

PEO Evaluation Study

Short Stay Homes for Women & Girls (SSH)

Executive Summary

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EXECUTIVE SUMMARY

The Scheme of the Short Stay Homes for Women and Girls launched in 1969 is designed to provide temporary shelter to women and girls who are in social and moral danger due to family problems, mental strain, violence at home, social ostracism, exploitation and other causes. The scheme provides a package of services to the inmates, such as: medical care, psychiatric treatment, case work services, occupational therapy, educational-cum-vocational training, recreation facilities and rehabilitation. The scheme is being executed through non-governmental organizations in different parts of the country. The NGOs receive grants from the Department of Women and Child Development, Ministry of Human Resources Development, Government of India.

The Evaluation Study

At the instance of the Department of Women and Child Development (D/WCD), the Programme Evaluation Organisation (PEO), Planning Commission, undertook the evaluation of the scheme of Short Stay Homes (SS Homes, henceforth) for women and girls to assess if the implementation of the scheme, the functioning of the Homes and the quality of services being rendered are in accordance with the guidelines and objectives of the scheme.

Methodology

Though the scheme is being implemented in almost all the States and Union Territories of the country, the study has been confined to 13 States, considering the time, manpower and financial constraints. The States were selected on the basis of the criteria of high incidence of crime on women, low literacy among women and adverse sex ratio (Chapter-2). In order to meet the aforesaid objectives of the evaluation study, information on a number of parameters relating to planning and implementation of the scheme, functioning of the Homes, the quality of delivery of services, the pattern of expenditure and sources of funds had to be collected from both primary and secondary sources.

The data base for the study was generated primarily through a sample survey. A stratified random sample design was adopted to select 36 Short Stay Homes, 177 beneficiaries and 105 ex-beneficiaries from 13 States. Some of the selected Short Stay Homes were found non-functional on the date of visit of the survey teams and had to be substituted by other Homes. The beneficiaries were selected randomly out of those who were found present in the Short Stay Homes on the date of visit. Three ex - beneficiaries and one knowledgeable person were selected from each home.

Structured questionnaires were designed and canvassed to elicit information at various levels. The Short Stay Homes schedule was designed to elicit information on various aspects relating to the functioning of the Homes and was addressed to the Short Stay Home Superintendents. An NGO Schedule was canvassed to elicit information on the characteristics of the NGOs authorised to run the Short Stay Homes. The profile of the inmates and their views on the functioning of the Homes and the quality of services provided were sought through the Beneficiary Schedule. Separate schedules were developed for ex-beneficiaries and knowledgeable persons for their views on the services provided by the Homes and for suggestions to make the delivery system more effective. The entire field survey was conducted by the field units of PEO. The officers of the field units were imparted the necessary training before the launch of the survey.

Planning, Implementation and Monitoring Process

The scheme of Short Stay Home for women and girls is executed by the 'Department of Women and Child Development' under the overall supervision of the Secretary of the Department. This scheme is being implemented through the NGOs. The scheme and its guidelines for implementation have not

been publicised, nor are the State Governments involved in its implementation. As a result, only a few NGOs are running most of the Homes in the country. The guidelines for implementation do not reflect any scientific basis for selection of NGOs and location of Homes. Also, the PEO evaluators could not get any rational basis for the preparation of annual budget proposals for the scheme.

The administrative control of the Short Stay Homes rests with the Superintendent under the guidance of the Short Stay Home Managing Committee. The Superintendent is assisted by a social case worker, a vocational cum craft teacher, a part time medical officer, a part time clinical psychologist, a clerk-cum-accountant, a chowkidar and a peon. Almost all the Homes had the sanctioned staff strength, despite low salary levels. The Home Committee was non-functional in most cases, as is revealed by the information on the frequency of review meetings that are required to be held with definite periodicity.

The monitoring and inspection is another weak link in the implementation of this programme. There is no Monitoring and Evaluation Cell in the Ministry and no regular schedule for carrying out inspection. At times, the State Government and the officials of CSWB inspect the Homes, but no regular schedule or uniform pattern was found to be followed for the purpose of monitoring.

