (whether directly or by implication) as: physical contact and advances; a demand or request for sexual favours; sexually coloured remarks; showing pornography; any other unwelcome physical, verbal or non-verbal conduct of sexual nature”. The court has emphasized that this should be treated as law under Article 141 of the Constitution. That said, there is a growing need to define sexual harassment as a separate legal offence in our country with suitable penalties.

Sexual Harassment at Workplace

Pursuant to the rights relating to life, liberty, equality and dignity of the individual guaranteed by the Constitution of India and also embodied in the International Covenants the Supreme Court of

⁵ Daily Hindustan Times. December 21, 2008, New Delhi.

⁶ <http://www.vakilno1.com/bareacts/indianpenalcode>



India in its judgment in *Vishakha vs. State of Rajasthan* [(1997) 6 SCC 241], laid down certain guidelines to ensure the prevention of sexual harassment of women as to live with dignity is a human right guaranteed by the Indian Constitution.

It has been laid down by the Supreme Court that it is the duty of the employer or other responsible persons in work places or other institutions to prevent or deter the commission of acts of sexual harassment and to provide the procedure for the resolution, settlement or prosecution of acts of sexual harassment by taking all steps required.

Since there are no legislations to deal with sexual harassment at the work place, some provisions in the Constitution has taken into consideration by the Supreme Court while enumerate the guidelines were Articles 14, 19 (1) (g) and 21, along with Article 15, 42, 51, 51 A, 253 and the provision in the Union List of the Seventh Schedule, which provides for the implementing of treaties, agreements and conventions with foreign countries. The right of ‘Gender Equality’ and the ‘Right to Life and Liberty’ are explicit under Article 14, 15 and 21. Article 19 (1) (g) guarantees right ‘to practice any profession or to carry out any occupation, trade or business’.

The international convention which formed the basis of the guidelines enumerated by the Supreme Court is the ‘Convention on the Elimination of All Forms of Discrimination against Women’ (CEDAW) and in particular Article 11 and Article 24. Article 11 of CEDAW provides that States Parties shall take all appropriate measures to eliminate discrimination against women in the ground of employment in order to make certain, on a basis of equality of men and women.

Bias in the law -- Negates Effective Implementation

- ✍ As a whole, the process of law is biased against the victim. If the victim is a minor, the onus is on the accused to prove his innocence. But if the victim is a major, it is up to her to prove her charge.
- ✍ Also in rape cases, unless the woman is examined medically within 24 hours, it becomes difficult forensically to prove that rape has occurred.
- ✍ The laws too are discriminatory in nature. According to Section 155 (4) of Indian Evidence Act, “When a man is prosecuted for rape or an attempt to ravish, it may be shown that the prosecutrix (victim) was of generally immoral character”.



- ✍ Section 54 of Indian Evidence Act says, “ In criminal proceedings (including rape) the fact that the accused person has a bad character is irrelevant, unless evidence has been given (by him) that he has a good character, in which case it becomes relevant”
- ✍ Forced cohabitation, molestations and sexual harassment is the norm. Justice is rarely meted out to such victims who either do not lodge a complaint for the fear of a social stigma.
- ✍ Moreover the accused gets acquitted due to a poor prosecution, hostile witness and the like. In India the rate of conviction is about 2-3%. Thousands of widows and elderly people are left to fend for themselves. Insensitivity, non-action and a lack of desire to come forward are responsible factors.
- ✍ For the victims, who do not have any shelter, place to go, to rehabilitating them still is not mandatory. The process of legal fight, ensuring legal rights through the judicial process is still very expensive for the lot of people.
- ✍ Under the Offence by Acids Act, 2007 law, acid attacks that deform people for life are either tried under Section 307 (attempt to murder) or Section 326 (for voluntarily causing grievous hurt) of IPC. So such attackers, even if brought to book, can get bail from the court. It depends on the judge to give maximum punishment, which is life imprisonment, under Section 326.

Table 2.1: Overall Reviews of Women-relevant Legislations

Year	IPC/Legislation/Legislation related Amendment
1856	Hindu Widow's Marriage Act [a Hindu widow can legally remarry under this law]
1860	Rape Punishment Law [Got enacted under Indian Penal Code in 1860, maximum sentence of life imprisonment]
1869	Child Marriage Restraint Act [Minimum age of girl-exceeding 13 years, and for boy-exceeding 16 years; prohibited certain marriages between relatives, related by blood and by affinity]
1872	Indian Evidence Act 1872 [expedient to consolidate, define and amend the law of evidence, it has enacted Relevancy of facts, applies to all judicial proceedings in or before any court; explained the crime like-murder and insulting the modesty of women]
1923	Abduction and Kidnapping to compel her marriage Section 366 IPC (Act 20, section 2)
1924	Buying minor for purposes of prostitution -Section 373 IPC (Act 18, Section 2)
1929	Child Marriage Restraint Act, 1929 [" child" means a person, if a male has not completed 21 years of age & if female, has not completed 18 years of age; "minor" means a person of either sex who is under 18 years of age]
1948	Act of Order-Punishment for Kidnapping: Section 363 IPC (Act 3, Section 3) [Whoever kidnaps any person from 1[India] or from lawful guardianship, shall be punished with imprisonment of either description for a term which may extend to seven years, and shall also be liable to fine. The words "British India" have successively been subs. by the A.O.1948, the A. O.1950 and Act 3 of 1951, sec.3 and such]



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1950	Act of Order-Punishment for Kidnapping: Section 363 IPC (Act 3, Section 3)
1951	Punishment for Kidnapping-Section 363 IPC
1955	Punishment for Murder-Section 302 IPC (Act 26, Section 117)
1956	Immoral Traffic Act [Government of India ratified an International Convention for the Suppression of Immoral Traffic in Persons and the Exploitation of the Prostitution of others. Under Article 23 of the Convention, Traffic in human beings is prohibited and any contravention of the prohibition is an offence punishable by law. Under Article 35 such a law has to be passed by Parliament as soon as may be after the commencement of the Constitution]
1961	The Dowry Prohibition Act [An Act to prohibit the giving or taking of dowry. In this Act, "dowry" means any property or valuable security given or agreed to be given either directly or indirectly at or before or any time after the marriage]
1973	Code of Criminal Procedure (Explains Section 509 IPC: Insulting the Modesty of a Women)
1983	Criminal Law Amendment Act: 375 IPC, Rape Punishment Law (Act 43, Section 376) [Medically Examine of victim within 24 hours; Review laws pertaining to 'Rape' & 'Sexual Assault'; Distinguish between consent and forcible submission; alter the definition of sexual intercourse; Acknowledge marital rape ;)
1983	Husband/Relative of husband Subjecting her to Cruelty: Section 498A IPC(Act 46, Section 2)
1997	Vishakha vs. State of Rajasthan Case, Supreme Court Verdict on Sexual Harassment at Work Place
2000	Criminal Law Amendment Act, 2000 [cover every aspect of sexual assault against women & minors; no women shall be arrested after sunset or before sunrise]
2001	Domestic Violence Bill [paved the way for a new legislation that seeks to protect a woman from her relatives related to her by blood, marriage or adoption and with whom she is living - from acts of domestic violence.]
2002	Protection from Domestic Violence Bill [The new legislation - which is in addition to the existing criminal law – would empower courts to grant protection orders to victims of domestic violence and provide other relief. It also includes new concepts such as “civil wrong of domestic violence, the right to reside in a shared household and the right to protection against domestic violence by obtaining protection orders including monetary relief and custody of children orders’.]
2004	Proposed Amendments for Rape Punishment Laws [Rape redefined as sexual assault; New law on sexual assault to define & reflect various kinds of sexual assault of women; Stringent punishments]
2004	Prevention of Child Marriage Bill, 2004 [The upper house of parliament approved a bill to ban child marriages on December 15, 2006. The bill had been tabled in parliament in 2004]
2005	Scheme has been proposed for Relief and Rehabilitation for Victims of Rape and Acid attacks [monetary compensation in cash & rehabilitation of the victim; rehabilitation of the victim includes counseling, medical & legal aid, provision for shelter & vocational training]
2005	Amendments on Dowry Prohibition Act [Section 304B IPC to be deleted as it only consider dowry death within seven years of marriage; definition of dowry revised as 'gifts' in place of presents with voluntary intent]
2005	Amendments on Protection from Domestic Violence Bill (Brought into force on 26th October, 2006) [Comprehensive legislation to protect women from all forms of domestic violence; immediate & emergent relief to women who face violence at home]
2006	Amendments on Child Marriage Prohibition Act and Repeal of Child Marriage Restraint Act, 1929 [compulsory registration of Marriage]
2006	Amendments on Sexual Harassment at Workplace [definition of sexual harassment; detailed definition of workplace including all sectors; establishment of internal complaints committee and power to them to deal the cases]
2006	Amendments on Immoral Traffic [to widen scope, focus on the trafficker & prevent revictimization of the victims]
2007	Offence by Acid Attacks Act [acid attacks that deform people for life are either tried under Section 307 -attempt to murder or Section 326 (for voluntarily causing grievous hurt) of IPC]

Source: <http://mynation.net/ipc.htm> ; <http://indiacode.nic.in/coiweb/coifiles/part.htm>

Rape Punishment Laws/Amendments and Recommendations

- ? In rape cases, unless the woman is examined medically within 24 hours, it becomes difficult forensically to prove that rape has occurred.
- ? Rape redefined as sexual assault
- ? Need to immediately review the laws pertaining to ‘rape’ and ‘sexual assault’.
- ? Passive submission due to fear induced by serious threats could not be construed as willing sexual intercourse. The law did not distinguish between consent and forcible submission.



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- ? Rape laws only recognize sexual crimes involving penile penetration. Not forced oral, anal and finger penetration. Questioned the legal procedures during a trial and urged the apex court to alter the definition of sexual intercourse [with reference to section 375 of the Indian Penal Code (IPC)].
- ? Sexual intercourse by a man with his own wife, the wife not being under fifteen years of age, is not rape.
- ? Minimum Punishment in rape cases (IPC Section 376 sub section 1)
- ? The need for a new law on sexual assault was felt as the present law does not define and reflect the various kinds of sexual assault that women are subjected to in our country.
- ? The government has proposed amendment in the laws relating to sexual assault in Section 375, 376, 354 and 509 IPC and the relevant sections of the Code of Criminal Procedure 1973 and the Indian Evidence Act 1872 based on the 172nd report of the Law Commission.
- ? If the victim is a major, it is up to her to prove her charge. The laws too are discriminatory in nature. According to Section 155 (4) of Indian Evidence Act, “When a man is prosecuted for rape or an attempt to ravish, it may be shown that the prosecutrix (victim) was of generally immoral character”.
- ? Forced cohabitation, molestations and sexual harassment is the norm. Justice is rarely meted out to such victims who either do not lodge a complaint for the fear of a social stigma.

Domestic Violence Act, 2005

- ? Domestic violence not even being well defined in the Domestic Violence Bill, 2001.
- ? Recommended comprehensive legislation to protect women from all forms of domestic violence
- ? Provides immediate and emergent relief to women who face situation of violence in their homes.

Review of the Dowry Prohibition Act, 1961

- ? The definition of dowry has been revised with the expression ‘gifts’ in place of presents to indicate the voluntary intent of the exchange (**very much problematic**)
- ? The Act has been harmonized with Domestic Violence Act, 2005.



- ? Amendment proposed in Section 304B IPC. Dowry death was earlier considered only within seven year of marriage which is proposed to be deleted.

Criminal Law Amendment Act, 2000

- ? A comprehensive piece of legislation covering almost every aspect of sexual assault against women and minors has been drafted called the Criminal Law Amendment Bill. It is based on the 172nd report of the Law Commission to amend laws relating to sexual assault in Sections 375, 376, 354 and 509 of the IPC, the relevant sections of the Code of Criminal Procedure (CrPC), 1973, and the Indian Evidence Act. When it becomes law, the legislation will be called the Criminal Law Amendment Act, 2000.
- ? No women shall be arrested after sunset and before sunrise and where exceptional circumstances, the women police shall by making a written report, obtain the prior permission of the judicial magistrate within whose local jurisdiction.

Sexual Harassment at work place (Prevention, Prohibition and Redressal) Bill, 2006

- ? There are no legislations to deal with sexual harassment at the work place. The Supreme Court of India, in Vishakha vs. State of Rajasthan & Anr. The Supreme Court of India after taking into consideration the provisions in our constitution, the definition of 'Human Rights' under the Protection of Human Rights Act, and the various international conventions relating to gender justice laid down guidelines which will operate in the absence of any enacted law to provide for the effective enforcement of the basic human right of gender equality and promise against sexual harassment and abuse, more particularly against sexual harassment at work places.

The Draft Bill seeks-

- ? Definition of sexual harassment
- ? Detailed definition of workplace covering the government, private and the un-organised sector
- ? Establishment of internal complaints committee and the local complaints committee and powers to the committee to deal with cases of sexual harassment.
- ? States/UT's duty to implement Supreme Court guidelines till the law is passed.



Child Marriage Prohibition Act and Repeal of Child Marriage Restraint Act, 1929 (in 2006)

- ? The cabinet in its meeting approved the proposal on proposed Legislation on Child Marriage Prohibition Act and Repeal of Child Marriage Restraint Act, 1929 (in 2006).
- ? Compulsory Registration of Marriage Bill, 2005 has been proposed and sent to the Ministry in 2006.

Immoral Traffic Act Amendment, 2006-07

- ? The premier legislation, Immoral Traffic (Prevention) Act, 1956 (ITPA) is being amended in order to widen its scope, focus on the trafficker and prevent revictimization of the victims.

Scheme for Relief and Rehabilitation for Victims of Rape & Acid Attacks, 2005

- ? Monetary compensation in cash and rehabilitation of the victim
- ? Rehabilitation of the victim includes counseling, medical and legal aid, provision for shelter, and vocational training.

Offence by Acids Act, 2007

- ? Under the present law, acid attacks that deform people for life are either tried under Section 307 (attempt to murder) or Section 326 (for voluntarily causing grievous hurt) of IPC. So such attackers, even if brought to book, can get bail from the court. It depends on the judge to give maximum punishment, which is life imprisonment, under Section 326.

Eve Teasing and defining Sexual Harassment

- ? The Supreme Court has explicitly defined sexual harassment to include “such unwelcome sexually determined behaviour, (whether directly or by implication) as: physical contact and advances; a demand or request for sexual favours; sexually coloured remarks; showing pornography; any other unwelcome physical, verbal or non-verbal conduct of sexual nature”. The court has emphasized that this should be treated as law under Article 141 of



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the Constitution. That said, there is a growing need to define sexual harassment as a separate legal offence in our country with suitable penalties.



III. Safety of Women in Delhi: An Overview

1. Safety Dynamics of Delhi

The safety environment of a city depends to a considerable extent on the socio-cultural and economic mix of the city population, its spatial distribution of income opportunities and living habitats, access to key urban services for movements within the city and undertaking all activities. The quality and strength of the protective services like the police and the laws to provide protection are other critical components that determine the safety dynamics of the city.

a. Population Dynamics

Delhi is the second-largest metropolis in India, and with over 17.3 million residents,⁷ the sixth largest metropolis in the world in terms of the population criteria. The metropolis lies within the federally-administered union territory known as the National Capital Territory (NCT) of Delhi. Owing to *continuing migration of people* from across the country, Delhi has grown into a major cosmopolitan metropolis. The rapid development and urbanisation, coupled with relatively high average incomes of its population, has transformed Delhi into an important cultural, political, and commercial center of India. **This pattern of growth dynamics, with regular infusion of migrants without a strong economic or social local base, and who may not necessarily be aware of the local social and living practices, there is always an inherent impact on the level of safety, or alternatively, the crime rate.**

According to the 2001 Census of India, the population of Delhi was 13,782,976,⁸ population density 9,294 persons per km², sex ratio of 821 women per 1000 men, and a literacy rate of 81.8%. By 2003, the NCT of Delhi had a population of 14.1 million people, making it the largest metropolitan area in India surpassing Mumbai.⁹ This included 295,000 people living in New Delhi and another 125,000 in Delhi Cantonment. By 2004, the estimated population had increased to 15,279,000. The birth rate, death rate and infant mortality rate (per 1000 population) are 20.03, 5.59 and 13.08, respectively.¹⁰

⁷ Delhi Master Plan 2021

⁸ "Provisional Population Totals: Delhi". *Provisional Population Totals: India. Census of India 2001, Paper 1 of 2001*. Office of the Registrar General, India

⁹ "Is Delhi India's Largest City? - Population Reference Bureau" ; "World Urbanization Prospects The 2003 Revision." United Nations. p7

¹⁰ "Chapter 3: Demographic Profile" *Economic Survey of Delhi, 2005–2006*. Planning Department, Government of National Capital Territory of Delhi. pp17–31



Currently (2009) the city's municipal population is expected to be 17 million, making it the world's most populous city (but not the most populous metropolitan region, which is Tokyo). According to a 1999–2000 estimate, the total number of **people living below the poverty line in Delhi was 1,149,000 (which were 8.23% of the total population).**¹¹ In 2001, the population of Delhi increased by 285,000 as a result of migration and by an additional 215,000 as a result of natural population growth.¹²

The migration data released by RGI for the census 2001 shows that **38.4 % of Delhi population of 138.50 lakhs is of migrants** (53.18 lakhs). The percent of growth of population during 2005 and 2006, for example, was 47.6 % due to migration and of natural growth 52.5 %. According to the Economic Survey of Delhi 2007-08, the influx of population from the states like Uttar Pradesh, Bihar, and Haryana has been estimated at 2.33 lakh, whereas growth due to natural increase is comparatively less at 2.24 lakh in 2006.

A large migrant population, *a priori*, is always considered to place an additional burden on the safety environment, largely due to ignorance of laws and behaviour practices in a fast moving urban situation. Competition among the migrants to find a foothold in a new environment, both for habitat and income activities, invariably results in conflicts and brings to the fore the safety issue.

Density of population is another indicator that impacts the safety environment According to the Census 2001, the density of population was 9,430 persons per sq. km. as against 6,352 persons per sq. km. in 1991. Density of population at all India level worked out at 324 persons per sq. km. in 2001. The density of population in **Delhi is highest among all states/UTs in the country.** Ranking of districts by population density is presented in Table 3.4. **Higher density results in congestion, which is an important contributing factor for facilitating the growth of crime against women.**

b. Spatial Dynamics

¹¹ "Chapter 21: Poverty Line in Delhi" *Economic Survey of Delhi, 2005–2006*. Planning Department, Government of National Capital Territory of Delhi. pp227–231

¹² "Chapter 3: Demographic Profile" *Economic Survey of Delhi, 2005–2006*. Planning Department, Government of National Capital Territory of Delhi. pp17–31



The National Capital Territory (NCT) of Delhi is spread over a wide an area of 1,484 km² (573 sq mi), of which 783 km² (302 sq mi) is designated rural and 700 km² (270 sq mi) urban. **Delhi is a classic example of integration of the rural and urban lifestyle, which often leads to upsetting expected urban behaviour in modern cities.**

Delhi lies in northern India. It borders the Indian states of Uttar Pradesh on East and Haryana on West, North and South. Delhi lies almost entirely in the Gangetic plains. East of the river is the urban area of Shahdara, Mayur Vihar, IP Extension and Vasundhara Enclave. As of July 2007, the NCT of Delhi comprises nine districts, 27 tehsils, 59 census towns, 165 villages and three statutory towns – the Municipal Corporation of Delhi (MCD); the New Delhi Municipal Committee (NDMC); and the Delhi Cantonment Board (DCB).¹³

The Delhi metropolitan area lies within the NCT of Delhi. The NCT has three local municipal corporations: Municipal Corporation of Delhi (MCD), New Delhi Municipal Council (NDMC) and Delhi Cantonment Board. MCD is one of the largest municipal corporations in the world, providing civic amenities to an estimated 13.78 million people.

Delhi has a maximum length of 51.9 km and the maximum width of 48.48 km (30 mi). There are three local bodies (statutory towns) namely, Municipal Corporation of Delhi (area is 1,397.3 km²), New Delhi Municipal Committee (42.7 km²) and Delhi Cantonment Board (43 km²).¹⁴

There are four major satellite cities around Delhi, lying outside the NCT of Delhi. These are Gurgaon and Faridabad (in Haryana), and NOIDA and Ghaziabad in Uttar Pradesh.

The expansive area of Delhi, spanning from Sarup Nagar in the north to Rajorki in the south, Najafghar in the west, and the river Yamuna in the eastern, is further extended to four satellite cities. This results in **large spatial distribution of living and work places, which requires travel across the spatial spread, with comparatively inadequate public transport facilities. There is, *a priori*, an impact on the safety situation, due to congestion, overcrowding, jostling to have an access to public services, among other factors.**

c. Economic Dynamics

¹³ *Economic Survey of Delhi, 2001–2002*. Planning Department, Government of National Capital Territory of Delhi

¹⁴ *The New Delhi Municipal Act, 1994*, New Delhi Municipal Council



With an estimated net State Domestic Product (FY 2007) of Rs. 1,182 billion (US\$24.5 billion) in nominal terms and Rs. 3,364 billion (US\$69.8 billion) in PPP terms,¹⁵ **Delhi is the largest commercial center in northern India.** In 2007, **Delhi had the third highest per capita income** of Rs. 66,728 (US\$1,450) at current prices, after Chandigarh and Goa. **The tertiary sector, a considerable part of which operates in the informal sector, with lower levels of safety environment and practices, contributes 70.9% of Delhi's gross SDP,** followed by secondary and primary sectors with 25.2% and 3.9%, respectively.¹⁶ **Delhi's workforce constitutes 32.8% of the population,** increasing by 52.5% between 1991 and 2001.¹⁷ **Delhi's unemployment rate has decreased** from 12.6% in 1999–2000 to 4.6% in 2003. In December 2004, 636,000 people were registered with employment exchanges.¹⁸

Delhi's large consumer market, coupled with easy availability of skilled labour, has attracted foreign investment in Delhi. Delhi is the twelfth world's most expensive office market.¹⁹

d. Social Dynamics

The literacy rate in Delhi rose from 38.4 % in 1951 to 81.8% in 2001. During the last decade (1991–2001), the Literacy Rate in Delhi has improved by 6.5 %. However, **there is a sharp variation between the literacy rate for women as compared to men.** The literacy rate for males has increased from 82.0 % in 1991 to 87.4 % in 2001 and for females, from 67 % to 75 %. **Lower literacy rate, a priori, suggests lower access to information on people's rights and other issues that impact the level of safety of the people and obtain access to safety enhancing services of the government.**

Within Delhi, **North East Delhi has the lowest literacy rate and East Delhi the highest.** The target of achieving total literacy has remained elusive because of the continuous migration into Delhi.²⁰ North East Delhi had the second highest number of rapes and kidnapping and abductions cases

¹⁵ Budget Speech 2008–2009; "Chapter 2: State Income". *Economic Survey of Delhi, 2005–2006*. Planning Department, Government of National Capital Territory of Delhi. pp8–16

¹⁶ Ibid

¹⁷ "Chapter 5: Employment and Unemployment" *Economic Survey of Delhi, 2005–06*. Planning Department, Government of National Capital Territory of Delhi. pp59–65

¹⁸ Ibid

¹⁹ C B Richard Ellis's Global Office Occupancy Cost Survey, 2009

²⁰ "Chapter 15: Education" *Economic Survey of Delhi, 2005–06*. Planning Department, Government of National Capital Territory of Delhi. 173–187



in 2007 in all 10 districts²¹. Lack of education disempowers women and results in high crime against them.

The sex ratio in Delhi has been falling - 827 in 1991 and 821 in 2001. According to the National Commission on Women the falling sex ratio is the sharpest indicator of the Delhi's conservatism and anti-woman attitude. **From the safety perspective, a low sex ratio is a factor that, a priori, enhances the level of insecurity for women**

e. Safety Protection Dynamics

The legal provisions provide the umbrella to protect the people from attacks of crime and break down of law and order system. The strength and capability of the implementing agency at the floor level is, however, a critical pre-requisite to give power to the legislation. The role of the Delhi police, thus, gains significance.

The **Delhi Police**, headed by the Police Commissioner, is one of the largest metropolitan police forces in the world. Delhi is administratively divided into nine police-zones, which are further subdivided into 95 local police stations.

In spite of the police infrastructure across the city, in 2005, **Delhi occupied the top place for reported crimes among 35 cities in India with population of one million or more, the share being 16.2%.**²² The city also has highest rate of crime against women in the country (27.6 per 100,000, compared to national average rate of 14.1), as well as in crime against children (6.5 per 100,000 with national average of 1.4).²³

Key data are presented in following Tables:

Table 3.1: Profile of Delhi

	1991	2001	Growth Rate %
Population	9,420,644	13,850,507	47.02

²¹ National Crime Records Bureau (2007). "Violence against Women" (PDF). *Crime in India -2007*. Ministry of Home Affairs

²² National Crime Records Bureau (2005). "Crimes in Megacities" (PDF). *Crime in India-2005*. Ministry of Home Affairs. pp.159-60.

²³ National Crime Records Bureau (2005). "Snapshots-2005" (PDF). *Crime in India-2005*. Ministry of Home Affairs. p. 3



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Population Density (persons per sq. km)	6,352	9,340	47.04
Urban Population	8,471,625	12,905,780	52.34
<i>a. Male</i>	4,630,456	7,085,147	53.01
<i>b. Female</i>	3,841,169	5,820,633	51.53
Rural Population	949,019	944,727	-0.45
<i>a. Male</i>	525,056	522,087	-0.56
<i>b. Female</i>	423,963	422,640	-0.31
Sex Ratio (females per 100 males)			
Total Population	827	821	-0.73
Rural Population	807	810	0.37
Urban Population	829	822	0.84
Literacy Rate (%)			
Total Persons	75.29	81.67	+
Rural	66.89	78.05	+
Urban	76.18	82	+
<i>a. Males</i>			
Total	82.01	87.33	+
Rural	78.46	86.66	+
Urban	82.39	87.38	+
<i>b. Females</i>			
Total	66.99	74.71	+
Rural	52.15	67.39	+
Urban	68.54	75.22	+
Vital Rates (per 1000 population)			
Birth Rate	28.48	23.58	-
Death Rate	6.35	5.81	-
Infant Mortality Rate	32.37	23.93	-

Source: Economic Survey of Delhi 2006 -07

Table 3.2: District Wise Population of Delhi



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District	Population 2001 (Millions)	% to Total population	Population 1991 (Millions)	% to Total population
North- West	2.86	20.65	1.78	18.87
South	2.27	16.37	1.50	15.94
West	2.13	15.37	1.43	15.21
North-East	1.77	12.77	1.09	11.52
South- West	1.76	12.67	1.09	11.55
East	1.46	10.57	1.02	10.86
North	0.78	5.64	0.69	7.29
Central	0.65	4.67	0.66	6.97
New Delhi	0.18	1.29	0.19	1.79
Total	13.85	100.00	9.42	100

Source: Economic Survey of Delhi 2006-07

Table 3.3 District Wise Population Density in Delhi

District	Population Density (Persons per Sq. Km)	
	2001	1991
North-East	29,468	18,088
Central	25,855	26,261
East	22,868	15,986
West	16,503	11,116
North	13,025	11,471
South	9,068	6,021
North- West	6,502	4,042
New Delhi	5,117	4,791
South- West	4,179	2,583
All Delhi	9340	6352

Source: Economic Survey of Delhi 2006-07

Table 3.4: District Wise Sex Ratio of Delhi



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District	Sex Ratio (No. of females per 100 males)	
	2001	1991
North-east	849	837
East	843	846
Central	842	872
West	830	848
North	826	819
North-west	820	822
South	799	807
New-Delhi	792	788
South-west	784	795
Delhi	821	827

Source: Economic Survey of Delhi 2006-07

Table 3.5: District Wise Literacy Rate in Delhi

State /District	Literacy Rate					
	Persons		Males		Females	
	1991	2001	1991	2001	1991	2001
NCT of Delhi	75.29	81.67	82.01	87.33	66.99	74.71
North-West	72.22	80.57	79.59	86.67	63.06	73.08
North	75.87	80.10	80.83	84.64	69.69	74.54
North-East	67.83	77.53	77.08	84.78	56.52	69.94
East	77.50	84.91	84.14	89.65	69.52	79.26
New Delhi	80.59	83.24	86.33	88.62	73.19	76.33
Central	75.42	79.69	79.85	82.73	70.26	76.05
West	79.01	83.39	84.17	87.85	72.85	77.99
South-West	78.40	83.61	85.95	89.86	68.66	75.55
South	75.69	81.96	82.79	88.26	66.67	73.94

Source: Economic Survey of Delhi 2006-07

Table 3.6: Pattern of Migration in Delhi



	1. Uttar Pradesh		43.56%	
City/UA	2. Haryana	Population (millions)		10.26%
	3. Persons	Males	Females	1991
Delhi UA	4. Rajasthan	7.02	5.77	830
Mumbai UA	5. Punjab	8.99	7.39	828
Kolkata UA	6. West Bengal	7.07	6.14	858
Chennai UA	7. Madhya Pradesh	6.42	3.13	950
	8. Other States			17.39%

Source: Economic Survey of Delhi 2006-07

2. Comparative Scenario with Mumbai, Kolkata and Chennai

According to the Population Census 2001 Delhi is the third most populated city in India. Amongst the four metropolitan cities, Mumbai UA occupies the first position with highest population of 16.37 million, followed by Kolkata and Delhi UA with total population of 13.22 million and 12.79 million, respectively with Chennai UA having a population of 6.42 million. Table 3.7 presents the comparative scenario.

The comparative sex ratio data brings out the lowest rank of Delhi among the four UAs in 2001, the sex ratio being 822; in fact, the ratio has declined from 1991 (830), whereas there has been considerable improvement in the sex ratio in Kolkata and Chennai UAs (Urban Agglomerations).

Table 3.7 Comparative Population and Sex Ratio

Source: Economic Survey of Delhi 2006-07

3. Empirical Evidence of Crime against Women

a. Violence against Women in Delhi

The National Crime Resource Bureau collects data relating to crime against women. These data relate to:

- incidence and rate of crime committed against women



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- ii. age group wise victims of incest (rape) and others (rape)
- iii. offender's relation and nearness to victims
- iv. disposal of cases by police and courts, and
- v. complaints against police personnel.

Table 3.8: Incidence & Rate of Crime Committed Against Women in Delhi

Year	Incidence	% Contribution To All India Total	Rate of Total Cognizable Crimes	Rank *	Rank **
2000	2122	12.6	17.6	11	2
2001	1911	9.7	14.9	23	2
2002	1862	9.4	14.6	25	1
2003	2888	14.8	22.6	12	1
2004	3334	16.3	26.1	13	1
2005	3850	18.3	30.1	11	1
2006	4134	18.9	32.3	8	1
2007	4331	17.5	33.9	12	1

Source: NCRB

- Notes: 1. * Rank on the basis of rate of total cognizable crimes
2. ** Rank on the basis of percentage share

The data bring out that crime against women (under IPC) has increased very considerably, from 2122 in 2000 to 4331 in 2007—an increase of more than 100% in seven years.

Table 3.9: Crime Committed Against Women in Mumbai, Chennai and Kolkata in 2007

City	Incidence	% Contribution To All India Total
Delhi	4331	17.5
Mumbai	1353	5.5
Kolkata	717	2.9
Chennai	907	3.7

Source: NCRB

The crime rate is universally accepted as a realistic indicator of crime. The comparative data for select metropolises bring out the gloomy situation of women in the capital. **Delhi accounts for 17.7 % of the total incidences of crime against women in the country** and three other urban agglomerations (Mumbai, Kolkata, Chennai) together account for another 12.1 % of the crimes.



According to Delhi police, the high crime in Delhi, as in any other major metropolitan areas, is attributed to a variety of criminogenic factors, and Delhi's status as the National Capital, with all the associated trappings, obligations and vulnerabilities, adds a typical hue to its crime spectrum. The important criminogenic factor impacting on crime in the city include the size and mixed nature of its population, unplanned urbanization with a substantial population living in JJ colonies, disparities in income, unemployment/under employment, relocation of industries and connected problems; consumerism/materialism, impact of the mass media and the umpteen advertisements which sell a life-style that many want but cannot afford, the anonymity factor which encourages abnormal behavior, slackening of social control and family discipline and a fast-paced life that breeds a general proclivity towards impatience, intolerance and high-handedness. To a significant extent, crimes in Delhi are also committed by criminals belonging to Western UP and Haryana, notorious both for specializing in kidnapping for ransom, extortion and murder on one hand and manufacturing of kattas (local pistols) on the other.

Crimes against women are broadly classified under two categories:

1. crimes identified under the Indian Penal Code (IPC), which includes 8 types:
 - i. rape (section 376 IPC)
 - ii. kidnapping and abduction (sections 363 and 373)
 - iii. dowry homicides (section 302 and 344B)
 - iv. torture --- physical and mental (section 498A)
 - v. molestation (section 354)
 - vi. eve-teasing or sexual harassment (section 509) (vii) importation of girls (section 366B), and
 - vii. murder (other than dowry homicides) (section 302).
2. crimes identified under the special laws (SL), which includes four types:
 - i. immoral trafficking (1956 Act)
 - ii. demanding dowry (1961 Act)
 - iii. commission of sati (1987 Act), and
 - iv. indecent representation of women (1986 Act).



Rate of total cognizable crimes in Delhi was 33.9% (incidence of crime against women divided by the population of Delhi). The rank as per total cognizable crime against women was 12 (NCRB, 2007).

The rank and the rate of total cognizable crime against women of other metropolitan cities in India in the year 2007 are presented in Table 3.10.

Table 3.10: Rate and Rank of Total Cognizable Crime against Women in Delhi, Mumbai, Chennai and Kolkata in 2007

Source: NCRB

Rate of total cognizable crime in India was higher in smaller cities. In 2007, Vijayawada had the highest rate of 96.2% followed by Vishakhapatnam at 56.7% and Kanpur at 47.3% .

Table 3.11: Incidence of Crime Committed Against Women in Delhi

Year	Rape			Kidnapping and Abduction			Dowry Deaths			Cruelty by Husbands and Relatives		
	I	R	P	I	R	P	I	R	P	I	R	P
(1)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
2000	374	3.1	34.7	869	7.2	45.9	102	0.8	19.9	76	0.6	1.7
2001	326	2.5	25.9	820	6.4	36.0	84	0.7	15.1	108	0.8	1.8
2002	320	2.5	24.4	759	5.9	33.7	108	0.8	17.6	127	1.0	2.0
2003	406	3.2	30.5	673	5.3	35.0	100	0.8	18.8	1163	9.1	14.8
2004	457	3.6	30.3	766	6.0	33.30	111	0.9	19.8	1235	9.7	14.8
2005	562	4.4	33.2	900	7.0	37.4	94	0.7	19.1	1287	10.1	14.8
2006	533	4.2	31.2	953	7.5	34.7	120	0.9	18.7	1646	12.9	17.1
2007	524	4.1	29.5	1021	8.0	31.8	111	0.9	15.6	1711	13.4	14.2

City	Rate of Total Cognizable Crime	Rank
Delhi	33.9%	12
Chennai	14.1%	31
Mumbai	8.3%	33
Kolkata	5.4%	35



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Year	Molestation			Sexual Harassment(Eve - Teasing)			Importation of Girls			Sati		
	I	R	P	I	R	P	I	R	P	I	R	P
(1)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)
2000	488	4.0	23.6	110	0.9	8.3	0	0.0	0.0	0	0.0	0.0
2001	392	3.1	15.1	78	0.6	3.2	0	0.0	0.0	0	0.0	0.0
2002	356	2.8	13.3	116	0.9	3.4	0	0.0	0.0	0	0.0	0.0
2003	406	3.2	15.0	81	0.6	2.7	0	0.0	0.0	0	0.0	0.0
2004	506	4.0	18.3	128	1.0	5.3	0	0.0	0.0	0	0.0	0.0
2005	654	5.1	23.1	197	1.5	8.4	1	0.0	100.0	0	0.0	0.0
2006	629	4.9	20.1	129	1.0	7.3	0	0.0	0.0	0	0.0	0.0
2007	744	5.8	21.5	148	1.2	8.3	0	0.0	0.0	0	0.0	0.0

Source : NCRB

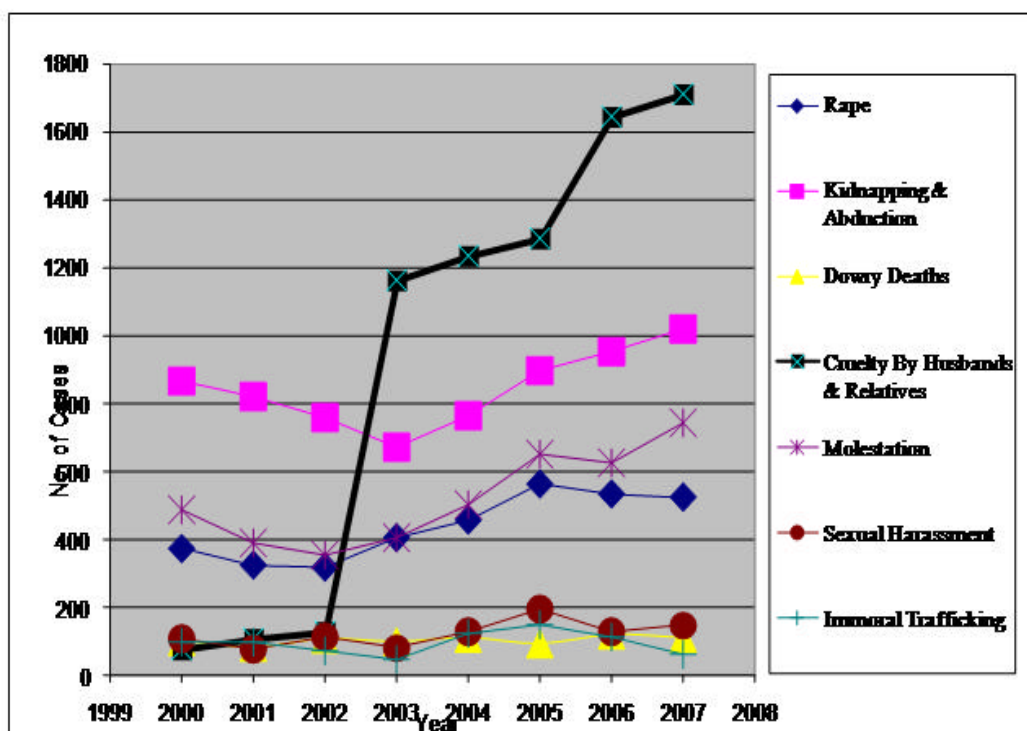
Notes: I – Incidence

R- Rate of Crime

P- % Share in all India Total

**Graph 3.1:
Incidence
of Crime
against
Women in
Delhi,
2000-2007**

Year	Immoral Traffic			Indecent Representation of Women			Dowry			Total		
	I	R	P	I	R	P	I	R	P	I	R	P
(1)	(27)	(28)	(29)	(30)	(31)	(32)	(33)	(34)	(35)	(36)	(37)	(38)
2000	94	0.8	2.0	0	0.0	0.0	9	0.1	1.9	2122	17.6	12.6
2001	95	0.7	2.6	1	0.0	0.2	7	0.1	2.1	1911	14.9	9.7
2002	69	0.5	3.4	0	0.0	0.0	7	0.1	1.6	1862	14.6	9.4
2003	45	0.4	2.7	0	0.0	0.0	14	0.1	3.6	2888	22.6	14.8
2004	120	0.9	6.3	0	0.0	0.0	11	0.1	3.5	3334	26.1	16.3
2005	147	1.1	7.0	1	0.0	0.9	7	0.1	2.0	3850	30.1	18.3
2006	109	0.9	6.2	1	0.0	2.6	14	0.1	3.1	4134	32.3	18.9
2007	58	0.5	4.4	0	0.0	0.0	14	0.1	3.7	4331	33.9	17.5



Source: NCRB

b. Nature of Violence-Rape

i. Incidence

Delhi city accounts for the largest number of incidences of rape in the country. The share has modestly declined, from 31.2% in 2006 to 29.5% in 2007. In terms of number of incidences, the decline in Delhi is from 533 in 2006 to 524 in 2007. This decline reduced the rate of rape in Delhi to 4.1% in 2007 from 4.2% in 2006.

Comparative rates of rape in four metropolitan cities are presented in Table 3.12. Graph 3.2 presents the number of rape cases in Delhi from 2000-2007.

Table 3.12: Rape Incidence in Four Metropolitan Cities

City	2006	2006	2007	2007
	Rate of Rape	% of All India Rape Cases	Rate of Rape	% of All India Rape Cases
Delhi	4.2%	31.2%	4.1%	29.5%
Mumbai	1.0%	9.7%	1.1%	9.8%



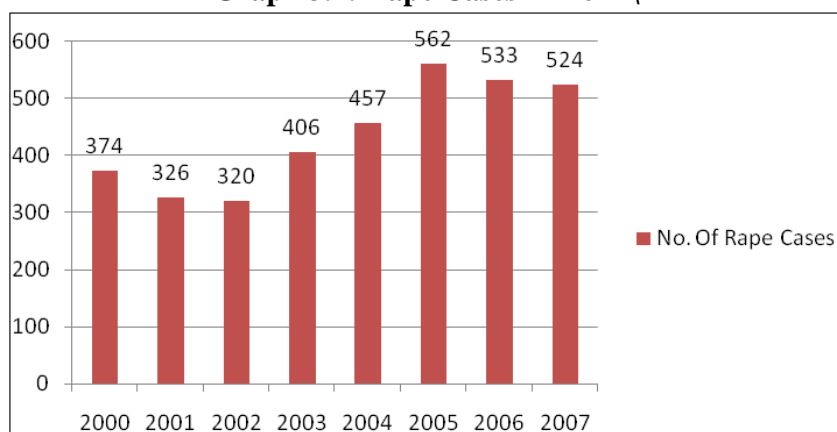
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Kolkata	0.3%	2.2%	0.3%	2.5%
Chennai	0.5%	1.7%	0.7%	2.6%

Source: NCRB

All India rate of rape was 1.6% in 2007. The highest rape rate was in Indore (4.5%), followed by Bhopal (4.3%) in 2007. All India rate of rape was 1.6% in 2006. The highest rape rate was in Jabalpur (4.8%) followed by Indore (4.5%) in 2006.