Allocation and Utilisation of Government Grants

As per the scheme guidelines, the grants are given by the Department of Women and Child Development to the concerned NGOs, who in turn, pass on the grant to the Short Stay Homes. Each Short Stay Home receives an annual recurring grant of Rs. 1,87,300/- (calculated on the basis of the rent of the 'C' Class city), and Rs. 25,000/- as one time grant to meet the non-recurring expenditure. Implicit in the guidelines is the assumption that NGOs would use government grants along with their own resources to meet the objectives of the scheme, as the government funds alone may prove insufficient for the purpose. An analysis of the relevant information obtained from the sample NGOs revealed that most of the Short Stay Homes are running only on the government grant. However, a few NGOs such as religious trusts supporting multiple social activities, broad based and genuine women organizations and established NGOs which have infrastructure available with them were able to mobilise additional resources from other sources.

The sample Homes were found to be spending a disproportionately large part of their annual budget on establishment. Even though the staff are not adequately compensated nearly 50% of the total expenditure is on salaries of staff. The major reason for the high establishment cost is that the prescribed inmate- staff ratio is not being maintained by the Homes. While the scheme provides for paid staff for upto 40 inmates for administration of the Homes, it was observed that the sample Homes had about 22 inmates on an average, but are spending the entire money earmarked for staff salary. (Chapter IV para 4.7.2).

The Short Stay Homes complained of irregular and untimely release of government grants and cumbersome procedures for release of funds. It was observed that in a majority of the cases, there have been delays of various duration. The delays of longer duration were found to have been caused because of the failure of the Short Stay Homes in submitting the relevant documents. The delays of shorter duration are, however, due to cumbersome procedures required to be followed by the NGOs for release of the grants. Many of these could be simplified. (Chapter IV; para 4.8).

Performance

The performance of the scheme can be judged by the efficiency of the delivery mechanism and the level of satisfaction of the beneficiaries. The delivery mechanism is linked with the functioning of the Homes, while the impact could be judged from the opinion of the ex-inmates about the quality of psychological and economic rehabilitation of the beneficiaries of the scheme.

Some Short Stay Homes were found to be adhering to the guidelines for admission, while in others deviations were noticed. First, some Homes were found to have a disproportionately large number of accompanying children, while in some others no child was allowed to accompany the women. Second, in some cases, the inmates comprised destitute children and old women who are not eligible for admission. Third, a few Homes where capacity utilisation was found to be extremely low, complained that not many women had sought admission to the Homes. Fourth, some Homes were found to be running as vocational training institutes for women or as hostels for working girls and women. Discussions with the Homes' officials revealed that a section of them were not fully aware of the procedures for admission and the objectives of the scheme.(Chapter V; para 5.1.4 to 5.1.7).

It may be mentioned that a few of the randomly selected Short Stay Homes were not found operational by the PEO field teams, while, according to the list provided by Department of Women and Child Development, these were functional. The Department is advised to examine if such defunct Short Stay Homes are still receiving government grants.

Medical examination, vaccination and inoculation of the inmates were not carried out in most of the cases at the time of admission. The majority of Short Stay Homes thought that such examinations were not necessary, while some opined that resources available for this purpose were inadequate. The inmates were not provided with proper medical facilities by the Homes. However, most of the Homes reported that services of Government hospitals and private practitioners were availed of, whenever required.

Board and lodging facilities were found to be more or less satisfactory, except in a few cases. Some Homes were located in remote areas due to low rental provisions, and in some others, rooms were congested/over-crowded and lacked regular maintenance. Inadequacy of resources was stated to be the primary reason for this.

The majority of the Short Stay Homes were operating independently. Only a few have made efforts to establish linkages with government Departments/agencies. A few of them were found to be taking advantage of other government programmes, such as training and employment generation programmes. Such Homes were found to be maintaining contacts with the district/local authorities (Chapter-IV).

For the majority of the Homes, the Home Committee was not functional. Though the guidelines stipulate that an officer of the Department of Social Welfare of the State Government should oversee the functioning of the Homes, this is not being complied with.