Graph 3.2: Rape Cases in Delhi



Source: NCRB

ii. Age of Victim

The majority of the victims are in the age group of 11-18 years. This is an important finding. The age group is invariably less informed or unaware of the safety needs, lurking dangers in the neighbourhood, possibly have temptations to obtain easy benefits, among factors that may lead to a rape incidence.

While laws are useful, effective implementation is essential to have safety outcomes. **The low age of the victims suggest the necessity to strengthen the law enforcing capacity of the city.**

According to the National Crime Records Bureau age wise profile of the victims is presented in Table 3.13. The majority of the rape victims lie in the age group on 11-30 years.

Table 3.13: Age-Groups of Rape Victims in Delhi

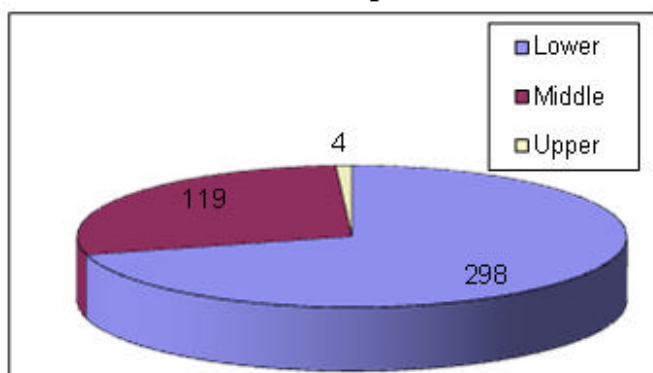
Year	No. of Victims					
	Up to 10 Yrs	11 - 15 Yrs	16 - 18 Yrs	19 - 30 Yrs	31 - 50 Yrs	Above 50 Yrs
2000	74	144	59	58	39	0
2001	32	53	137	58	41	0
2002	30	51	50	146	45	0
2003	16	43	63	273	11	0
2004	50	88	60	255	4	0
2005	48	110	42	344	20	2
2006	56	88	234	135	19	2
2007	62	77	214	158	19	0

Source: NCRB

iii. Social Profile

The position in the social hierarchy has an impact on the incidence of rape. The Delhi Police data base of **421 cases** solved in 2008 till October, 2008 indicated that as much as **71% of the victims belonged to the lower social segments, and 28 % to the middle social segments. These are the social segments that are least aware of their rights, have high danger lurking in their environment and, are often on the look out for income sources.** The social profile is illustrated in Graph 33.

Graph 3.3: Social Profile of Rape Victims



Lower	298
Middle	119
Upper	4

Source: TOI 24 November 2008

iv. Offender's Relation and Nearness to Victims

An interesting finding is the close relationship of the victim to their relations. This is to be expected, keeping in view their age and social segment, which limits their access to good



information and knowledge. These constraints tend to repose faith in known faces from the family and social circuits.

In 2007, in almost 99 % of rape cases reported, the accused was known to the victim. The problem thus goes beyond mere policing or law and order. It underlines a psychopathic condition. (Hindustan Time March 5, 1997). The relationship between the victim and the accused is presented in Table 3.14.

Table 3.14: Offender's Relation and Nearness to Victims

Year	No. of Cases of Rape	Cases in which Predator was Known	Relationship of Predator with Victim			
			Parents / Close Family Member	Relatives	Neighbors	Other Known Persons
2000	374	337	15	13	172	137
2001	326	242	7	11	156	68
2002	320	295	28	10	146	111
2003	406	375	18	15	162	180
2004	457	425	14	11	207	193
2005	562	552	29	15	279	229
2006	533	503	23	25	307	145
2007	524	518	17	73	321	107

Source: NCRB

v. Profile of the Rape Accused

The profile of the accused according to age group and education standard is presented in Table 3.16.

Table 3.15: Profile of the Accused

Age Profile						
Age Group	2000	2001	2002	2003	2004	2005
Up to 18 Years	5.00	9.00	7.00	6.00	10.00	8.80
18 to 25 Years	61.00	64.00	63.00	60.00	63.00	57.22
25 to 35 Years	25.00	20.00	21.00	25.00	21.00	25.90
35 to 50 Years	7.00	6.00	7.00	8.00	5.00	7.20



Above 50 Years	2.00	1.00	2.00	1.00	1.00	0.88
Total	100.00	100.00	100.00	100.00	100.00	100.00
B. Education Profile						
Illiterate	26.00	22.62	21.00	30.00	33.00	22.00
School Drop Out	38.00	27.83	41.00	33.00	40.00	44.40
Upto 10 th	28.00	35.75	26.00	26.00	20.00	26.00
Upto 12 th	5.00	11.54	9.00	9.00	4.00	5.63
Graduate	2.00	2.26	2.00	2.00	1.00	1.80
Professional	1.00	-	1.00	-	0.75	
Total	100.00	100.00	100.00	100.00	100.00	100.00
C. Socio-Economic Profile						
Upper	1.00	1.50	2.00	-	-	.75
Middle	36.00	32.00	24.00	20.00	25.00	21.50
Poor	63.00	66.5	74.00	80.00	75.00	77.75
Total	100.00	100.00	100.00	100.00	100.00	100.00

Source: Delhi Police

c. Nature of Violence - Kidnapping and Abduction

i. Incidence

Delhi city ranks at the top in the all India crime map for kidnapping and abduction. Its share of total cases was 34.7% in 2006 and 31.8% in 2007, with the number of incidences rising from 953 in 2006 to 1021 in 2007.

Table 3.16: Kidnapping and Abduction in Four Metropolitan Cities

NCRB

City	2006	2006	2007	2007
	Rate of Kidnapping	% of All India Kidnapping Cases	Rate of Kidnapping	% of All India Kidnapping Cases
Delhi	7.50%	34.70%	8.00%	31.80%
Mumbai	0.80%	4.70%	0.70%	3.70%
Kolkata	0.60%	2.80%	0.70%	2.70%
Chennai	0.60%	1.50%	0.90%	1.80%

Source:

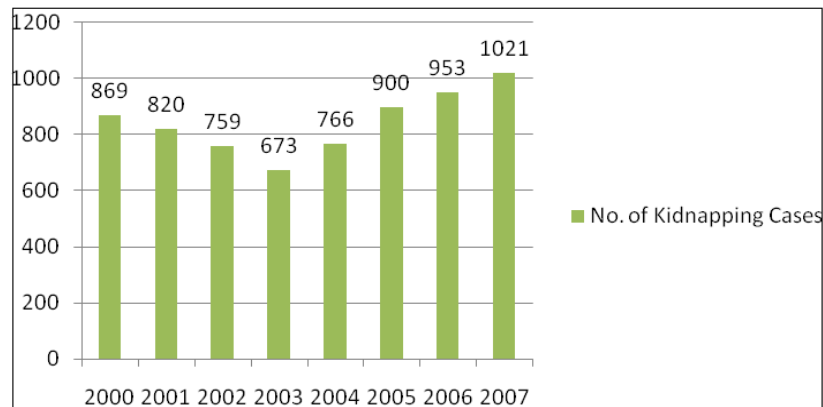


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All India rates of kidnapping and abduction were 3.0% in 2007. The highest kidnapping and abduction rate was in Faridabad (11.1%), followed by Agra (8.6%) in 2007. All India rates of kidnapping and abduction were 2.5% in 2006. The highest kidnapping and abduction rate was in Agra (8.3%) followed by Delhi (7.5%) in 2006.

The Graph 3.4 presents the number of kidnapping and abduction cases in Delhi.

Graph 3.4: Kidnapping and Abduction Cases in Delhi

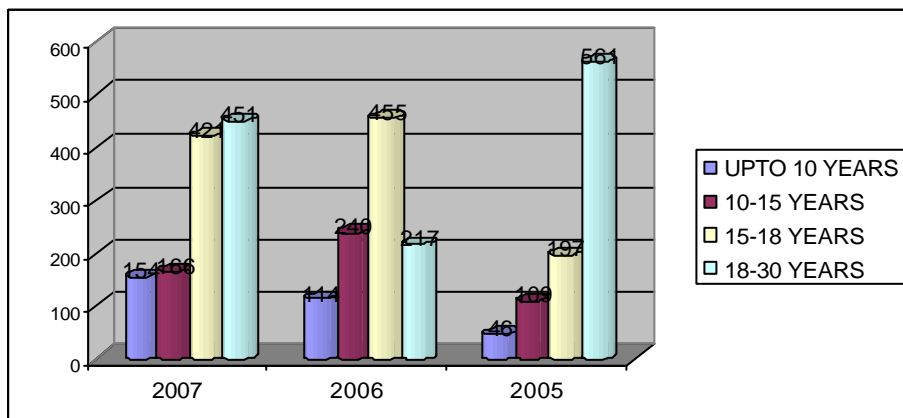


Source: NCRB

ii. Age of Victim

The majority of the victims are in the age group of 15-30 years. This is a significant finding.

Graph 3.5: Age-Groups of Kidnapping Victims in Delhi



Source: NCRB

d. Nature of Violence – Molestation

i. Incidence



Delhi city ranks at the top in the all India crime map for molestation. In the year 2006 and 2007, Delhi's Share in the All India Figure was 20.1% and 21.5% respectively, with the number of incidences rising from 629 in 2006 to 744 in 2007.

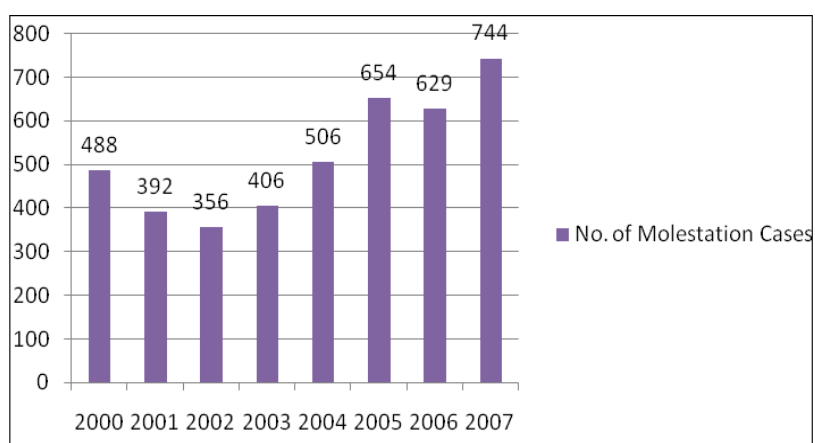
Table 3.17: Molestation in Four Metropolitan Cities

City	2006	2006	2007	2007
	Rate of Molestation	% of All India Molestation Cases	Rate of Molestation	% of All India Molestation Cases
Delhi	4.90%	20.10%	5.80%	21.5%
Mumbai	2.20%	11.40%	2.20%	10.5%
Kolkata	1.30%	5.50%	1.40%	5.50%
Chennai	1.40%	2.80%	1.70%	3.10%

Source: NCRB

All India rate of molestation was 3.2% in 2007. The highest molestation rate was in Jabalpur & Vijayawada (13.0%) in 2007. All India rate of molestation was 2.9% in 2006. The highest molestation rate was in Jabalpur (14.4%) followed by Vijayawada (13.4%) in 2006. The Graph 3.6 presents the number of molestation cases in Delhi.

Graph 3.6: Molestation Cases in Delhi



Source: NCRB

e. Nature of Violence – Sexual Harassment (Eve Teasing)

i. Incidence



In the year 2006 and 2007 Delhi's share in the All India figure was 7.3% and 8.3%, with the number of incidences rising from 129 in 2006 to 148 in 2007.

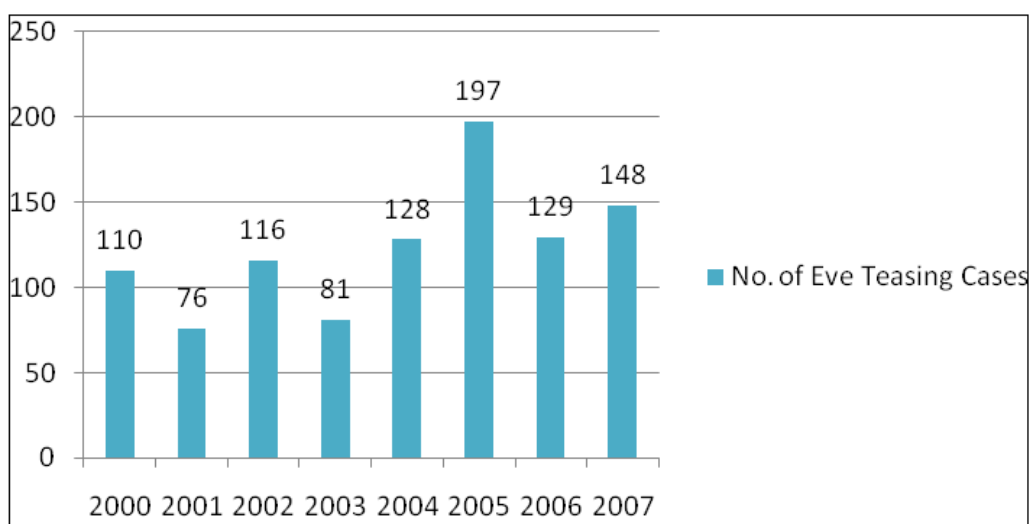
Table 3.18: Eve Teasing – Sexual /harassment in Four Metropolitan Cities

City	2006	2006	2007	2007
	Rate of Eve Teasing	% of All India Eve Teasing Cases	Rate of Eve Teasing	% of All India Eve Teasing Cases
Delhi	1.00%	7.30%	1.20%	8.30%
Mumbai	0.60%	5.70%	0.70%	6.30%
Kolkata	0.30%	2.10%	0.40%	3.20%
Chennai	1.40%	5.00%	2.00%	7.10%

Source: NCRB

All India rate of eve teasing was 1.7% in 2007. The highest eve teasing rate was in Vijayawada (20.0%) followed by Meerut (8.7%) in 2007. All India rate of eve teasing was 1.6% in 2006. The highest eve teasing rate was in Vijayawada (15.6%) followed by Faridabad (13.6%) in 2006. The Graph 3.7 presents the number of sexual harassment (eve teasing) cases in Delhi.

Graph 3.7: Eve Teasing Cases in Delhi



Source: NCRB



IV. Safety of Women: Perceptions of Women

1. Role of Citizen Assessment

Strategies to address social challenges must necessarily take into account the perception of people who have to encounter these challenges and live within the prevailing environment. **In the case of safety of women, the key persons who encounter the problems of safety are men and women who live in the city. Their feedback will bring out more realistically the ground level situation than the records in the official agencies** like the Police and State and National Ministries that are empowered to provide the protection to women.

Consultations with these stakeholders have brought out a wide gap in knowledge base in the official agencies and the experience and knowledge base of the people who have to live with the existing level of crime and law and order challenges in the city. Chapter IV brings out the perceptions of women and Chapter V the perceptions of men..

2. Methodology

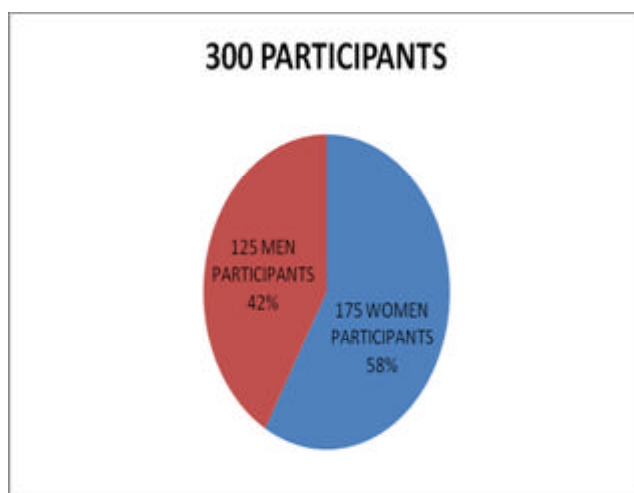
The data base used for the analysis in both the chapters IV and V was generated through a similar methodology. The surveys were conducted during December 2008 and January 2009 across all the districts in the city. The sample for the surveys took into account four dimensions of the respondent, which are relevant to the issues of women safety.

:

- a. **Gender:** The data base is based of a sample of 175 women and 125 men. A **higher proportion of women are included as woman is the focal point** of the investigation and the feedback of the Study is to be used to address the city challenges being faced by them. Men have a role to play in the safety enhancement process, both as a partner to protect the interest of women as well as a perpetrator of the crime who has to be brought within the ambit of the law enforcing system.

Chart 4.1 presents the gender-wise distribution of the SDS sample

Graph 4.1: Gender Wise Coverage of SDS Sample



Source: SDS Survey, December 2008

- b. **Age:** All age-groups of respondents are included. The majority of the respondents are in the age group that is most prone to the crimes against women or are the major perpetrators of the crime or could also be prospective partners in the programme to bring the perpetrators within the ambit of the law. The details are presented in Table 4.1

Table 4.1: Age Wise Coverage of SDS Sample

Age	No. of Women	No. of Men
15-25	114 (65.1)	75 (60.0)
26-40	34 (19.4)	21 (16.8)
41-55	24 (13.8)	18 (14.4)
56+	3 (1.7)	11 (8.8)
Total	175 (100.0)	125 (100.0)

Source: SDS Survey, December 2008

Note: Figures in parenthesis are percent of total respondents

- c. **Occupation:** The survey covered both working and non-working women/men. The occupation categories were further classified into student, wage employment, self employment, retired, and homemaker (Table 4.2). The majority of the sample respondents is in the age group of victims and perpetrators of the crime, and the latter are also prospective partners in eradication of crime against women.



Table 4.2: Occupation Wise Coverage of SDS Sample

Occupation	No. of Women	No. of Men
Student	83	61
Wage Employment	40	36
Self Employment	2	23
Homemaker	50	5
Total	175	125

Source: SDS Survey, December 2008

- d. **Location:** The survey covered all 9 districts of Delhi, after merging them into five groups.

North District: North-West district, North-East district and North district

South District: South-West district and South district

Central District: New Delhi district and Central district

West District: West district

East District: East District

The number of respondents in each district was based on share of population of the district in the total population of Delhi (Table 4.3).

Table 4.3: District Wise Coverage of SDS Sample

District	Population 2001	% of Total Population	SDS Sample	% of SDS Sample
North	55 Lakhs	40.00	113	37.67
South	41 Lakhs	28.00	85	28.33
West	21 Lakhs	15.00	50	16.67
East	15 Lakhs	11.00	30	10.00
Central	8 Lakhs	6.00	22	7.33
Total	140 Lakhs	100.00	300	100.00

Source: SDS Survey, December, 2009

3. Perceptions of Citizens



As per the opinion of over 80 per cent of respondents, both women and men, Delhi is not considered to be a safe city for women Majority of the respondents were of the view that in the absence of social protection for women and weak accountability of crime management system. These roadblocks to safety mainly emanate from cultural practices in the civil society, where women are not considered as partners in the city life

The image of women, as brought out by some of the male respondents, is of an object of sex and frivolity. The city government does very little to change these images of women. The endeavor of the institutions engaged in women welfare have not been effective in erasing them, as well as to empower women to combat the acts of violence with outcome-oriented measures.

4. Perceptions of Women

a. Overview

Nearly eighty per cent of women respondents clearly pointed out the unsafe status of the city for women In fact, 79 per cent of these respondents had faced different types of harassment that substantiated the popular impression about the high level of insecurity women in Delhi. The main reasons for the unsafe situation, as per the opinion of women respondents, was lack of social protection and inadequate functioning of police and private security agencies. The image of women as a sex object also contributed to the unsafe situation.

Women appear to be largely unaware of the dangers to them and this ignorance often places them in a vulnerable situation. The floating population in Delhi, which find themselves outside the scope of police and other agencies, are also threat to safety Women of Delhi undoubtedly felt at risk in public spaces and at home.

b. Nature of Crime

The SDS data brings out that out of every 10 women, six were victims of crime against women. **The 60 percent incident rate is alarming.**

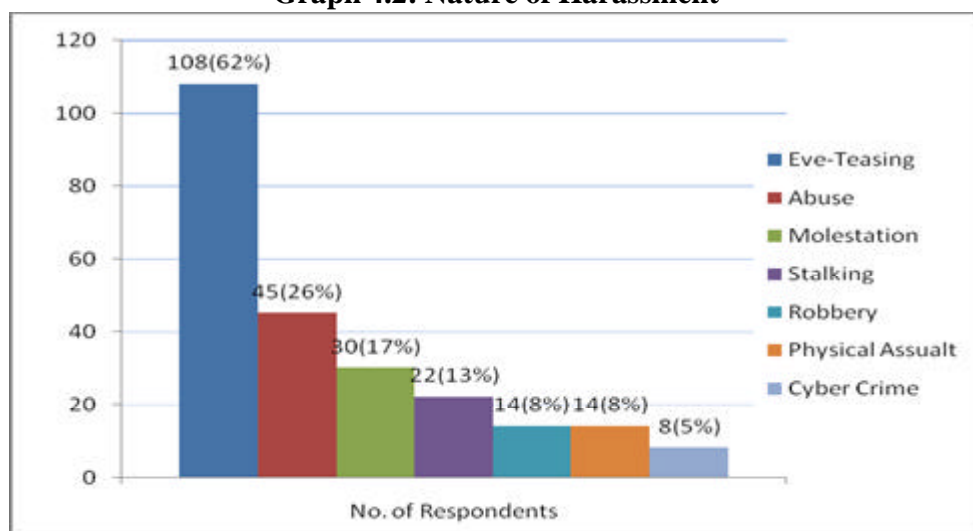
Even more surprising is the finding that majority of the victims had faced multiple nature of harassment, among which eve-teasing was the most common in Delhi. The empirical evidence in the



Study also brings out the negative impact of eve teasing on women's development, especially in the case of young girls. The eve-teasing act not only creates a fear psychosis in the victims, but also distorts the parent's approach in raising the girl children. The same is the outcome in molestation cases.

Among other harassments, blank calls and crank calls, abuse and molestation, stalking, physical assault, robbery and cyber crimes have been identified by women respondents. The notable feature of these harassments is that they are opportunity based, taking advantage of inadequate security in the city. The harassments are typical signs of vagabondism and degenerated mind sets. No respondent could provide a clear picture of the predator and hence their characteristics could not be substantiated. Graph 4.2 brings out the typical nature of harassments that women are subjected to in Delhi city.

Graph 4.2: Nature of Harassment



Source: SDS Survey, December 2008

c. Age Profile of Victims

Young women, between 15 to 26 years, are the most vulnerable to crime. Around 70 per cent to 80 per cent of this age group encounter incidences of eve teasing, verbal abuses and molestation. These incidences have generally taken place when the girls are alone, either traveling or in public place in the course of daily activities. The major places where the incidents occur are public places and modes of public transport.



It was surprising to note that eve teasing and molestation take place across the age groups, indicating the generally weak safety environment in the city. Robbery is reported to be rampant among the middle aged. **The common factor is that all the crimes against women take place in public domain, indicating the absence of adequate measures for safety of women in the city as well as lack of awareness or enlightenment among people to intervene when an incident takes place.**

d. Socio- Economic Profile of Women Victims

The poor are reported to bear the brunt of the violence on women in Delhi. The easy accessibility to women in this group, who are most exposed to the outside world due to the necessity of seeking out a livelihood, provides opportunities to men to exploit them. Over sixty per cent of eve teasing in Delhi is carried out on them.

Women from middle and upper income groups are also victims. These respondents were hesitant to provide data and information, and often withdrew their responses or did not provide total response. Social pressure and lack of adequate information appear to be the factors for this approach. The same is the case with reported abuses and molestation across all income and social groups.

Table 4.4: Age Profile of the Victims

	Age of the Victim				Total
	15-25 years	26-40 years	41-55 years	56+ years	
Eve-Teasing	85 (78.70%)	15 (13.89%)	6 (5.56%)	2(1.85%)	108 (100%)
Abuse	35 (77.78%)	5 (11.11%)	5 (11.11%)	-	45 (100%)
Molestation	22 (73.34%)	6 (20.00%)	1 (3.33%)	1(3.33%)	3 (100%)
Stalking	14(63.64%)	7 (31.81%)	1(4.55%)	-	22 (100%)
Physical Assaults	8 (57.14%)	3 (21.43%)	3 (21.43%)	-	14 (100%)
Robbery	5 (35.72%)	1 (7.14%)	8 (57.14%)	-	14 (100%)
Cyber Crime	6 (75.00%)	1 (12.50%)	-	1(12.50%)	8 (100%)

Source: SDS Survey, December 2008

Table 4.5: Socio- Economic Profile of Victims

Socio-Economic Background



	Poor	Lower Middle Class	Upper Middle Class	Total
Eve-Teasing Abuse	64(59.30%)	21(19.40%)	23(21.30%)	108(100%)
Molestation	24(53.33%)	11(24.45%)	10(22.22%)	45(100%)
Stalking	10(33.33%)	10(33.33%)	10(33.33%)	30(100%)
Physical Assault	12(54.55%)	8(36.36%)	2(9.09%)	22(100%)
Robbery	8(57.14%)	4(28.57%)	2(14.28%)	14(100%)
Cyber Crime	10(71.43%)	1(7.14%)	3(21.43%)	14(100%)
		7(87.50%)	1(12.50%)	8(100%)

Source: SDS Survey, December 2008

e. Factors Responsible for Unsafe Situation

Graph 4.3 summarizes the factors which, according to women, are responsible for the unsafe situation in Delhi. **The most important factors, identified by 78.4 5 and 73.0% of the respondents are lack of social protection and inadequate functioning of police and private security agencies in the city.**

More than one-half of the respondents have identified women being looked upon as a **sex object and the lack of sensitivity to gender issues in the city**. Ignorance of women of their rights and local conditions, portrayal of women in media and television, and high male migration flows are some other key factors.

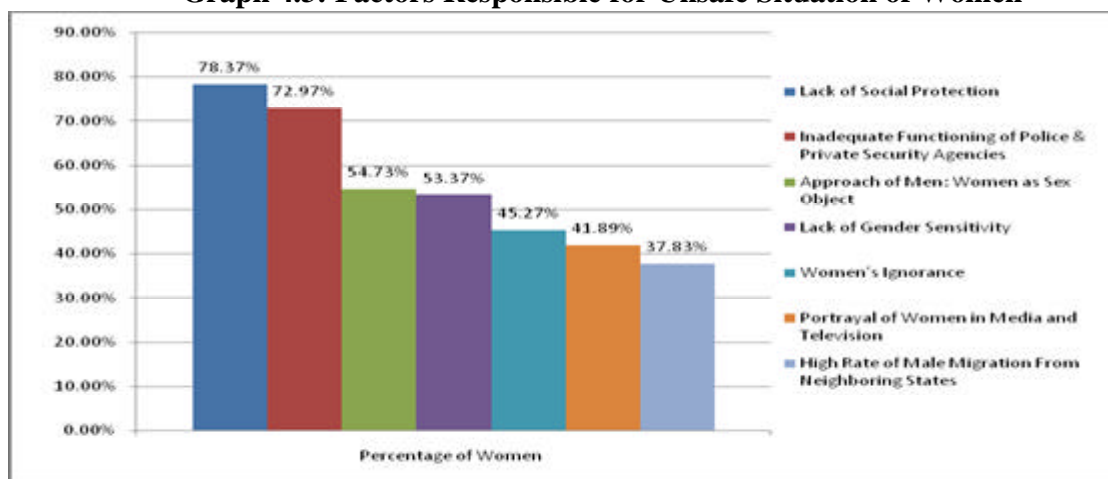
Table 4.6: Factors Responsible for Unsafe Situation of Women

Factors	Percentage of
---------	---------------



	Women
Lack of Social Protection	78.37%
Inadequate Functioning of Police & Private Security Agencies	72.97%
Approach of Men: Women as Sex Object	54.73%
Lack of Gender Sensitivity	53.37%
Women's Ignorance	45.27%
Portrayal of Women in Media and Television	41.89%
High Rate of Male Migration From Neighboring States	37.83%

Graph 4.3: Factors Responsible for Unsafe Situation of Women



Source: SDS Survey, December 2008

f. Characteristics of Places where Women Feel Safe

Good local infrastructure and services, such as lights, presence of police and security personnel, large presence of women, and nearness to familiar places like office and home, are considered to be safe places, by one-half and more of the respondents. Table 4.7 presents the parameters of safety as per the perception of women and these are presented graphically in Graph 4. 4.

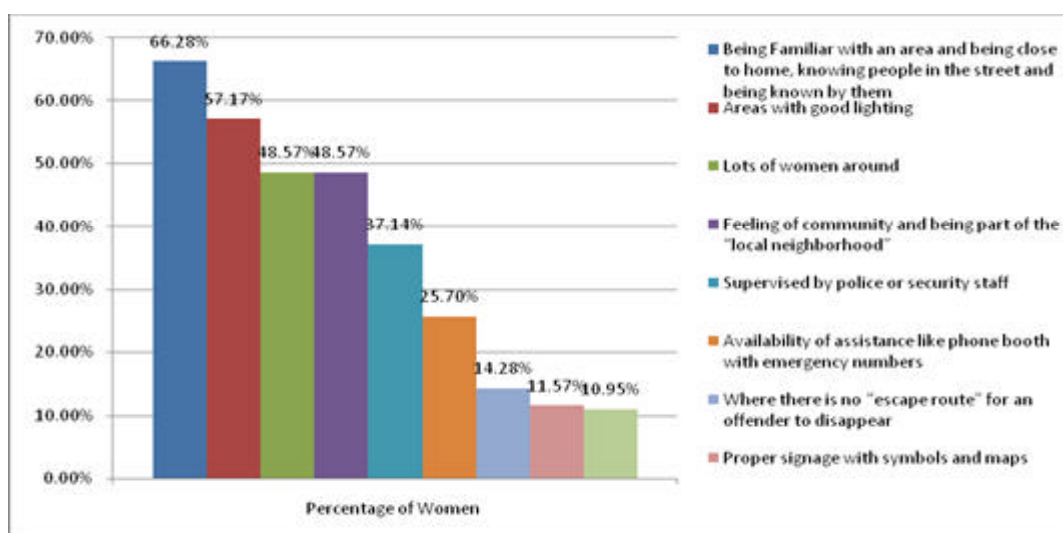
Table 4.7: Characteristics of Places Where Women Feel Safe

Characteristic of a Place	Percentage of Women
---------------------------	---------------------



Being Familiar with an area and being close to home, knowing people in the street and being known by them	66.28%
Areas with good lighting	57.17%
Lots of women around	48.57%
Feeling of community and being part of the “local neighborhood”	48.57%
Supervised by police or security staff	37.14%
Availability of assistance like phone booth with emergency numbers	25.70%
Where there is no “escape route” for an offender to disappear	14.28%
Proper signage with symbols and maps	11.57%
Having a quiet street away from pubs and clubs	10.95%

Graph 4.4: Characteristics of Places Where Women Feel Safe



Source: SDS Survey, December 2008

g. Remedies to Unsafe Situation

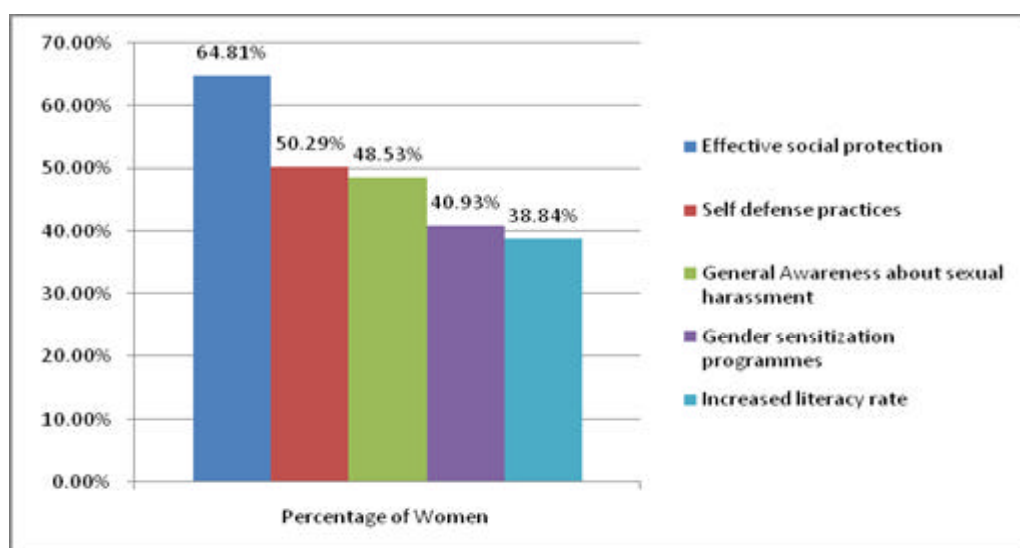
Women of Delhi feel that the most successful way of removing the unsafe quotient from Delhi is an **improvement and more effective social protection system**. Social protection includes the protection of the fairer sex from precarious situation by the police, private and public agencies, and the society. Women also felt that there is a need to be equipped with self defense practices. Gender sensitization and increase in literacy rate in the society will also contribute to bringing in a positive behaviour in the social system. The results are presented in Graph 4.5 and Table 4.8.

Table 4.8: Remedies to the Unsafe Situation: Perception of Women



Remedies to the Unsafe Situation	Percentage of Women
Effective social protection	64.81%
Self defense practices	50.29%
General Awareness about sexual harassment	48.53%
Gender sensitization programmes	40.93%
Increased literacy rate	38.84%

Graph 4.5: Remedies to the Unsafe Situation: Perception of Women



Source: SDS Survey, December 2008

h. Unsafe Places

The most vulnerable places for sexual violence are the public roads, including subways and places below flyovers. *Surprisingly, women of Delhi find both high density and low density places as areas they are not safe for them.* High density places include bus terminal, railway station and parking areas, where low supervision of the protective agencies make the places susceptible to crime against women. Low density places like parking lots and parks are also considered unsafe by women. Graph 4.6 and Table 4.9 present the type of unsafe places in Delhi.

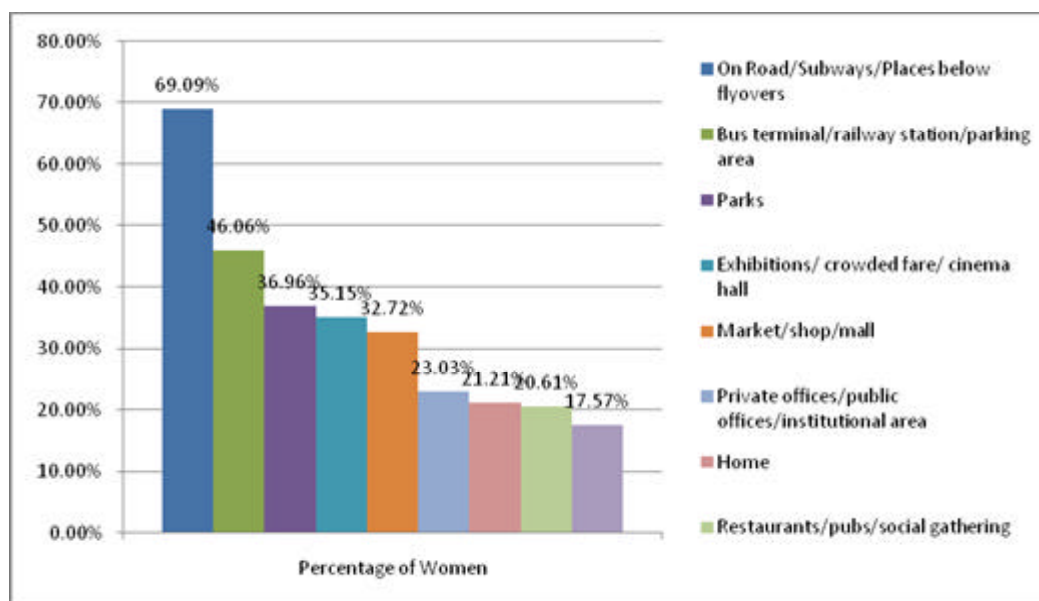
Table 4.9: Unsafe Places: Perception of Women

Places Where Women Feel Unsafe	Percentage of Women
On Road/Subways/Places below flyovers	69.09%
Bus terminal/railway station/parking area	46.06%



Parks	36.96%
Exhibitions/ crowded fare/ cinema hall	35.15%
Market/shop/mall	32.72%
Private offices/public offices/institutional area	23.03%
Home	21.21%
Restaurants/pubs/social gathering	20.61%
Government administration offices/institutions	17.57%

Graph 4.6: Unsafe Places: Perception of Women



Source: SDS Survey, December 2008

i. Trust in Police

The trust-quotient of police among women in Delhi substantially low. Only 48.4% of women respondents were willing to/have complained to police regarding harassment. Among them, only 39.7% felt that the police were helpful. Others found clear gender bias and/or were advised not to file a complaint.

j. Visible Patrolling

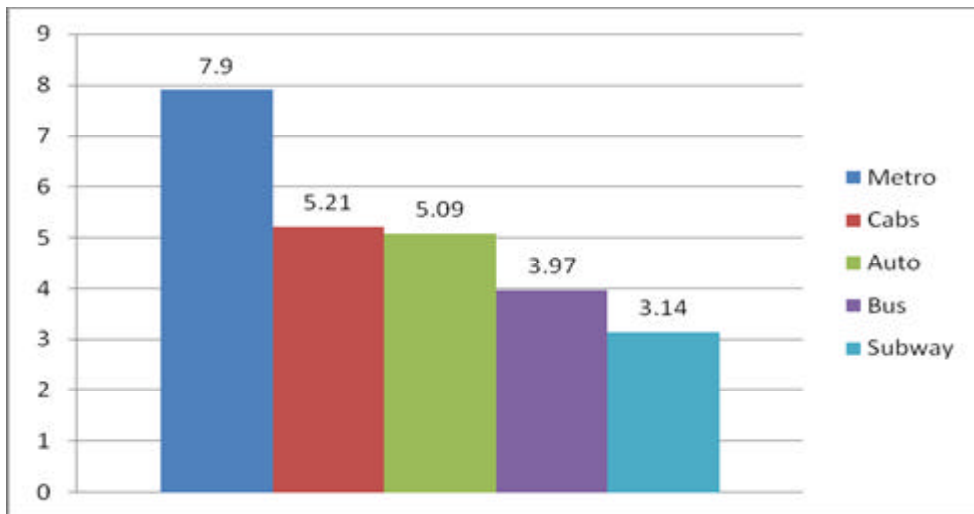
A substantial proportion of women respondents, 54.6% recognize presence of visible patrolling and among the, a high 74.7% thought that patrolling reduced harassment of women.



k. Safety of Modes of Transportation

Women in Delhi consider metro as the safest mode of public transportation; with the respondents awarding it 7.9 points in a scale of 0-10 (where 0 is the least safe and 10 the safest). The worst option or least safe is the subway, with 3.14 points. Graph 4.15 summarizes the results of this question.

Graph 4.7: Rating of Public Modes of Transportation



Source: SDS Survey, December 2008

5. FGD: Residents of Rehabilitation Home for Women

SDS conducted a Focused Group Discussion (FGD) in the Nirmal Chayya (Nari Niketan). Most of the residents were victims of violence. Some were widow who had been abandoned by their



children. Since it was a Short Stay Home, the population was largely floating in nature. At the time of the FGD, there were thirty eight residents.

The objective of the FGD was to trace the process of victimization/abuse, the nature of social protection accessible to the women and the outcomes of the access. While poverty came up to be the root cause of violence against women, SDS investigation brought out the ineffective role of the State and other players in providing sustainable rehabilitation to the women.

The residents of the Short Stay Home unanimously considered Delhi to be an unsafe place for women Most of them had first-hand experience with the police and were not too positively inclined towards them. The victims felt that Delhi's lifestyle was fast and the respect for women was missing. Adding to these circumstances were their vulnerabilities in terms of lack of education, low economic background and a general unawareness of their rights and access to support facilities.

The profile of the women participants in the FGD includes:

- * 26% were victim of rape, all being migrants from neighboring states, and their average age was 19 years.
- * 13 % were elderly women, abandoned by family, 5 % were mentally and emotionally devastated and could not speak and the remaining 80% were victims of trafficking, kidnapping and abduction and the predators were known to the victims in most cases, including relatives.

The residents of Nirmal Chayya participated in a facilitation process where they identified the chain of events which led to crime/harassment/violence. The chain of events, beginning from birth to the time of violence is summarized in Graph 4.8.

Graph 4.8: Chain of Events that lead to Victimization



FGD, 2009

Source: SDS

The residents of Nirmal Chayya were of the view that women victims, especially those from low economic background, were not taken seriously by the police and the judicial system.. Homelessness added to their woes and they did not envisage an economically and emotionally rewarding future.