In order to get the views of the ex-beneficiaries regarding the performance of the scheme, three ex-beneficiaries were selected from each home. Since the PEO field officers were dependent on the Short Stay Homes for identification of ex-inmates, independent choice could not be exercised by the teams in the selection of ex-beneficiaries. At the time of analysis of the data, it was felt that there may be a bias in the data. Therefore, after the field survey was completed DWCD was requested to give the list of ex-beneficiaries for the Short Stay Homes to PEO for sample checking of the quality of responses received in PEO survey. Out of the available list, a sample of 53 ex-beneficiaries was selected randomly in the states of Assam, Himachal Pradesh, Madhya Pradesh and Rajasthan for assessing qualitatively their perception of the services being rendered by the Homes. While most of them found gaps in the delivery of services by the Homes, as reflected in the analysis of the functioning of homes, all of them were unequivocal about their utility as a temporary shelter at times of distress for women and girls. They would have been happier, had the Homes provided better quality training and rehabilitative services (Chapter-6).

Suggestions

1. The findings of the evaluation study tend to suggest that, among other things, the

characteristics of NGOs and the location of the Homes are critical to the performance of the scheme. As per records, three all India level NGOs are running most of the Homes selected for the sample survey. However, in some cases, the organisations running the Homes are not the same NGOs which have been authorised to run the Homes. It is not clear as to what terms and conditions govern the relationship between the two organisations, but there is need to ensure that sub-contracting does not take place. It is also not clear as to whether the geographical spread of the Homes is in accordance with the need.

Three steps are required to address these issues. First, the scheme must be well publicised through electronic and print media to attract local level NGOs. Second, a more direct involvement of the State governments is required in selection of genuine local NGOs. Third, the Department of Women and Child Development should appoint an Expert Group with representation from women organisations to identify the criteria for determining suitable locations, and ask the State Governments to identify these locations.(Chapter III; para 3.1.7).

2. The establishment cost of the Short Stay Homes is on the high side, even though the staff are poorly paid. The organisational structure of the Short Stay Homes needs rationalisation. A more innovative approach is needed, as marginal changes in emoluments and staff structure are unlikely to bring about the desired improvement in the functioning of the Homes. One way to address the issue is to think in terms of the possibility of convergence in the implementation of similar programmes for minimising administration cost and of linkage with other institutions (e.g., government hospitals and health centres, vocational training institutes, credit institutions etc.) for better facilities at low cost. (Chapter IV; para 4.7.4).

To ensure better utilisation of resources and improved functioning of Short Stay Homes, the following changes in implementation are required. First, the scheme needs to be administered through the Department of Social Welfare/ Social Welfare Board of the State so as to ensure the required linkage and co-ordination with the various agencies and government departments. Second, the Home Committees need to be restructured and made functional by inducting the local SHO, CMO and Deputy Commissioner as members of such Committees. Third, the concerned department (SW) of the State Government should be entrusted with monitoring and supervision of the scheme.

The NGOs running the Homes have complained of delay in the release of grants, excessive procedural requirements, complicated accounting system and inadequate government response to their grievances. As these problems and unsatisfactory relationship between NGOs and government agencies/departments administering social programmes are common and widespread, some general recommendations for bringing about improvement in the NGO-Government relationship can be made.

- as the matters relating to voluntary agencies and scrutiny of periodic release of funds to them are given an extremely low priority, the D/WCD which implements a number of programmes through NGOs must have a separate NGO cell with adequate staff responsible for all matters relating to NGOs for speedy disposal of grievances and complaints and effective monitoring and control.
- guidelines for implementation of social sector scheme need to be made flexible, as many a time innovative approaches are needed. The implementing Ministries/ Department should encourage frequent open house interaction with NGOs so as to modify the guidelines for better impact of the programmes.
- the existing monitoring and inspection system is cumbersome and ineffective. A joint inspection team of officers of the Centre and States should examine the activities of a voluntary organisation in a broader framework of its contribution and impact in the context of the scheme and not depend on the reports prepared by the district level officers who may not be fully aware of the objectives sought to be achieved.

Chapter -1

Introduction

The paradigms for social development have been changing with greater attention to gender issues at the global and national levels. The gender difference and bias, perceived as existing globally, places women all over the world at various disadvantageous positions. It is the global scenario that even under law, the equality of women is not yet assured in many societies, let alone in practice. Although women have to confront violence, laws can do little unless present cultural and social values change. The development of women in India has been in the center stage of developmental planning right from independence. Despite this, atrocities on the women are on the increase.