The plight started when they embarked to come to Delhi in search of livelihood. Due to their unawareness about the city culture, they became the victims of harassment/violence. Being the victims of brutal violence, some of them got their shelter in the government rehabilitation centres like the like Nirmal Chayya. **They felt that only policy measures to prevent and reduce violence against women are not enough. Rehabilitating the victims is equally important.** The rehabilitation measures should take care to equip the victims with skills and knowledge to fend for themselves in some productive livelihood. They can need legal aid/help to bring them justice.

V. Safety of Women: Perception of Men



1. Knowing Perception of Men

There have been many studies on women safety in Delhi as well as in other cities. Unfortunately, these studies have dealt with the women side only, completely ignoring the role of men in addressing the problem of women safety. The significance of men's role in safety of women seems to have been limited to their being the perpetrators of the crime, which has been, rather unfortunate.

Safety of Women is an important challenge, in which men have to be taken in partnership to bring about the safe environment in the city for women. Accordingly, the SDS Study examined men's perceptions on all aspects of the crime against women issue and to assess their role as an important player in the safety of city life.

The SDS sample of male respondents across all the districts in Delhi was 125.

2. Safety Status and Factors

a. Assessment

Man perception of safety of women in Delhi is in consonance with the perception of women. While nearly 80 % of women considered the city to be unsafe for women, , r 70.0 per cent of men provided the same assessment. Men went further to the extent of emphasizing that Delhi was not safe for women, even for pursuing daily activities as a common citizen. *The assessment of the causative factor of the unsafe status was also similar – inadequate infrastructure for social protection*, which leads to high rate of crime against women in Delhi. Table 5.1 summarizes the assessment of men on the safety of women issues.

Men are of the view that even the inadequate social protection and existing infrastructure did not function effectively. This assessment covered the Delhi Police, Delhi government agencies, and the NGOs; all respond very slowly to the problems and there seems to be lack of seriousness in their response.



Around one-half of the male respondents have blamed the police for their inadequate response. SDS Team formed an opinion through the course of extensive consultations with all the stakeholders in the city, which the real factor was the little follow up on the complaints. The police personnel pushed the blame for this on *severe shortage in support infrastructure*.

Gender insensitivity of men was identified by 70.0 per cent male respondents as a major cause of violence against women. The social customs prevalent in this part of the country was quoted by some as the root cause of it. **About one-half of the respondents sincerely confessed that it was the men's approach towards women, to consider them as the sex object, and having no other important role in the society that invited all the troubles** and traumas for the women. Some men were of the view that women were the cause of men developing this approach, and they pointed out, for example, to the dress codes of women.

Over 40.0 % of men strongly felt that ignorance of women about men's approach; social factors and their consequences are the root cause of harassment of women.

Graph 5.1: Factors Responsible for Unsafe Situation of Women: Perception of Men

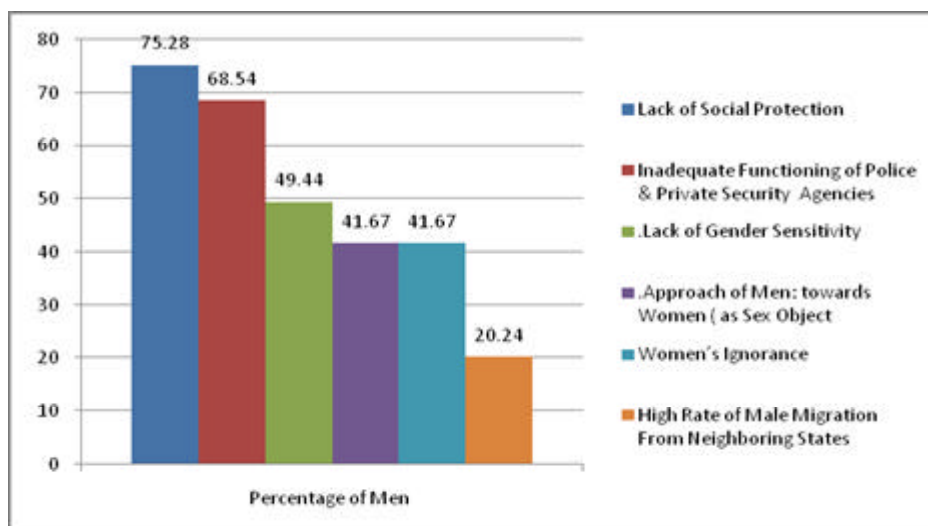
Table 5.1: Factors Responsible for Unsafe Situation of Women

Factors	Percentage of Men
Lack of Social Protection	75.28
Inadequate Functioning of Police & Private Security Agencies	68.54
Lack of Gender Sensitivity	49.44
Approach of Men: towards Women (as Sex Object	41.67



Women's Ignorance	41.67
High Rate of Male Migration From Neighboring States	20.24

Graph 5.1: Factors Responsible for Unsafe Situation of Women



Source: SDS Survey, December 2008

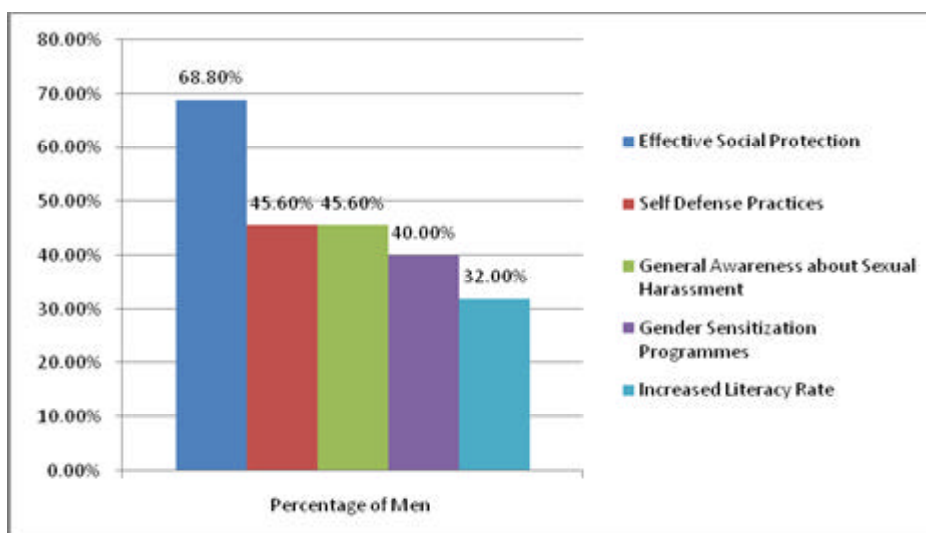
b. Suggestions

The suggestions to address the challenges of unsafe city status for women in Delhi are summarized in Graph 5.2. Table 5.2 presents the quantitative base of the suggestions, in terms of the proportion of respondents.

Table 5.2: Remedies to the Unsafe Situation: Perception of Men

Remedies	Percentage of Men
Effective Social Protection	68.80%
Self Defense Practices	45.60%
General Awareness about Sexual Harassment	45.60%
Gender Sensitization Programmes	40.00%
Increased Literacy Rate	32.00%

Graph 5.2: Suggestions to Address the Unsafe Situation



Source: SDS Survey, December 2008

The most important suggestion, recommended by 68.8 percent of respondents, relates to strengthening of social protection services to make them effective. Realizing the slow response to any remedial intervention by the society and the uncertainty attached to it, nearly one-half of the respondents suggested practice of self defense adopted by women. In fact, this practice was suggested by many to be introduced at an early stage in the schools, as part of curriculum for girls

About one-third of the male respondents pointed out the imperatives of introducing gender sensitizing programmes for all, both men and women. This suggestion brought out a balanced approach towards mitigating the social evil of women harassment, by equally important stakeholders, men and women. Increasing women literacy rate and raising general awareness about sexual harassment were also suggested by male respondents.

c. Personal Initiatives of Men in Helping Women

The men did not only provide suggestions to decrease the harassment of women but also suggested some initiatives that men can take up. About 30 per cent of them had already taken initiatives in helping out women from their distressed circumstances.

The respondents who had taken initiatives towards safety of women, had taken these initiatives in their residential area, followed by their work place, college and family. As many as 54 % had accompanied women to places where they felt the women were vulnerable to crime, 42.9 % had

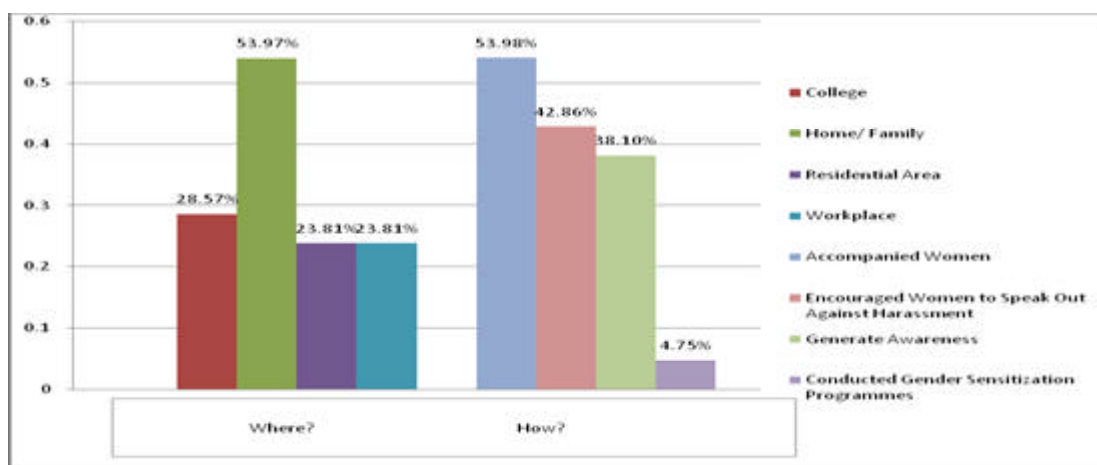


encouraged victims of harassment to speak out, and 28.1 % had generated awareness. Details are presented in Table 5.3 and Graph 5.3.

Table 5.3: Initiatives by Men to Increase Safety of Women

Where Men Participants had Taken Initiative to Increase Safety of a Women	
College	28.57%
Home/ Family	53.97%
Residential Area	23.81%
Workplace	23.81%
How Men Participants had Taken Initiative to Increase Safety of a Women	
Accompanied Women	53.98%
Encouraged Women to Speak Out Against Harassment	42.86%
Generate Awareness	38.10%
Conducted Gender Sensitization Programmes	4.75%

Graph 5.3: Initiatives by Men to Increase Safety of Women



Source: SDS Survey, December 2008



d. Men rescued/saved women from a precarious situation

One-third of the men respondents indicated their role in rescuing/saving woman from precarious situations. While over 50 per cent of the respondents claimed that they have helped women within the family circle, over one-fifth had helped fellow colleagues, neighbors and class mates.

Some of the male respondents had provided support to distressed women by accompanying them to their destinations, while others had helped in a more sustainable manner through creating general awareness in them about women's right, encouraged them to speak out the truth, and conducted *Gender Sensitive Programmes* for the benefit of the society.

VI. Safety Enhancement Map and Safety Audit of Delhi

1. Need for the Map

An objective of the Study is to develop a **Safety Enhancement Map that depicts the safety situation of Delhi**. Map 6.1 presents the safety situation of Delhi, with predominant nature of violence against women. It also identifies the places a woman can go to at times of distress and the 10 Crime against Women Cells in Delhi.

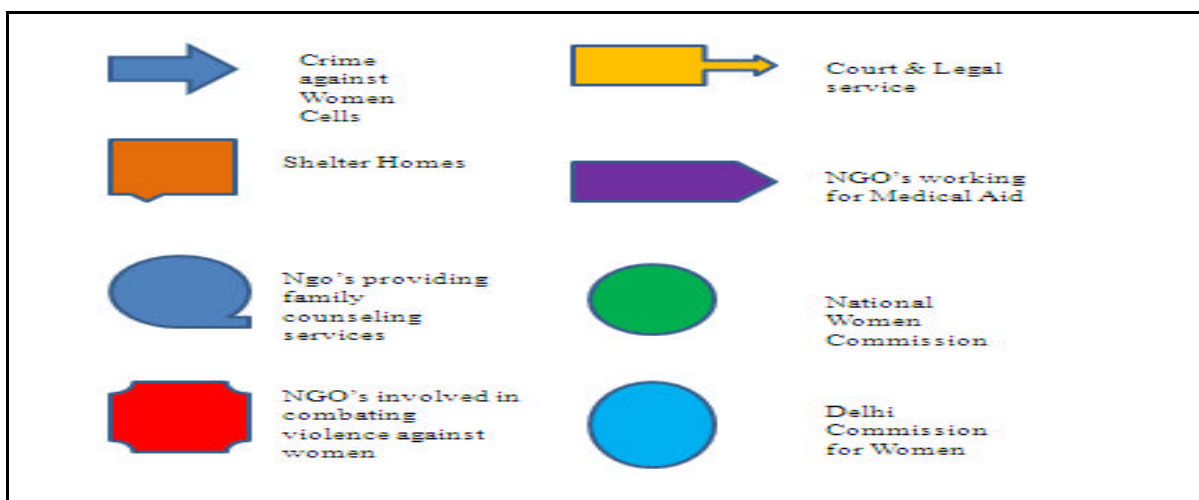
2. Delhi Safety Enhancement Map and Keys

The Map is presented as Map 6.1. The Keys to the Map are presented in Chart 6.1.

Chart 6.1: Key to the Map 6.1



**Women Safety in Delhi–Report to Ministry of Women and Child Development,
Government of India**

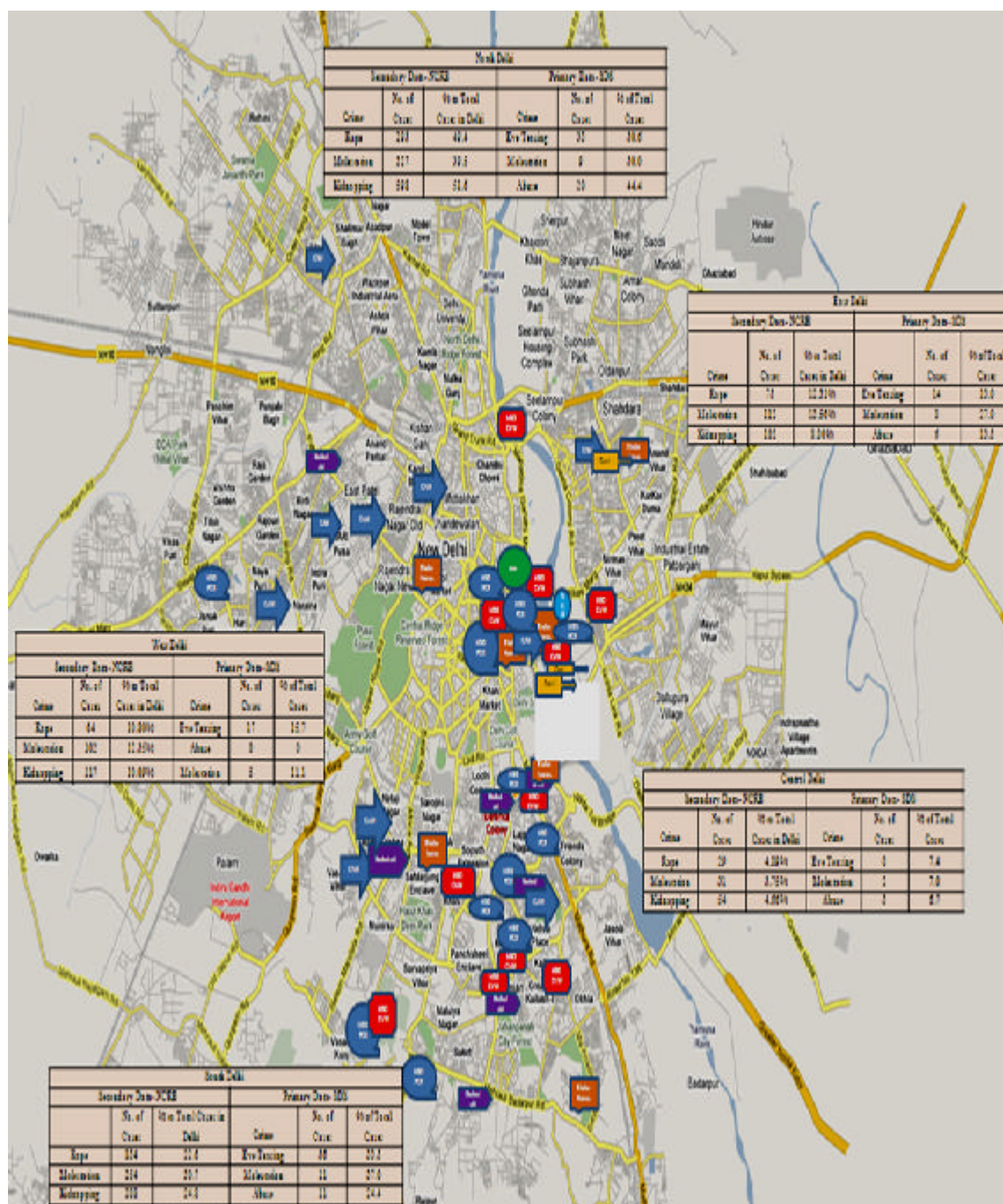


Source: NCRB 2007, Centre for Social Research, SDS Survey, December 2008

Map 6.1: Delhi Safety Enhancement Map



Women Safety in Delhi–Report to Ministry of Women and Child Development, Government of India




3. Location of CAW Cells in Delhi

CAW Cell Headquarters



**Women Safety in Delhi–Report to Ministry of Women and Child Development,
Government of India**

Nanakpura, Near Moti Bagh Gurudwara,
Crime against Women Cell,


1.  Crime against Women Cell
South-West District, Police Station Vasant Vihar

2.  Crime against Women Cell
South District, Police Post, Amar Colony


3.  Crime against Women Cell
West District Police Post, Kriti Nagar


4.  Crime against Women Cell
North District, Police Post, Sarai Rohilla

5.  Crime against Women Cell
North-West District, Old Building, Prashant Vihar

6.  Crime against Women Cell
Central District, New Rajender Nagar

7.  Crime against Women Cell
North-East District, Police Station Seelampur

8.  Crime against Women Cell
East District, Krishna Nagar

9.  Crime against Women Cell
New Delhi District, Parliament Street

Map 6.1 also shows the location of major NGOs providing legal counseling, counseling service and medical aid and awareness as well as the shelter homes. Chart 6.2 presents the names of the NGOs across the city



Chart 6.2: Major NGOs providing Support Services

All India Women's Conference	Action India	Family Planning Association of India	All India Women's Conference
Joint Women's Programme	All India Women's Conference	Prayas Health Services	Mahila Dakshata Samiti
Streebal	All India Democratic Women's Association	Pariwar Sewa Sansthan	Prayas
YWCA	Centre for Social Research	Mamta	Prabha Tara
Shakti Shalini	Guild of Social Service	Swasthya	St. Joseph Service Society
Sakshi	Shakti Shalini	Tarshi	Shakti Shalini
Jagori	National Federation of Indian Women	Women's Health Care Organization	Young Women's Christian Association
Nari Raksha Samiti	Snehi		
Nirantar	Vikasini		
Pratidhi	Young Women's Christian Association		
MARG			
Lawyer's Collective			
Delhi Brotherhood Society			
Mahila Dakshata Samiti			
Human Right Law Network			
Navjyoti			
Prayatan			
Angaja Foundation			
Centre for Social Research			

Map 6.1 also shows the court and legal service authorities in Delhi.



Supreme Court



Delhi High Court



**Women Safety in Delhi–Report to Ministry of Women and Child Development,
Government of India**



Patiyala Court House



Tis Hazari Court



Delhi Legal Service Authority



Legal Aid Cell

The map brings out the concentration of services to women in distress in Central Delhi. This is ironical as share of Central Delhi in crime against women in Delhi is the least among the 9 districts in Delhi. This concentration needs to be diluted.

Table 6.1 presents details of the survey based assessment of the major crimes against women in Delhi and the locations of the crime incident, as per the information provided by the SDS survey respondents. This information has been incorporated in the Map 6.1 to bring out the crime against women locations in Delhi.