1.2. In India women are guaranteed equality, freedom, and protection by the Constitution as well as by several legislations, nonetheless they continue to be victims of domestic violence, and gender inequalities. The crime rate i.e. incidence of crime per one lakh of population of women was as high as 11.0 in 1995. The Union Territory of Pondicherry registered the highest crime rate of 48.6, while Lakshwadeep and Daman and Diu indicated nil crime rate. States/ UTs which were highly crime prone and where the crime rate exceeded the national average were Andhra Pradesh, Chandigarh, Delhi, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan, and Tamil Nadu. This trend can be reversed only by strengthening women's role in economic, social, political and cultural life; and also by providing equal opportunity and share in fruits of development.

1.3 The Scheme

1.3.1 As a social defence mechanism, the scheme of Short Stay Homes for women and girls was introduced by the Department of Women and Child Development, Ministry of Human Resource Development in 1969 and is presently operating in almost all the states and Union Territories. Under the scheme, Short Stay Homes (SSH) provide temporary sanctuary to those women and girls, who are facing moral danger due to family problems, mental strains, violence at home, social ostracism, exploitation and other causes. The scheme provides a package of facilities of medical care, psychiatric treatment, case work services, occupational therapy, educational –cum-vocational training etc. The effort of the Short Stay Home is to help these women to rehabilitate themselves within a short period of time, extending from 6 months to 3 years. The Government has sanctioned 361 Homes under this scheme upto the end of Eighth Five Year Plan. The Department of Women & Child Development could however provide details of 358 homes only against which 287 are in operation and 74 homes have been closed due to various reasons. The state wise break-up of SS Homes is at Annexure-I.

1.4 Implementation

1.4.1 The Department of Women and Child Development, Ministry of Human Resources Development through voluntary organisations is implementing the scheme by directly giving grants to them. Such grants are given only to such institutions and organisations, who have experience in running social defence programmes. Preference is given to voluntary organisations that already have sufficient infrastructure to run the homes. The voluntary organisations receive both recurring and non-recurring grants. Non-Recurring grant of Rs. 25,000/- is sanctioned only once at the time of starting a new Short Stay Home. Recurring grant is released in two instalments of Rs. 93,650/- each, subject to full utilisation of previous grant as per schematic pattern. This amount has been arrived at after taking into account the maintenance expenditure of 30 residents @ Rs. 250/- for each resident. The detailed break up of various grants given is at para 4.7.1.

Table 1.1 Expansion of Short Stay Homes

Sr.No	Plan Period	No. of Homes (Cumulative)
1.	Fifth Five Year Plan (1974-79)	11
2.	Annual Plan 1979-80	11
3.	Sixth Five Year Plan (1980-85)	20
4.	Seventh Five Year Plan (1985-90)	64
5.	Annual Plan 1990-91	115
6.	Annual Plan 1991-92	177
7.	Eighth Five Year Plan (1992-97)	361

1.5 The Present Study

1.5.1 The scheme was launched in 1969 and over the period of time it has been felt that many aspects of its structure and norms have lost their relevance. The obsolete norms particularly fiscal, infrastructural and procedural need a revision with a view to improving the out reach and effectiveness of the scheme. Hence the need for evaluating the scheme of SS Homes in its present form arose.

1.6 At the instance of Department of Women and Child Development, Programme Evaluation Organisation launched the present study with a view to study inter-alia, the overall performance of the Short Stay Homes and the impact of the scheme on the target group.

Chapter - II

THE EVALUATION STUDY- OBJECTIVES AND METHODOLOGY

At the instance of Ministry of Human Resources Development, Department of Women and Child Development, Programme Evaluation Organisation (PEO) of the Planning Commission has undertaken the evaluation of the scheme of Short Stay Homes for Women and Girls. There are, at present, 287 Short Stay Homes in operation in various states.

2.2 Objectives of the Evaluation Study

1. The broad objectives of the study are as under:

- i. To examine whether the admission procedure set in the guidelines are being followed by the Homes.
- ii. To assess whether the facilities required to be provided to the inmates such as boarding, lodging, medical, psychological counselling, recreational etc. are made available to the inmates in accordance with the scheme parameters.
- iii. To examine the role of the Short Stay Homes in the rehabilitation of the inmates.
- iv. To assess the quality of vocational training facilities in the Homes and to examine whether they are contributing towards the economic rehabilitation of the inmates.
- v. To assess whether the cases are being followed whenever required.
- vi. To study the impact of the scheme and provide suggestions for improvement of the scheme.