Table 6.1: SDS Survey Summarized

<i>DISTRICT</i>	Road	Bus	Social Event	Metro	Park	College/ School	Home	Market	Every where	Total	
<i>North</i>	<i>(% of n)</i>									<i>(% of 63)*</i>	<i>n</i>
Eve Teasing	54.55	57.58	12.12	-	15.15	-	-	15.15	15.15	52.38	33
Abuse	75	55	30	-	35	5	15	-	-	31.75	20
Molestation	66.67	55.56	33.33	-	11.11	-	-	-	-	14.28	9



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Government of India**

Physical	66.67	11.11	11.11	-	-	-	44.44	-	-	14.28	9
Stalking	50	50	-	-	-	-	-	-	-	3.17	2
Robbery	83.33	-	-	-	-	-	50	-	-	9.52	6
South	<i>(% of n)</i>									<i>(% of 50) *</i>	<i>n</i>
Eve Teasing	52.78	36.11	5.56	-	8.33	-	-	19.44	30.56	72	36
Abuse	54.55	54.55	-	9.09	9.09	-	18.18	-	-	22	11
Molestation	63.64	54.55	27.27	-	-	-	-	-	9.09	22	11
Physical Assault	50	25	-	-	-	-	25	-	-	8	4
Stalking	82.35	-	-	-	-	17.65	-	-	-	34	17
Robbery	66.67	33.33	-	-	-	-	-	-	-	6	3
East	<i>(% of n)</i>									<i>(% of 20) *</i>	<i>N</i>
Eve Teasing	57.14	50	14.28	7.14	-	-	-	7.14	21.43	70	14
Abuse	83.33	66.67	-	-	-	-	-	-	-	30	6
Molestation	62.5	75	-	-	-	-	-	-	-	40	8
Physical Assault	-	-	-	-	-	-	-	-	-	-	-
Stalking	100	-	-	-	-	-	-	-	-	15	3
Robbery	-	-	-	-	-	-	100	-	-	5	1
West	<i>(% of n)</i>									<i>(% of 30) *</i>	<i>N</i>
Eve Teasing	58.82	23.53	5.82	-	-	-	-	-	17.64	56.67	17
Abuse	60	20	20	-	-	-	-	-	-	16.67	5
Molestation	-	-	-	-	-	-	-	-	-	-	-
Physical Assault	100	-	-	-	-	-	-	-	-	3.33	1
Stalking	-	-	-	-	-	-	-	-	-	-	-
Robbery	100	-	-	-	-	-	50	-	-	13.33	4
Central	<i>(% of n)</i>									<i>(% of 12) *</i>	<i>N</i>
Eve Teasing	87.5	25	-	-	25	12.5	-	25	-	66.67	8
Abuse	66.67	66.67	-	-	-	-	-	-	-	25	3
Molestation	100	-	-	-	-	-	-	-	-	16.67	2
Physical Assault	-	-	-	-	-	-	-	-	-	-	-
Stalking	-	-	-	-	-	-	-	-	-	-	-
Robbery	-	-	-	-	-	-	-	-	-	-	-

Source: SDS Survey, December 2008

Notes: * 63, 50, 20, 30 & 12 are the number of women participants in each district.

'n' is the number of women who have faced the nature of harassment.

Women have ticked multiple responses of nature of harassment and place of harassment

4. District Wise Map of Delhi

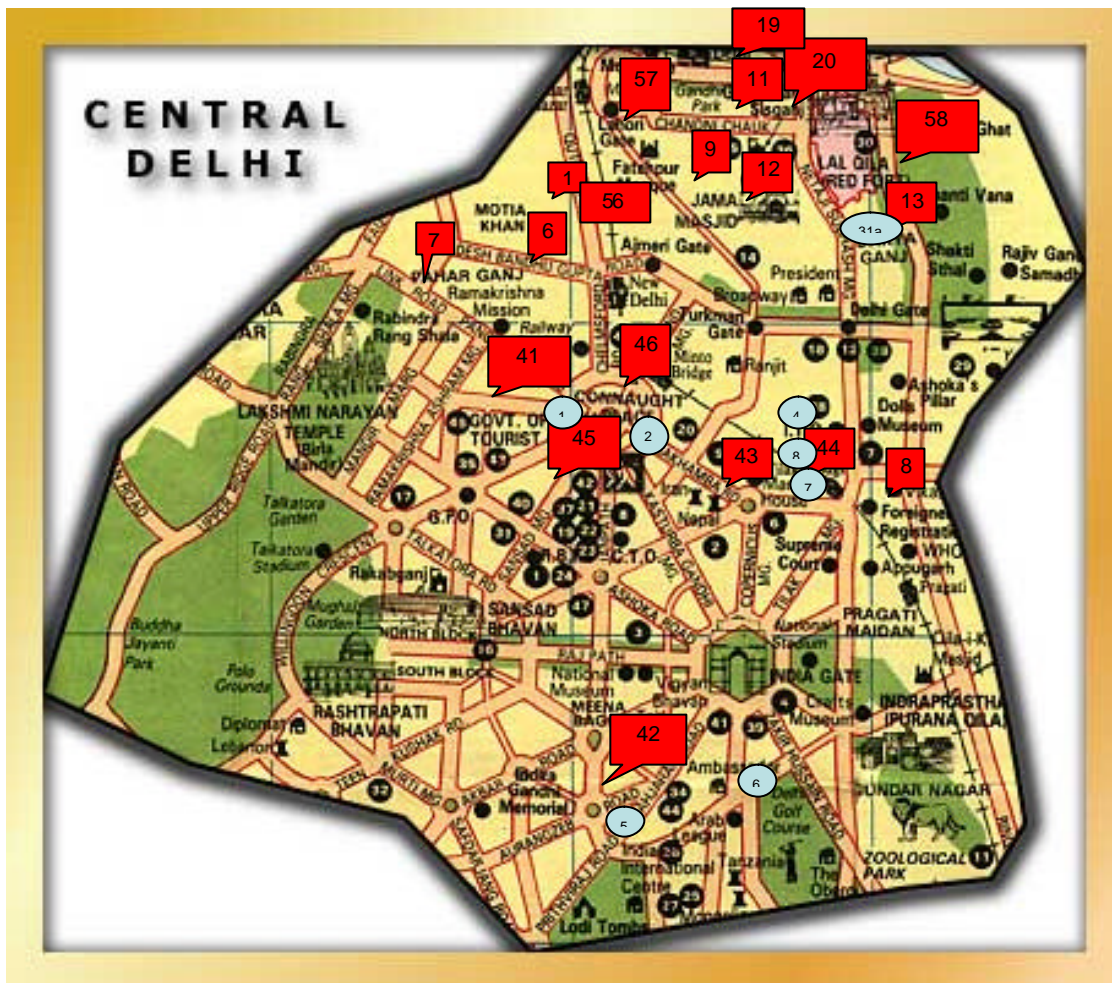
The district level Safety Enhancement Maps are presented in Map 6.2. This information on police stations, NGOs and other information useful to the people in the course of enhancing the safety of women in the respective district.

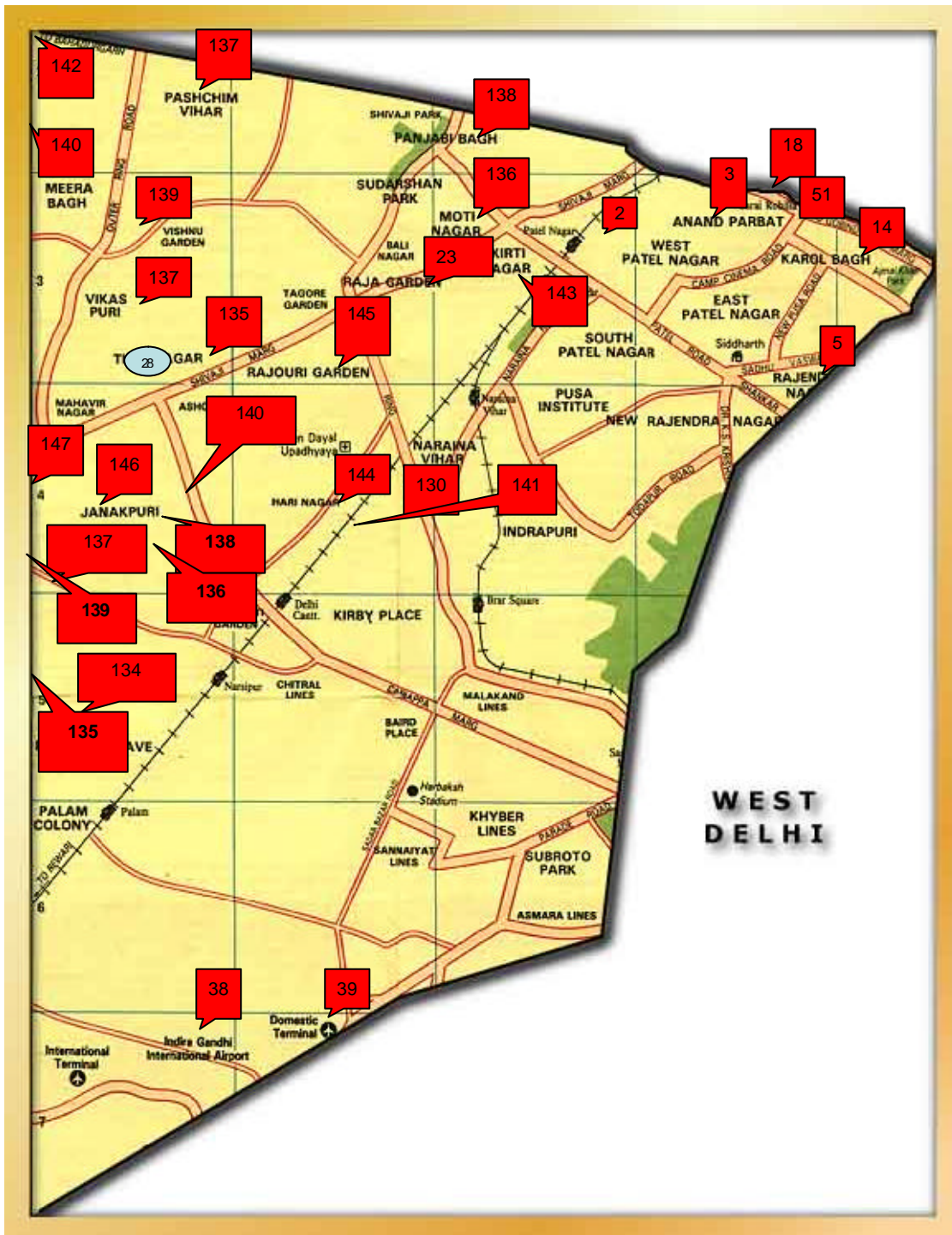


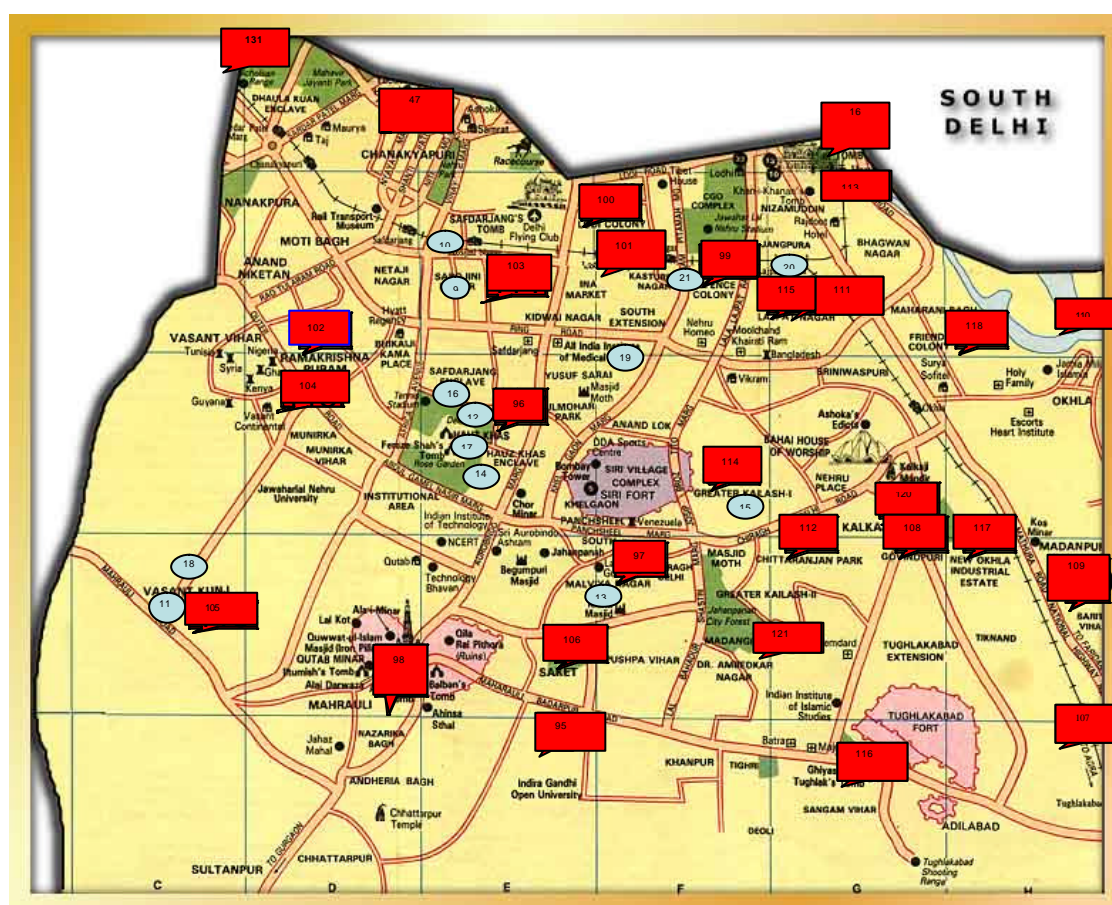
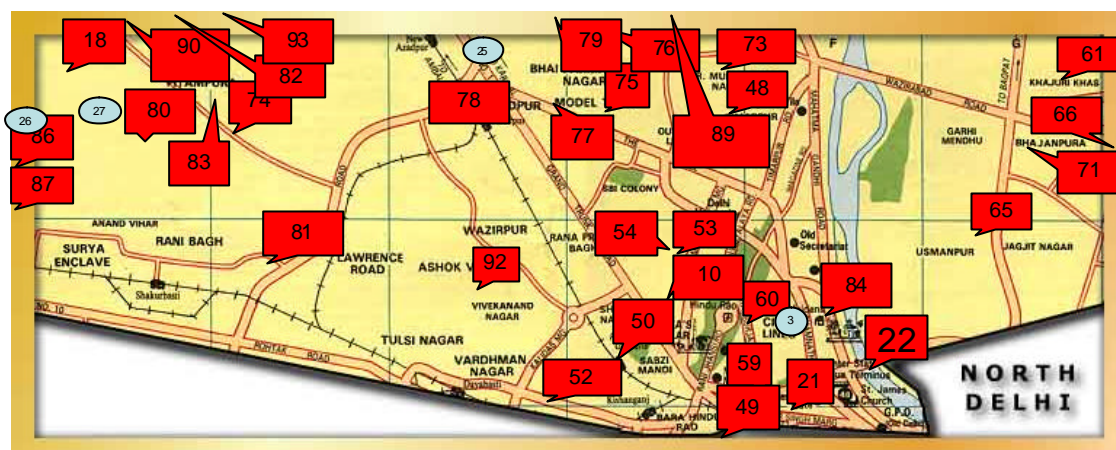
**Women Safety in Delhi–Report to Ministry of Women and Child Development,
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Map 6.2: District Wise Map of Delhi









Source: Police Headquarter of Delhi, ITO. New Delhi. 2009.



Police Stations Key to the Map 6.2

Central District

1. Nabi Karim
2. Patel Nagar
3. Anand Parbat
4. Parshad Nagar
5. Rajinder Nagar
6. D.B.G. Road
7. Pahar Ganj
8. I.P.Estate
9. Hauz Qazi
10. Kamla Market
11. Chandni Mahal
12. Jama Masjid
13. Darya Ganj
14. Karol Bagh

Crime Branch

15. Crime Branch

DRP

16. H.N.Din(Rly.)
17. Rithala (Metro)
18. Sarai Rohilla (Rly.)
19. N.D.L.S
20. Railway Main Delhi
21. Kashmiri Gate (Metro)
22. Shastri Park (Metro)
23. Raja Garden (Metro)

East District

24. Gandhi Nagar
25. Krishna Nagar
26. Geeta Colony



- 27. Vivek Vihar
- 28. Preet Vihar
- 29. Mayur Vihar
- 30. Mandawali
- 31. Pandav Nagar
- 32. Ashok Nagar
- 33. Shakar Pur
- 34. Anand Vihar
- 35. Farsh Bazar
- 36. Kalyan Puri

EOW

- 37. EOW

IGI

- 38. I.G.I Airport
- 39. Palam Airport

N & CP

- 40. Lodhi Colony (Spl.)

New Delhi

- 41. Parliament Street
- 42. Tughlak Road
- 43. Barakhamba Road
- 44. Tilak Marg
- 45. Mandir Marg
- 46. Cannaught Place
- 47. Chanakya Puri

North District

- 48. Timar Pur
- 49. Bara Hindu Rao
- 50. Sabzi Mandi
- 51. Sarai Rohilla
- 52. Gulabi Bagh



- 53. Roop Nagar
- 54. Maurice Nagar
- 55. Burari
- 56. Sadar Bazar
- 57. Lahori Gate
- 58. Kotwali
- 59. Kashmeri Gate
- 60. Civil Lines

North-East District

- 61. Khajoori Khas
- 62. Shahdara
- 63. Welcome
- 64. Mansaover Park
- 65. New Usman Pur
- 66. Gokal Puri
- 67. Seema puri
- 68. Nand Nagri
- 69. Seelam Pur
- 70. Karawal Nagar
- 71. Bhajan Pura
- 72. Harsh Vihar

North-West District

- 73. Mukherji Nagar
- 74. Maurya Enclave
- 75. Model Town
- 76. Jahangir Puri
- 77. Adarsh Nagar
- 78. Shalimar Bagh
- 79. Swaroop Nagar
- 80. Sarawati Vihar
- 81. Keshav Puram



82. Ashok Vihar

Outer District

83. Parshant Vihar

84. Alipur

85. Narela

86. Sultan Puri

87. Aman Vihar

88. Kanjhawala

89. Samai Pur Badli

90. Bawana

91. Vijay Vihar

92. Rohini

93. Shahbad Dairy

94. Mangol Puri

South District

95. Neb Sarai

96. Hauz Khas

97. Malviya Nagar

98. Mehrauli

99. Defence Colony

100. Lodhi Colony

101. Kotla Mubarakpur

102. Rama Krishna Puram

103. Sarojini Nagar

104. Vasant Vihar

105. Vasant Kunj

106. Saket

South-East District

107. Badar Pur

108. Govind Puri

109. Sarita Vihar



- 110. Jamia Nagar
- 111. Amar Colony
- 112. Chittayranjan Park
- 113. Hazrat Nizamuddin
- 114. Greater Kailash
- 115. Lajpat Nagar
- 116. Sangam Vihar
- 117. Okhla Industrial Area
- 118. New Friends Colony
- 119. Jait Pur
- 120. Kalkaji
- 121. Ambedkar Nagar

South-West District

- 122. Jafar Pur Kalan
- 123. Palam Billage
- 124. Chhawla
- 125. Binda Pur
- 126. Sector 23 Dwarka
- 127. Dabri
- 128. Najag Garh
- 129. Inder Puri
- 130. Naraina
- 131. Delhi Cantt.
- 132. Kapashera

SPL CELL

- 133. N& CP

West District

- 134. Vikas Puri
- 135. Tilak Nagar
- 136. Moti Nagar
- 137. Paschim Vihar



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- 138. Punjabi Bagh
- 139. Khayala
- 140. Nihal Vihar
- 141. Maya Puri
- 142. Nangloi
- 143. Kirti Nagar
- 144. Hari Nagar
- 145. Rajouri Garden
- 146. Janak Puri
- 147. Uttam Nagar

NGO Key to Map 6.2

Central Delhi

1. YWCA of India
10, Sansad Marg, New Delhi-110001
Eicher Delhi City Map- CP, Central Delhi (1,80)
[Works for women empowerment, runs 40 women residences across the country]
2. National Federation for Indian Women
102 Ansal Bhawan, Kasturba Gandhi Marg, New Delhi-110001
Eicher Delhi City Map-CP, Central Delhi-(2,80)
[Women's wing of Communist Party of India, works for women empowerment]
3. Nari Raksha Samiti
2 Raj Niwas Marg, Civil Lines, Delhi-110054
Eicher Delhi City Map-North Delhi/Central Delhi(39)
[Works on total Empowerment of women, making them economically self-dependent. Try to Provide employment to a small number of women (low income groups); Crises intervention centres, social awareness campaign, stree sakti camps, social health programme.]
4. All India Women's Conference (AIWC)
Aga Khan Hall, 6 Bhagwan Dass Road
Eicher Delhi City Map- near ITO, Central Delhi (81)
[Works to secure recognition of the inherent right for women, work on gender discrimination, women in distress, violence against women, women's human rights]
5. All India Democratic Women's Association (AIDWA)



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121, Vithal Bhai Patel house, Rafi Marg, New Delhi-110001

Eicher Delhi City Map-Central Delhi, C.P. near Krishi Bhawan, Shastri
Bhawan(80,97)

6. Mahila Mangal
Arya Samaj Bhawan, Jorbagh, Lodhi Road, Delhi-11003
Eicher Delhi City Map-Central delhi(97, 98)
7. National Commission for Women
4, Deen Dayal Upadhaya Marg, New Delhi-110002
Eicher Delhi City Map-Central Delhi(2, 80, 81)
8. Delhi Commission for Women
C-Block, 2nd Floor, Vikas Bhawan, I.P Estate, New Delhi-110002
Eicher Delhi City Map-Central Delhi, Near ITO (81)

South Delhi

9. Mahila Dakshata Samiti
D-2, 45, West Kidwai Nagar, Sarojini Nagar, New Delhi-110023
Eicher Delhi City Map-South Delhi (113)
[Committed to the cause of women & children underprivileged and disenfranchised]
10. All India Society for Welfare of Women & Children (Karuna)
12, Safdarjung Road, Delhi
Eicher Delhi City Map-South Delhi, near Safdarjung's Tomb (96)
11. Centre for Social Research
2, Nelson Mandela Marg, Vasant Kunj, New Delhi-110070
Eicher Delhi City Map-South Delhi (127, 140)
[Empower & sensitise women and men to restructure gender relations].
12. National Alliance of Women (NAWO)
U-9 IInd floor, Green Park Extn. New Delhi-110016
Eicher Delhi City Map- South Delhi(129)
[Strengthening & building new initiatives, networks, forums for protecting women rights;
monitoring the Govt. of India's commitments, implementing the platform for action, CEDAW
& the human rights and other United Nations Convention]
13. Jagori
B-114, Shivalik, Malviya Nagar, New Delhi-110012-17



Eicher Delhi City Map-South Delhi (129, 130)

[Awareness building amongst women regarding their legal rights, health issues, women empowerment, rights of the girl child, gender equality]

14. Action Aid

C-88, South Extn, New Delhi-110049

R-7, Hauz Khas Enclave, New Delhi-10016

Eicher Delhi City Map-South Delhi (129)

[Works towards protection of women, women's health, employment guarantees and working conditions, wage; Helps to build women networks to raise awareness against violence.]