2.2.2 In addition to the above broad objectives, the evaluation study is designed to focus on the following specific issues relating to Short Stay Homes.

- i. Whether the background, experience, qualifications and initiatives of the personnel of NGOs running the Short Stay Homes are affecting the successful running of the Homes.
- ii. The suitability of the location of the Short Stay Homes.
- iii. The nature and extent of involvement of State and the local Governments and community in the affairs of the Short Stay Homes.
- iv. Whether the SS Homes are taking advantage of other Government programmes being run for the development of women.

2.3 Methodology

2.3.1 To meet the aforesaid objectives of the study, information on large number of parameters concerning implementation and impact of the scheme was required. As the requisite data base was not available from secondary sources, it was decided to generate the data base through a sample survey. The study was required to assess the performance of the Short Stay Homes and the impact of the scheme on the target group. In order to assess this, information on the performance and functioning of the Homes, release of grants, rehabilitation efforts of the SS Homes, control and monitoring mechanism was collected. On the basis of the appropriate criteria for stratification, a sample of 37 SS Homes spread over 13 States was randomly selected for the detailed study. For assessing the impact of this scheme on the target population, 5 inmates and 3 ex-beneficiaries were selected from each Short Stay Home. The required data base was generated through structured questionnaires canvassed to SS Homes, NGOs to which SS Home belonged, beneficiaries, ex-

beneficiaries and other knowledgeable persons. The above methodology was adopted with the view to elicit the information on the performance and impact of the scheme.

2.4 Instruments

2.4.1 The following instruments were designed for collection of both qualitative and quantitative data :

- i. NGO Schedule
- ii. Short Stay Home Schedule
- iii. Beneficiary Schedule
- iv. Ex-beneficiary Schedule
- v. Knowledgeable Person Schedule

i. NGO Schedule

NGO Schedule was designed to collect the relevant secondary and primary data consisting of various information relating to the background of the NGOs, its personnel and staff, role of the NGO members in the functioning of the SS Homes , allocation of resources and monitoring mechanism under the scheme.

ii. Short Stay Home Schedule

This schedule was prepared to obtain the information regarding the financial position of the Homes, quality of facilities arranged by the SS Homes and rehabilitation efforts made by them.

iii. Beneficiary Schedule

This schedule was prepared to collect the information on the socio economic background of the beneficiaries, facilities extended to them and rehabilitation inputs provided to the beneficiaries by the SS Homes.

iv. Ex-beneficiary Schedule

This schedule was prepared basically to learn about the rehabilitation and follow- up efforts of the Homes, to ascertain the nature and quality of services and support provided to the target group, and also to assess the impact of the scheme on the target group.

v. Knowledgeable persons Schedule

This schedule was prepared to obtain the objective views of the responsible people of the community regarding the efforts of the Homes in meeting their objectives.

2.5 Selection of Sample

1. States

2.5.1 The scheme is being implemented in almost all the States and Union Territories of India. Given the time, manpower and financial constraints, only 13 states were selected for the sample. Out of these, 11 states were selected on the basis of criteria of high incidence of crime on women, low literacy among women and adverse sex ratio. Assam was selected to give representation to the North

Eastern Region and Kerala was selected as an exception, since it is a state where the status of women is comparatively better than many other states. Thus selected states were (1) Andhra Pradesh, (2) Bihar, (3) Assam, Haryana (4), (5) Himachal Pradesh, (6) Karnataka, (7) Kerala, (8) Madhya Pradesh, (9) Maharashtra, (10) Rajasthan, (11) Tamilnadu, (12) Uttar Pradesh and (13) Delhi.

2.5.2 Short Stay Homes

37 Short Stay Homes were selected randomly from the list of sanctioned homes provided by the Department of Women and Child Development. Out of the 37 Short Stay Homes visited by the PEO Field Teams, 5 Homes were found to be non-existing/ non-functional due to various reasons. The Short Stay Home in Assam was only temporarily non- functional and was canvassed for the study at a later date. In order to complete the sample, non-existing/ non-functional Short Stay Homes were substituted by alternative Homes from the same States, except for Delhi where no substitution could be found for the closed home. Thus only 36 homes were surveyed for the study. The list of Short Stay Homes selected for the study is given at Annexure-II. The list of Short Stay Homes found non-functional is given Annexure-III.

2.5.3 NGOs

22 NGOs were running the sample Short Stay Homes. Some of the NGOs were running more than one SS Homes. All the NGOs connected with selected homes were included in the sample. The list of the NGOs sponsoring the SS Homes is given at Annexure IV.

2.5.4 Beneficiaries

Five respondent beneficiaries were selected randomly from each Short Stay Home. In two Short Stay Homes in Rajasthan, only 3 and 4 inmates were found present during the survey. Hence, 177 beneficiaries could be selected for the sample.

5. Ex-beneficiaries

For the purpose of assessing the impact of the scheme, 3 ex-beneficiaries were selected from each SS Home in order to get information on the functioning as well as the rehabilitation efforts of the Homes. However, in Assam, where two SS Homes were included in the sample, only 3 (against required number of 6) ex-beneficiaries could be selected due to non availability of ex-beneficiaries.

3. Knowledgeable Persons

For each SS Home, one knowledgeable person having detailed knowledge about the working of SS Home was selected.

2.6 Coverage

The study included the following sample :

- i. States : 13
- ii. NGOs : 22
- iii. Short Stay Homes : 36
- iv. Beneficiaries : 177
- v. Ex-beneficiaries : 105
- vi. Knowledgeable Persons : 36

2.7 Reference Period

The reference period for the study was from the year 1993-94 to 1997-98.

2.8 Orientation of the Field Teams

The Orientation Seminar for REOs/ PEOs and Investigators, was held in Delhi on 1st and 2nd December, 1997. During this seminar, the study design and instruments of observations were discussed thoroughly and explained to the respective field teams for the selected states.

2.9 Field Work

The field work of the study was started in the second week of December , 1997 The Field Work i.e. canvassing of schedules, preparation of qualitative notes, scrutiny of schedules at REOs levels and dispatch of field returns to the headquarter was completed by third week of January. In addition to the structured questionnaires, the qualitative information based on the discussions and observations of the PEO team fields with various functionaries and with knowledgeable persons was also collected and incorporated in the study.

Chapter-III

Planning, Administration and Monitoring Process

Planning

The scheme of Short Stay Home for Women and girls was launched in 1969 and by the end of the Eighth Five Year Plan, 361 Short Stay Homes had been sanctioned by the Government. Out of these, about 74 homes have become non- functional. Most of these homes are located in urban areas. Through this scheme was started in 1969, only 177 homes could be developed up to 1991-92. It was in the Eighth Five Year Plan that another 184 homes were added. The popularity of the scheme can possibly be attributed to the emphasis given under the plan for expansion of NGOs related activities. Out of the 287 homes in operation, the maximum number of homes are in Andhra Pradesh (42), followed by Maharashtra & West Bengal (30 each), Orissa (25), Uttar Pradesh (24) and balance in other states. The geographical spread of Short Stay Homes across various States and Union Territories does not show uniformity or trend in the development of SS Homes.

3.1.2 The scheme is being implemented with the help of a very few voluntary organisations (NGOs). According to the Annual Report for 1996-97 of the Department of Women and Child Development, there were approximately 37 NGOs during 1996-97 controlling majority of the Homes. Most of the homes are being controlled by the following 3 NGOs:

1. Bhartiya Adimjati Sevak Sangh, New Delhi
2. Association for Social Health in India, New Delhi
3. All India Women's Conference, New Delhi

3.1.3 Even amongst the sample of 36 homes selected for this study, 8 homes are under the control of Bhartiya Adimjati Sevak Sangh. The Ministry gives grants to NGOs for running the SS Homes. The scheme is, however, implemented by the Short Stay Homes, which are the final recipients of grants. It has also been observed that some of the NGOs have delegated these operations to affiliated institutions. In such cases dilution of efficiency in the successful operation of the scheme was observed. It would be in the interest of the scheme that these intermediaries may be avoided and the NGOs should take the responsibility of running the scheme directly. It also needs to be examined what is preventing the local level NGOs to come forward for taking up this scheme. The Government would need to make concerted efforts to make this scheme popular, so that large number of local level NGOs may come forward to which may ultimately help in the geographical spread of this scheme.