15. Delhi Bhartiya Grameen Mahila Sangh

B-13, Greater Kailash-I, New Delhi-110048

Eicher Delhi City Map-South Delhi(130, 131)

16. Aalna

B-5/12 Safdarjung Enclave, New Delhi-110029

Eicher Delhi City Map-South Delhi(112,113)

[Organization for North East women, concentrate on extortion and kidnappings]

17. Young Women's Association

Block C-3, Safdarganj Development Area, Bhim Nagri, Hauz Khas, Delhi-110016

Eicher Delhi City Map-South Delhi(129)

18. Centre for Development Studies and Action

D-330, Pocket-3, Vasant Kunj, New Delhi-110070

Eicher Delhi City Map-South Delhi(140, 141)

19. IFSHA (Intervention for Support Health & Awareness)

C52, 2nd Floor, South Extension, Part II, New Delhi-110049

Eicher Delhi City Map-South Delhi(114)

[Organises awareness raising Programme]

20. Women's Rights Initiative

63/2 Ist Floor, Masjid Road, Jungpura, New Delhi

Eicher Delhi City Map-South Delhi, Near Lajpatnagar(115)

[Runs a pro bono legal aid cell for domestic violence cases]

21. Saheli



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105-108 Shopping Complex, defense Colony Flyover, New Delhi-110024
Eicher Delhi City Map-South Delhi (114, 115)

North Delhi:

22. Association for Development of Human Action & Rehabilitation
2845, Street no.5, Raghuber Pura, Gandhi Nagar, New Delhi-110031
Eicher Delhi City Map-North Delhi (60)
[Development activities and programmes for women, children in urban & rural areas. Also provides occupational training and guidance for rehabilitation.]

West Delhi:

23. Pratidhi
Pusta Road, Ramesh Park, Lakshmi Nagar, New Delhi
Eicher Delhi City Map-West Delhi (83)
[A collaborative society of Delhi police and Association for Development working for the welfare and rehabilitation of victims of crime (women)]
24. Bhartiya Stree Sakti
97, Sadar Apartment, Mayur Vihar, Phase-1, New Delhi-110092
Eicher Delhi City Map-West Delhi(101)
25. Grassroot Action for Social Progress
BA-18, Shalimar Bagh, West Delhi-53
26. Jan Jagariti Educational Society
M-186, Mangal Puri, Delhi-110083
27. D.A.V Educational & welfare society
153, pkt-12, Sec-12, Rohini, Delhi-110086
28. Mahilayen Pragati Ki Ore
S1/77, Old Mahavir Nagar
P.O. Tilak Nagar, New Delhi-110018

East Delhi:

29. Sakshi
34, Akashneem Marg, DLF, Phase II, Gurgaon, Haryana, India
Eicher Delhi City Map-East Delhi (167)
[Violence Intervention Centre; Provide training, counseling]



30. Shanti Kaushal Foundation
604 Nanda Tower, opp. Pacific Mall, Gaziabad, Delhi-201010
[Working to improve future of the underprivileged women and child; working on women's health, awareness and empowerment.]
31. All India Women's Conference
 - a. 4844/24 Darya Ganj, New Delhi-110002
 - b. 403/pocket E, Mayur Vihar phase
32. Naz Foundation (India) Trust
Working on HIV/AIDS and sexual health for women

5. Safety Audit in Delhi

a. Purpose

SDS conducted a safety audit in Delhi during January-February, 2009. The objective of the safety audit was to **identify the factors that contributed to the safety or non-safety perception of women of a location.** The audit covered the whole city on a selective basis.

b. Methodology of the Safety Audit

- i. Determine the representative characteristics of a district and select areas in each District that closely represent the district characteristics
- ii. Construct a checklist to identify the factors which contribute to the security and insecurity of a location
- iii. Perform the audit with the checklist at different points of time during the day

The safety audit was a walkthrough of the areas selected with a checklist to determine the factors which caused insecurity. The residents in the areas of the audits or the neighborhoods of it were consulted prior to the safety audits to know the local perceptions and the bias, if any.

In each area the audit was performed before and after sunset because some factors came into existence after sunset. The SDS Safety audit team consisted of nine women. The safety audit team did not consult local residents so that the opinion was not biased by them. An important aspect of a safety audit is to look at the place, as if you were a visitor.



The SDS audit team performed the audit in groups as well as individually.

As per the methodology of the Study, for the social audit also, North-West district, North-East district and North district have been merged to form **North District**. Similarly, South-West district and South district were merged as South **District**, New Delhi district and Central district were merged as Central **District**, West district was retained as **West District** and East District as East **District**. The number of people both men and women, interviewed in a district was decided by the share of population of a district in the total population of Delhi.

In North Delhi, the SDS team audited Chandni Chowk, Chawri Bazaar, Delhi University, Jahangirpuri and Rohini. Chandni Chowk and Jahangirpuri did not score on even a single safety factor.

In South Delhi the SDS team audited Chanakyapuri, JNU, Lodhi Road & Garden, Mohammadpur, Munirka and Sarojini Nagar. Chanakyapuri emerged as the safest place in the areas audited

In West Delhi the SDS team audited Dwarka, Kali Basti, Karol Bagh, Rajouri Garden and Uttam Nagar. Kali Basti did not score a single safety point.

In East Delhi the SDS team audited Dilshad Garden, Lakshmi Nagar, Preet Vihar and Shahadra. In East Delhi Dilshad Garden and Shahadra did not score a single safety point.

The results of the social audit are summarized in Table 6.2.

Table 6.2: Safety Audit Results



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			East Delhi							
			Dilshad Garden		Lakshmi Nagar		Preet Vihar		Shahadra	
Safety Factors										
	?	Presence of Women on Road			West Delhi					
	?	Visible Patrolling	Dwarka	Basti	Kali	Karol	Rajouri			
	Safety Factors Maintenance									
	?	Lighting								
	?	Presence of Women on Road			North Delhi					
	?	Ease of Assistance in case of Emergency	Chandni Chowk	Chawri Bazaar	Delhi University	Jahangir puri				
	?	Good Maintenance								
	?	Lighting								
	?	Presence of Women on Road			South Delhi					
	?	Ease of Assistance in case of Emergency								
	?	Indecent Crowd								
	?	Harassment Faced by Safety Audit Team								
Unsafe Factors										
?	Abandoned Areas									
?	Indecent Crowd									
?	Harassment Faced by Safety Audit Team									



	Central Delhi			
	Connaught Place	India Gate	ITO Marg	Maulana Azad College
Safety Factors				
? Presence of Women on Road	✓✓	✓✓	✓✓	✓✓
? Visible Patrolling	✓✓	✓✓	✓✓	✓✓
? Good Maintenance	✓✓	✓✓	✓✓	✓✓
? Lighting	✓✓	✓✓	✓✓	✓✓
? Ease of Assistance in case of Emergency	✓✓	✓✓	✓✓	✓✓
Unsafe Factors				
? Indecent Crowd	✓✓	✓✓	✓✓	✓✓
? Abandoned Areas	✓✓	✓✓	✓✓	✓✓
? Harassment Faced by Safety Audit Team	✓✓	✓✓	✓✓	✓✓

VII. Initiatives of Key Stakeholders

An objective of this Study is to assess, among other issues, the nature of response of key stakeholders in the city to acts of violence in term of both policy and implementation. There is a large mix of institutions that function and a brief insight into their activities is provided.

1. National Commission for Women

The National Commission for Women (NCW) is a statutory body constituted in 1992 by Government of India in pursuance to the National Commission for Women Act, 1990. It was designed to play a pivotal role in studying and monitoring all matters relating to the constitutional and legal safeguards provided for women. The primary mandate of the NCW is to seek justice for women, safeguard their rights, and promote women's empowerment. NCW reviews the existing legislations and suggests amendments, wherever necessary, examining complaints, and taking on its own initiative,



cases involving deprivation of the rights of women in order to provide support, legal or otherwise, to helpless women. NCW monitors the proper implementation of all legislation that seek to protect the rights of women so as to enable them to achieve equality in all spheres of life and equal participation in the development of the nation.

The functions of the NWC are divided into four cells:

- i. Complaints and Investigation (C&I)
- ii. Legal
- iii. Research Studies/Seminars, and
- iv. Administration.

The NCW has taken several measures in the last three years to make its functioning much more effective, and contribute to ameliorate the suffering of women by reviewing criminal laws on women and suggesting amendments to make the laws more effective. The Commission has proposed schemes for financial compensation and rehabilitation of victims of crimes like rape and acid attack.

However, the impact on women's safety is not assessed to be satisfactory. The several amendments and recommendations are in process in the ministry and in the house of legislation. After knowing also that "Safety of Women in Delhi" is a Ministry Study project of the Ministry of Women and Child Development, Government of India, the cooperation was not very positive. NCW did not access to its data and information base, including for undertaking some case studies on the basis of their activities and examine their data on the rate of crime against women and complaints by women in Delhi.

2. Delhi Commission for Women

The Delhi Commission for Women (DCW) was set up under an Act of the Legislative Assembly of the NCT of Delhi, in 1994. The Delhi Act is similar to the Act of the NCW. The geographical area of functions designated to the Commission is the National Capital Territory of Delhi

The objectives of the Commission are to-



- ? Investigate and examine all matters relating to the safeguards for women under the Constitution and other laws and also to recommend further measures.
- ? Ensure that there is no violation of provisions for women as conferred in the constitution and if there are violations, to look into them.
- ? Ensure that adequate provisions for women's advancement are included in all State policies, plans and programmes. The Commission is expected to review State laws and suggest new legislation and amendments to existing laws to meet the objectives of gender equity and advancement of women.

Policy Actions

i. Family/Mahila Courts

Even though the Family Courts Act was passed in 1984, Delhi did not have any Family Courts till 1998. Presently, there are eight Mahila Courts in Delhi, each headed by a Metropolitan Magistrate, and two courts headed by an Additional Sessions Judge. In addition, one Additional Sessions Judge at Karkardooma and two at Patiala House try rape cases.

In September 2000, the DCW recognized the Mahila Panchayats. The Panchayat project was revived in September 2004, under which a network of Mahila Panchayats at grass root level are spread across Delhi. 22 NGOs are associated with this programme. A network of 39 Mahila Panchayats was set up by 2007. The DCW has set a target of a network of 82 Mahila Panchayats.

According to NGO Action India, ten Mahila Panchayats were established in 2006 in four slums of Dakshinpuri, Jahangirpuri, Sundernagri and New Seemapuri, with 450 women members. The full network of courts deal with approximately 1,400 cases per year. There are approximately 900 grassroots members in the network, all volunteers. In 2006, nearly 10,000 people attended 219 legal awareness camps. These workshops were held for the women in the Panchayats, and participating women's groups, and included information on women's rights and the opportunities and limitations of the laws.

ii. Sahyogini –The Counselling Cell



Sahyogini was established by DCW in 1997. Sahyogini attempts counseling and reconciliation in the pre litigation stag.

Table 7.1: Sahyogini

Sahyogini - Cases Received during year 2007-08					
No	Cases	Total	Complainant did not appear /incomplete address etc	Active Cases	Settled Cases
	Violence Against Women				
1.	Murder/Suicide/Dowry Death	29(11.69%)	1(1.96%)	12(11.88%)	16(14.55%)
2.	Rape/Molestation	58(22.14%)	10(19.60%)	31(30.69%)	17(15.45%)
3.	Sexual harassment at work	24(6.16%)	9(17.64%)	5(4.90%)	10(9.09%)
4.	Abduction or illegal confinement	103(39.13%)	26(50.98%)	26(25.74%)	51(46.36%)
5.	Harassment by neighbor	48(18.32%)	5(9.80%)	27(26.73%)	16(14.55%)
	Total	262(100%)	51(100%)	101(100%)	110(100%)

Source: DCW

iii. Helpline

DCW started a 'Helpline' in March 2000, which provides counseling services through phone by counselors and advisors. The Helpline receives 40-50 calls everyday on issues of matrimonial discord, family problems, physical and mental harassment by husband and in laws, harassment by neighbors or others, child custody, maintenance, rape, dowry death, physical abuse, stress, legal advice and other miscellaneous problems.

iv. Rape Crisis Cell



The Commission initiated this cell in September 2000. It provides counseling, assistance in filing of FIR, etc and follow up to victims of sexual assault. The cell also coordinates with a network of NGOs to help the victim.

3. Municipal Corporation of Delhi (MCD)

MCD has started a sexual harassment complaint Helpline for its employees and students studying in MCD schools, to ensure secrecy of the complainant. A person can either mail the complaint to the civic agency or call them to register the complaint. This is being done in light of the fact that many of the complaints go unreported due to pressure from superiors. MCD wants to decentralize the sexual harassment prevention committee also so that there is one such committee at the zonal level as well as within schools to prevent such cases.

4. Delhi Police

“Crimes against Women” Cell was set up in 1983 at a central level in the Delhi Police. It was the first policy response especially meant for the women. In 1986 separate cells on similar lines were set up in the nine districts of Delhi.

The functions of the CAW cells are different from a police station. The CAW cells counsel the victim and the family. Along with an NGO, the cell counsels and provides free legal advice to the victims.

Four women Helplines are running and one Women’s Post Mail is functional, dealing exclusively with complaints from women. An all-woman police mobile team has been made functional round the clock. Crime prone areas have been identified and deployment of women constables around Girls Colleges in the University campuses has been increased.

Delhi Police has also initiated *Parivartan* (change), an intervention program on 29th August 2005 against rape and domestic violence by deploying women police constables (WPCs) in the field in partnership with parents, teachers, psychologists, sociologists, lawyers, students, youth, area security



committee members, not-for-profit organizations and resident welfare associations (RWAs) in a well-planned programme. Tentatively the programme has been planned for five years 2006-11.

In December 2008 Delhi Police started an anti-obscene calls cell encouraging women to lodge complaint against the harassers. The complainant can call 24 hour or forward obscene SMSs and MMSs or e-mail the complaint against the harassers.

5. Transport Department of Delhi

Concerned over the increasing safety hazards of students during their travel from residence to school and back, the Automobile Association of Upper India (AAUI) in association with Delhi Public School Society has launched a "Safe School Bus 2003" project. The project will cover 1800 contract carriage buses, over 1000 buses of the Delhi Transport Corporation, RTVs (rural transport vehicles) involved in transporting school children.

Taking the cue from Delhi Metro Rail Corporation which has employed three women drivers, the Automobile Association of Upper India (AAUI) and the International Labour Organisation (ILO) have decided to impart professional driving lessons to women from weaker sections of society. The move has full support of the Government if the NCT of Delhi, which has already advised schools to recruit women drivers for their fleets of buses. In fact, a government survey has revealed that parents feel more secure if school vehicles are driven by women.

The Government if the NCT of Delhi have also introduced 25 deluxe buses as ladies specials on Delhi roads. The new women's specials painted yellow and green unlike other DTC buses are clean and comfortable. With the feeling they are "safe"; women are finding it a lot more convenient to use these buses. Some women have said, "At least we do not have to worry about eve teasers". Another woman, a lawyer, boarded the deluxe bus before realizing it was a lady special with the same normal fare as in other buses. She praised the city government for its active support to women's needs. "After the official pronouncements on the status of women and enactment of constitutional amendments, new dimensions have been added to the issue of women's empowerment," she said.



Still the Transport Department of Government and Non-Government institutions have a lot of role to ensure safety of women in the city of Delhi.

6. Industry Department of Delhi

The Department is involved in advancing opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity. Its main aims are to promote rights at work, encourage decent employment opportunities, enhance social protection and strengthen dialogue in handling work-related issues.

For working women in the Capital, the results of a study of the five metros conducted by the FICCI Ladies Organization (FLO) are mixed. While women in Delhi enjoy some of the highest income levels, the city ranks the lowest as far as personal safety is concerned. While Hyderabad was considered to be the ‘easiest place to work in’ and ‘safe’, Delhi is overall an ‘easy place to live’.²⁴ But the high rate of crime against women and eve-teasing are reasons the city to be judged the lowest for safety. According to the study, women in the Capital enjoy fixed hours of work; have high work satisfaction and good job prospects. But problems they face include long distances to the workplace and difficult access to the public transport system. The city also ranks low in terms of cooperation from enforcement agencies and authorities.

SDS survey respondents also felt that in Delhi, commuting by personal vehicles was a way to ensure safety. Apart from the self-employed, a majority of the respondents are employed in the service industry — in banks, call centres, customer service organizations, hospitals, hotels and the entertainment sector.²⁵

In 2005 an amendment (Factories Act 1948) was introduced to allow women to work in late night shifts, but only if adequate provisions for safety and transportation were made. In reality, no one adheres to the law. An interesting study undertaken in 2008 **by** the Associated Chambers of Commerce and Industry of India (ASSOCHAM) on women on night shifts in four industries (Textiles,

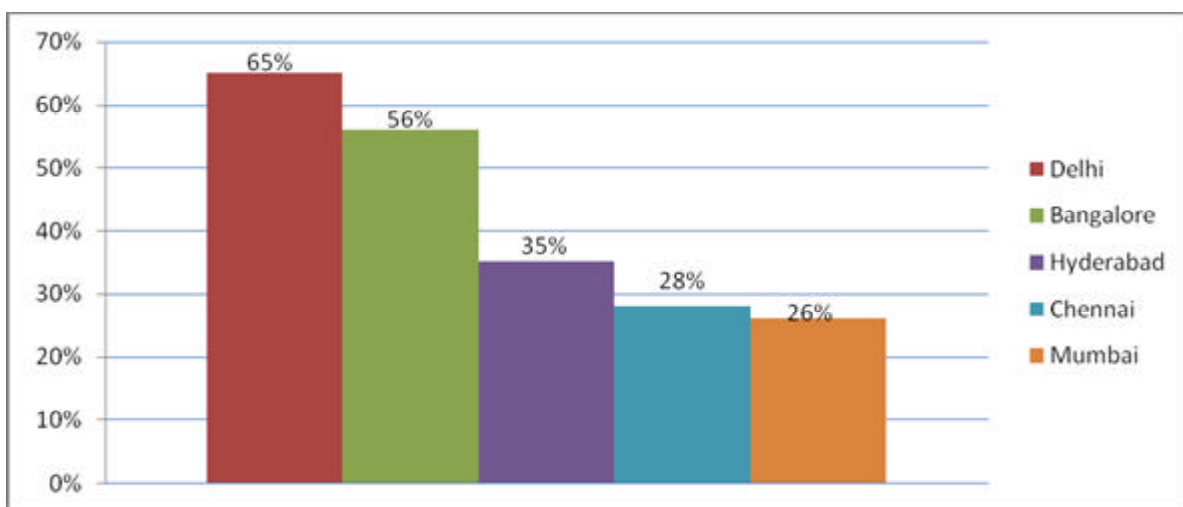
²⁴ <http://www.dnaindia.com/report.asp>

²⁵ Ibid



Leather, Hospitals, and BPOs) brings this out.²⁶ The study shows that when it comes to **safety at work**, a large percentage of women on night shifts feel insecure, but among the industries surveyed, those who worked for *big, well-known firms* and those who were in *highly skilled jobs* felt the safest. Delhi topped the list with 65 % women respondents complaining that they feel unsafe when working in night shifts in the IT, Aviation, Hospitals, BPO's etc. They expect their employers to make the security arrangements.