3.2 Procedure for opening 'New Homes' in the States

3.2.1 At present, most of the Short Stay Homes are located in urban/ semi-urban areas. Every year, the voluntary organisations on the basis of their felt requirements, send applications to the Department of Women and Child Development for opening new SS Homes. The Department of Women & Child Development on their own do not make any efforts for popularising the scheme through T.V., Newspapers and other public media. The application for opening a new Home are either received through State Governments along with their recommendations or entertained directly by the Central Government.

3.2.2 The Department of Women and Child Development have constituted a Project Sanctioning Committee under the Chairmanship of Secretary, Department of Women and Child Development to consider all the proposals for opening new Short Stay Homes. The Project Sanctioning Committee, while considering the proposals for setting up the new SSH, give preference to only such established

NGOs, who have a sound financial position and who want to establish SSH in areas where there is no SSH. New SSH is not sanctioned in a district, which already has two or more than 2 SSHs. In order to verify the past performance of NGOs, the comments of the Central Social Welfare Board (CSWB), Ministry of Human Resource Development, are also called for on all the new proposals.

3.2.3 As is evident from above, the opening of new SSH in any area is totally dependent upon the efforts the NGOs to come forward and open such homes, neither any analysis is made by the department regarding the dispersal of the target group across the states for the identification of demand of SSHs in these areas, nor the scheme is advertised through media. It is possible that the good quality NGOs with experience in the field of women's issues may not be fully aware about the concept, criteria and objectives of the scheme and are therefore not coming forward to avail the benefit of the scheme.

3.2.4 In order to increase the spread of SSH in a more objective manner, it would need to be examined whether the potential areas for the setting up of SS Homes could be identified. For identification of such areas, certain specific parameters like crime data and literacy rate of women along with sex ratio could form the basis. The help of the State Governments could also be sought for identification of such areas. After identification of such potential areas, the scheme should be widely publicised for opening SSH in these specified areas only.

3.3 Involvement of the State Governments.

3.3.1 As per the guidelines of the scheme on SS Homes, the role of the State Governments is confined to giving recommendations regarding the NGO. In case, the NGO is of 'All India Character', it is not mandatory for the Central Government to consult the State Governments for the verification of the NGO. Also there is no institutional mechanism for the SS Homes to obtain the assistance of the various local departments such as the Police, health, Legal authorities etc., which are under the jurisdiction of the State Governments. It totally depends upon the initiative and efforts of the voluntary organisations to obtain the help of the State Government departments in running the Short Stay Homes. It has been found in the later chapters that the involvement of these local departments is necessary in smooth running of the Short Stay Homes.

3.4 Administration

3.4.1 The scheme on Short Stay Home for Women and Girls is executed by the 'Department of Women and Child Development' under the overall supervision of the Secretary of the department. The Administrative channel through which the scheme is administered is as under:

3.4.2 The process of screening of applications, sanctioning new Short Stay Homes, release of grants, monitoring and supervision is done through the above administrative channel. Considering the vastness of responsibilities relating to the scheme, the existing administrative structure appears to be inadequate.

3.5 Role of the NGOs

3.5.1 The role of the NGOs is to co-ordinate, supervise and monitor the functioning of the Short Stay homes. They constitute the link between the Government and the Homes. They are responsible for achieving the objectives of the scheme by providing sufficient guidance to the Short Stay Homes for achieving them. NGOs also form the intermediate link for the flow of funds to the Homes.

3.6 Administration of Short Stay Homes

3.6.1 The administrative control of the Short Stay Homes rests with the Superintendent under the guidance of the Short Stay home Managing Committee. The Superintendent is to check the accounts, stores etc. periodically. She is also supposed to give counselling and case work services to the residents.

3.6.2 Every home is supposed to have Managing Committee consisting of the Superintendent, Case Worker, Psychiatrist and a representative of the Director of Social Welfare Board.

3.6.3 The case worker is responsible for maintaining case register, and case files. The clinical psychologist is to provide counselling, guidance and family life education to the residents. Keeping liaison with the Home and family of the resident is also done by the case worker and the clinical psychologist.

3.6.4 The Homes are supposed to make maximum use of the existing community resources like Training Centers, Community Resources, Employment Bureau, Recreation Clubs, Hospitals, Dispensaries etc, in ensuring the proper running of the Institution and rehabilitation of the residents. Assistance of the Central Social Welfare Board or the Ministry can be sought to set up a Training-cum-Production Centre for the benefit of not only the residents but also the poor residents of the locality. Vocational Guidance Programme for which the State Social Welfare Advisory Board gives financial assistance are also to be introduced in the Institution.

3.6.5 During the training period if the girls/women start earning, savings accounts are to be opened in a National Bank in their names in order to enable them to have some funds of their own, when discharged from the Institution.

3.7 Staffing Pattern for the Homes

3.7.1 The staff for the Homes consists of a Superintendent-cum-Warden, a social case worker in charge of admission, a part- time medical officer, a part time clinical psychologist, a vocational-cum-craft-teacher, a clerk-cum-accountant, a chowkidar and a peon.

3.7.2 During the survey, the staffing position in the SS Homes was assessed. It was found that in most of the Homes the staff position was comfortable and mostly the posts were filled-up as can be seen in the following table:

Table-3.1

State-wise Position of Staffing at the Sele

Name of State	Staff Position									
	Supt.		Social Worker		Craft Teacher		Chowkidar		Peon	
	P	V	P	V	P	V	P	V	P	V
1. Andhra Pradesh	3	-	3	-	3	-	3	-	3	-
2. Assam	2	-	2	-	2	-	1	1	2	-

3. Bihar	3	-	3	-	4	-	3	-	3	-
4. Haryana	2	-	2	-	2	1	1	-	2	
5.Himachal Pradesh	3	-	3		3	-	3	-	@	Chowkidar-cum Peon
6. Karnataka	3	-	3	-	3	-	3	-	3	
7. Kerala	3	-	@	-	3	-	2	1	3	Supt.cum SW
8. Madhya Pradesh	3	-	3	-	3	-	3	-	3	-
9. Maharashtra	3	-	3	-	3	-	3	1	2	-
10. Rajasthan	3	-	3	-	3	-	3	-	3	-
11. Tamil Nadu	3	-	2	1	2	1	3	-	3	-
12. Uttar Pradesh	3	-	2	1	3	-	2	1	3	-
13. Delhi	2	-	2	-	2	-	2	-	2	-
Total States	36	-	31	2	36	2	32	4	32	1

P = Number of Posts

V = Vacancies

Source: PEO Survey: Short Stay Homes

3.8 Salary/ Honorarium

3.8.1 The present salary / Honorarium structure for the staff of short stay Homes appears to be quite inadequate. The Department of Women and Child Department have proposed to change the structure of staff along with increase in salary. The present and proposed salary structure by the Department of Women and Child Development are in Table 3.2.

Tab
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3.2

Salary/Honorarium Structure of Staff in Short Stay Homes

Sl. No.	Designation	Salary/Honorarium per month (Rs.)	
		Present	Proposed by the Department
1.	Superintendent cum Warden	800	2000
2.	Deputy Superintendent	-	2500
3.	Social Case Worker	1000	-
4.	Doctor (Part Time)	500	600
5.	Psychologist (Part Time)	500	-
6.	Counsellor	-	3000
7.	Vocational Teacher	800	-
8.	Clerk	600	1500
9.	Chowkidar	350	-
10.	Peon	350	1600

3.9 Monitoring & Inspection

The scheme guidelines include following for Monitoring & Inspection.

3.9.1 An Institution/Organisation in receipt of financial assistance shall be open to inspection by an officer of the Department of Women and Child Development, Ministry of Human Resource Development/Central/State Social Welfare Board or the State Social Welfare Department. The accounts of the scheme shall be maintained properly and separately and submitted as and when required. They shall always be open to check by an officer deputed by the Government of India or the State Government. They shall also be open to a test check by the Comptroller and Auditor General of India at his discretion.

3.9.2 The guarantee institution, Organisation shall furnish to the Department of Women and Child Development, Ministry of Human Resource Development, quarterly Progress Reports of the scheme indicating in detail both the physical achievements and position of expenditure on the approved items.

3.9.3 When the State Governments/Government of India have reasons to believe that the sanctioned money is not being utilised for approved purpose, the payment of grant may be stopped and the earlier grants recovered.

3.9.