Graph 6.1: Women Feeling Insecure Working in Nightshifts



Source:

Assocham, 2008

It is significant that in Delhi maximum number of women respondents felt unsafe. This is mostly because of the inadequate transport measures taken by the employers. India allowed night shifts for factory workers in 2005, which was pretty late by world standards. The International Labour Organization (ILO) provided for night work in certain industries as far back as 1948 and these rules were further relaxed as time went on. In 1990 certain safeguards to protect pregnant women were brought in.

The Delhi State Government had tightened the rules related to transportation of women employed on night duty in the IT sectors, which include call centres and business process outsourcing companies. Government also made it a mandatory for those companies who engage women employees after 9.00 p.m have to register them and also show reasons for late timings of the women employees.

²⁶ <http://www.assocham.org/>



The Company managements have to get the bio-data and antecedents of drivers engaged by them verified by the police and the names, driving license details, address and photo of the driver should be available with the company.²⁷

The link between economic development and the number of women in the workforce has been well established. It is also a fact that women tend to spend their income on food and education of their children rather than on themselves, and this benefits the family and society. This has been established in numerous studies. Today, if India has to be anywhere in the world stage, it cannot ignore the contribution of women. It is the only way India can become a developed country and raise the standard of living for all. We should take care that any initiatives should not have any negative impact on the employment of women in various sectors.

7. NGO's and Civil Society

The NGO's reinforce the fact that women have a right to live a life free of violence. Patriarchal ideologies over the years have led to a hostile environment for women moving out of household confines. The main thrust of the campaign is to assert that violence against women is not just a 'women's issue'. The efforts of women's organizations alone cannot ensure their safety. All sections of the society have to join in the effort towards creating a safer space.

Some of the NGO's have taken several steps towards realizing this objective. They have carried out safety audits — a process of walking through an area and identifying the factors that make it safe or unsafe. To mobilize public opinion and create awareness, they developed advertisements and a websites. They are conducting self-defense training workshops. They are holding gender sensitization workshops for transport employees and furthering the cause in collaboration with the Delhi Police.

Some of the NGO's comprised of a group of professionals working for the realization of women's equality and development in all spheres of life. Some of them run women's residences across the country providing housing for working women as well as emergency shelter for women. NGO's

²⁷ <http://www.surfindia.com/new-delhi/government/state-government>



help to build women networks to raise awareness against domestic violence and organize rallies, discussions, workshops and campaigns to educate women about their legal right.

NGO's are working on AIDS issue concerning women. Women are now at the centre of the AIDS epidemic and it has become clear that because of several epidemiological biological and sociological reasons women are very vulnerable to HIV-infection. So the NGO's have undertaken to spread AIDS awareness amongst mid level and grass root women. Most importantly NGO's are having their role to take strong initiative on awareness-raising effort on ending violence against women. Some of the popular NGO's working on women issues in the city are-YWCA of India, All India Society for Welfare of Women and Children, All India Women's Conference (AIWC), Jagori, Mahila Dakshata Samiti, Centre for Social Research, Nari Raksha Samiti, National Alliance of Women (NAWO), Action Aid, Association for Development of Human Action and Rehabilitation, Centre for Women's Development Centre etc. And there are some good numbers of NGO's who are working with Stree Sakti Cell of Ministry of Women's and Child Development as the stakeholders.²⁸

However Non-Government Organization works on safety of women still engaging in more and more in the developed and posh areas, not the districts and places of Delhi (Crime prone zones) where women need more help in distress and to feel secured. And also whatever the work has been done on safety of women are not reaching to grass root and middle class women.

Conclusions

Plenty of initiatives on women's safety in the city are visible in all sectors. Government and Non-Government Organizations and international institutions have all come up with novel ideas and done commendable work in the sector. Safety of women at work is a major issue of concern to all of them. But there are no statistics on how far these initiatives have been helpful in decreasing the

²⁸ <http://www.surfindia.com/new-delhi/government/state-government>



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harassment against women in the city. Government of the N.C.T of Delhi does not provide any light on it.



VIII. Conclusions and Recommendations

I. Perspective

The issue of women safety in urban areas has drawn significant attention among national governments across the world, irrespective of their development stage, as well as among international agencies, as a part of their concern for human security and, more importantly, in the context of the larger issue of human rights. In recognition of this challenge, several initiatives have been taken up by all stakeholders, and particularly, governments and international agencies, and to some extent, the NGO sector.

It is a paradox that in spite of these measures and women becoming a recognized partner in city governance, they still remain a major victim of the violence in urban areas. *The most unfortunate situation is that no comprehensive data on safety of women and girls in the country is available. Law enforcing and other related agencies have no idea of the actual volume and magnitude of the problem, as none have seen the whole elephant in its totality, each agency identifying some part of the elephant, in line with the approach of the seven blind men and the elephant.*

It was in this context, that the Ministry of Women and Child Development, Government of India entrusted the Society for Development Studies (SDS) with the responsibility of developing a base for preparing a blueprint for women safety that can be applied to all cities in India. This Study focus is the *nature of safety violence in Delhi, perceptions of safety among women and men, infrastructure requirement to address their causative factors of crime against women, and the outcomes.*

2. Methodology

The Study is a mix of literature search and a *Perception Survey* of women and men across age, economic and social groups in the city. The SDS sample included 300 respondents, with a gender mix of 175 women and 125 men. The larger weight to women is based on their



being the focal area of investigation. The weight to men's perception is also significant, as men have a strong role to play in addressing the safety challenges of the city.

3. Legislation and Safety Infrastructure

There is a considerable amount of legislative provisions at the national, state and city level. These cover generic issues of crime against women as well as specific types of crimes. Crimes against women are broadly classified under two categories. The first category includes crimes identified under the Indian Penal Code (IPC), such as, rape, kidnapping and abduction, dowry homicides, torture-physical and mental, molestation, eve-teasing or sexual harassment, importation of girls, and murder (other than dowry homicides). The second category covers crimes identified under the special laws (SL), such as immoral trafficking, demanding dowry, and indecent representation of women.

The crime management infrastructure is in place for implementation of the laws of the Central, State and Local governments. This includes a strong city police force, which is under the authority of the Central government. **The rising rate of crime against women casts doubts on these components of the women protective umbrella provided by the government.**

4. Safety Dynamics

The safety environment of a city depends, to a considerable extent, on the socio-cultural and economic mix of the city population, its spatial distribution of income opportunities and living habitats, access to key urban services for movements within the city and undertaking all activities. The quality and strength of the **protective services** like the police and the **laws to provide protection** are other critical components that determine the safety dynamics of the city. As such, safety dynamics is a function of several interacting activities, which require being equally efficient in delivery of their services. **All service providers have to interact positively among themselves to become an effective team that would ensure the safety of women.**



The development of a safety environment requires, in the first place, a full knowledge and understanding of the causative factors of the inadequate safety environment. In that perspective, specific tasks have to be introduced and managed which would address the causative factors. Adopting practices from a different social, cultural and economic environment may not necessarily be a good practice for creating a safe environment. Furthermore, the task is not only of the government, but the people also have to play an equally participative role.

The causative factors of a low level of safety environment in Delhi emerge from the city's **population dynamics**. Rapid urbanisation and development become a magnetic pull factor for continuing migration, resulting in strong competitive environment for living and work space. This trend contributes to the expansion of the *unsafe city environment, both for men and women, though the first target invariably becomes the women*.

It has to be recognised that all migrants do not necessarily have criminal motives, when they arrive to the *golden city* of their dreams. They may **not necessarily be aware of the local social and living practices**. **There is little learning time available to them to understand these practices**. **The pangs of hunger, deprivation and frustration on the one hand, and the commitments back home, on the other, often leads them towards softer options to access the economic benefits in the city**. Initial success builds up their confidence and there is an impact on the level of safety, or alternatively, the crime rate in the city.

A large migrant population, *a priori*, is, therefore, always considered to place an additional burden on the safety environment. Ignorance of laws and behaviour practices in a fast moving urban situation, along with competition among the migrants to find a foothold in a new environment, both for habitat and income activities, invariably results in conflicts and brings to the fore the safety issue.

Density of population is another component of the population dynamics that has to be addressed. Delhi has the highest density among all states/UTs in the country. **Higher density results in congestion, which is an important contributing factor for facilitating the growth of crime against women**.



Spatial dynamics adds to the problem of safety. Delhi is a classic example of integration of rural and urban lifestyles, upsetting expected urban behaviour modes in modern cities. The city's operational area is also continually expanding, resulting in **large spatial distribution of living and work places and substantial travel across the spatial spread. The comparatively inadequate public transport facilities, *a priori*, has an impact on the safety situation, due to congestion, overcrowding, and jostling to access to public services, among other factors. Women become a soft target in this process**

Economic dynamics further accentuates the situation. The economic growth has been considerably stimulated and sustained by the tertiary sector that contributes 71% to Delhi's SDP. This sector operates to a considerable extent through the informal economy, with levels of safety environment and practices which are lower than may be desirable in the context of safety of women. But the role of these economic activities cannot be overlooked in the context of Delhi's sustainability.

The final component of the city safety dynamics is the **social dynamics**. Two critical social dynamic parameters are *the literacy rate and the sex ratio*. Women are at a clear disadvantage in Delhi in terms of these parameters. Women literacy rate is lower than of men and the sex ratio is not only adverse but the level of adversity has increased between 1991 and 2001. **Lower literacy rate, *a priori*, suggests lower access to information on people's rights and other issues that impact the level of safety of the people and obtain access to safety enhancing services of the government. A low sex ratio, from the safety perspective, is a factor that, *a priori*, enhances the level of insecurity for women**

This brings to the forefront the issue of a **well developed and effectively operational safety protection infrastructure and institutional system**. The legal provisions provide a framework but it is the city police that has to effectively implement the provisions. **There appears to be a wide gap between provisions and their implementation.**

5. Crime Scenario in Delhi

Delhi occupies the top place for reported crimes among 35 cities in India with million plus population, the share being 16.2%, as also in the rate of crime against women (27.6 per 100,000, compared to national average rate of 14.1). The crime mix includes rape,



kidnapping, abduction, dowry deaths, cruelty, immoral traffic, molestation, sexual harassment, and eve teasing.

The majority of the victims are in the age group 11-18 years, which has serious social implications. Suggestive interventions have to keep this in perspective. The age group is invariably less informed or unaware of the safety needs, lurking dangers in the neighbourhood, possibly have some temptations to obtain easy benefits, some of the causative factors that may lead to a rape incidence. **The low age of the victims suggests the necessity to strengthen the law enforcing capacity of the city.**

The victims also belong to the lower segments of the social and economic hierarchy. 71% of the victims are from this segment, and 28 % from the middle level social segment. These groups are least aware of their rights, and live with unknown but high level danger lurking in their environment. Sometimes, they also look out for income sources, which expose them to violence.

Invariably, the poor information base of these women leaves them no option but to trust *known faces* from place of origin, family, neighbourhood and work place in Delhi. The accused is more often than not from this category of acquaintances. **The need to spread relevant information comes out as a priority safety requirement.**

6. Perceptions

Strategies to address social challenges must necessarily take into account the perception of people who have to encounter them and live within the prevailing environment. **In the case of safety of women, the key persons who encounter the problems of safety are men and women who live in the city. Their feedback will bring out more realistically the ground level situation than the records in official agencies** that have been empowered to provide the protection to women.

Consultations with all key stakeholders in Delhi have brought out **a wide gap in knowledge base in official agencies and experience and knowledge base of the people.** As many as four-fifth of the citizens in Delhi, women and men, do not consider Delhi to be a



safe city for women. The majority of the m assess the roadblocks to be the absence of social protection for women and weak accountability of crime management system. The causative factors of these roadblocks mainly emanate from cultural practices in the civil society, where women are not considered as equal partners in the city life

The image of women, as brought out by some of the male respondents, is of an object of sex and frivolity. The city government does little to change this image. Media and the television have also contributed in building this image through their portrayal of women. The endeavor of the institutions engaged in women welfare has not been effective in erasing them, or controlling the agents that sustain the growth of this image. There is a need to address these issues as well as empower women to combat this phenomenon with outcome-oriented measures. **The good image of women has to be restored.**

An important concern of women in Delhi is that the **common factor in crimes against women is that these take place in public domain, indicating absence of measures for safety of women in public places as well as lack of awareness or enlightenment among people to intervene when an incident takes place.**

Women have assessed the key causative factors of low safety as **lack of social protection, inadequate functioning of police and private security agencies in the city, and lack of sensitivity to gender issues.** Ignorance of women of their rights and local conditions and high male migration flows are some other key factors.

In the context of the causative factors identified by women, they have recommended interventions in the areas of the social protection system through strengthening the police force and sensitizing them on women issues and their own responsibilities. Other citizens also require sensitization to respond to the need s of women's safety, through gender sensitization programmes. There has to be definite steps initiated to raise the literacy level of women and provide them effective access to information and knowledge.

Training in self-defense techniques is another important requirement. This is important as Delhi data brings out the susceptibility of women to crimes both in high and low density areas in the city. Modes of transport and the transport points also require special attention to strengthen the element of safety.



The consultations with men brought out a *largely overlooked aspect of their role on the women safety front*, which needs to get recognition. About one-third of the male respondents have taken initiatives to protect women in their distressed conditions. The initiatives were largely in the home neighbourhood and sometimes in place of work or college. The support was in the form of accompanying the women out of places where they were vulnerable to crime, encouraging the victims of harassment to speak out, and generating public awareness. These activities indicate some areas where men can play a proactive role.

7. Safety Enhancement Map

A Safety Enhancement Map (SEM) has been prepared for the City at the macro level as well as at the micro level for the five districts of North, South, East, West and Central.

The SEM provides key information that will facilitate the effective implementation of the safety provisions in the legal statutes, encourage and facilitate citizens and the women to access support from the government and non-government partners, and contribute to the gender sensitization process in the city.

The SEM would be an effective instrument to track crime prone locations introduce and sustain specific interventions that are location and crime specific, and provide baselines for measuring progress and outcomes over time. In effect, the SEM would become an important instrument for planning and managing the crime scenario in the city

8. Social Audit

Social audit among the citizens of the city brought out the citizen's assessment of the characteristics of the districts in the city, build an inventory of factors that would enhance security or insecurity in the district, and assess the ground level operations of existing safety measures in the city.

To obtain a realistic assessment, the social audit was conducted by SDS team before and after sunset, as these are critical points of time when the risks of crime are on the higher side.



9. Recommendations

The recommendations are made in the context of the major findings of the Study. A 10 point programme is recommended.

1. **Safety Protection Infrastructure and Services** has to be reorganized and strengthened. There should be a positive partnership between the police and the citizens, including both men and women.
2. **Social Awareness and Sensitization** should be a high priority programme. It should cover the police personnel, citizens of Delhi, migrants to Delhi and the victims/prospective victims of crimes against women. Apart from providing knowledge and information, a component of training to face situations of crime has to be included.
3. **Efficient Public Transport system** with the right modal mix of bus, metro and train is a priority need. Effective security has to be provided after 7 pm in the transport vehicles and the journey terminals have to have a strong presence of security personnel, proper lighting, public amenities, and strict supervision of road vendors and service providers.
4. **Effective governance practices have to be evident and not reflected only in policy documents.** One immediate reform area is the transfer of the management of all security services, including the police forces, to the State/City government rather than maintaining them in the hands of the Central government. Delhi is probably a rare example of city police service being managed by the Central government.
5. Another aspect of effective city governance is **to reduce density and congestion**, to start with, in the work areas and informal economic activity zones. Legal intervention is relatively more feasible in these areas than in the living areas.
6. **Ensuring some minimal standards of security in the informal sector operations** should be made mandatory. This should especially with respect to working of women and amenities for them in their work place.
7. **Training of new migrants** to the city scenario and pattern of living, working and social ethics is a desirable initiative to be considered. Government of the NCT of



Delhi may tie up this activity with the NGO sector, or make the Delhi Commission for Women take up the responsibility.

8. **Young girls should receive special attention** in sensitization, awareness and protection programmes. These should include, in particular, the teenagers, especially in poor settlements and lower social hierarchy. **Strong community/neighbourhood support groups have to be established** even if required, with government funding. A local NGO may provide overall management inputs.
9. **The Safety Enhancement Map (SEM) should be installed as a planning, monitoring and monitoring tool** within the major government and non-government partners who will contribute to the elimination of crime against women. The SEM can also be refined to work in the management of other crimes in the city as well as management of development programmes.
10. **Social audit** should become a mandatory task of NGOs.



Annexure 1: Questionnaire for Perception Survey on Safety of Women

Part I: Women Respondents

1. Name:
2. Sex: M / F
3. Age:
4. Occupation:
5. Residential Address:
6. Is Delhi safe for women? Yes / No
7. Reason for unsafe condition of women?
 - a. Lack of social protection
 - b. Lack of gender sensitivity
 - c. Inadequate functioning of police and private security agencies
 - d. Approach of men: Women as sex object
 - e. Women's ignorance
 - f. Portrayal of women in media and television
 - g. High rate of male migration from neighboring states
 - h. Please mention any others
8. What are the characteristics of places where you feel safe?
 - a. Areas with good lighting
 - b. Proper signage with symbols and maps
 - c. Where there is no "escape routes" for the offender to disappear
 - d. Availability of assistance like -phone booths with emergency numbers
 - e. Supervised by police or security staff
 - f. Lots of people around
 - g. Feelings of community and being part of the "local neighbourhood"
 - h. Being familiar with an area and being close to home, knowing people in the street and being known by them
 - i. Having a quiet street away from pubs and clubs
9. What are the remedies for the unsafe condition of women?
 - a. Effective social protection
 - b. Increased literacy rate
 - c. Gender sensitization programmes
 - d. Self defense practices
 - e. General awareness about sexual harassment
10. Which places are unsafe for women?
 - a. Market/shop/mall
 - b. Government administration offices/institutions
 - c. Private/Public offices/institutions
 - d. Home
 - e. Road/ Subways/ Space below flyovers



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- f. Restaurants, pubs, social gathering
- g. Exhibition/crowded fare, Cinema halls
- h. Parks
- i. Bus/Train/ Bus terminals/Railway station/ Taxi stand/Parking area

11. Have you faced any harassment? Yes/ No

If 'Yes', nature of harassment faced:

- a. Eve teasing
- b. Abuse
- c. Molestation
- d. Blank/crank calls
- e. Cyber crime
- f. Rape
- g. Physical assault
- h. Stalking
- i. Robbery

Place where the harassment took place

- a. Road/ Park
- b. Bus
- c. Market
- d. Exhibition/ Cinema Hall/ Fare
- e. Home

12. Have you / would you report harassment to the police? Yes/ No

If 'Yes', are they helpful? Yes/ No

13. Is there substantial police patrolling in your area? Yes/ No

If 'Yes', does it reduce harassment of women? Yes/ No

14. Rate the following public mode of transportation on their level of safety, 0 being the lowest and 10 being the highest

- a. Metro
- b. Bus
- c. Auto
- d. Office cab
- e. Subway

15. Suggestions to enhance safety of women in Delhi:



Part II: Men Respondents

1. Name:
2. Sex: M / F
3. Age:
4. Occupation:
5. Residence Address:
6. Is Delhi safe for women? Yes / No
7. Reason for unsafe condition of women?
 - i. Lack of social protection
 - j. Lack of gender sensitivity
 - k. Inadequate functioning of police and private security agencies
 - l. Approach of men: Women as sex object
 - m. Women's ignorance
 - n. Portrayal of women in media and television
 - o. High rate of male migration from neighboring states
 - p. Please mention any others
8. What are the remedies for the unsafe condition of women?
 - f. Effective social protection
 - g. Increased literacy rate
 - h. Gender sensitization programmes
 - i. Self defense practices
 - j. General awareness about sexual harassment
9. Have you ever taken any initiative to make a woman feel safe? Yes/ No
If 'Yes', Where?
 - a. College
 - b. Home/Family
 - c. Residential Area
 - d. Workplace
If 'Yes', How?
 - a. Conducted gender sensitization programmes
 - b. Generated awareness
 - c. Encourage women to speak out against harassment
 - d. Accompanied women
10. Have you rescued/ saved a woman from a precarious situation? Yes / No

Please mention the incident:
11. Suggestions to enhance safety of women in Delhi: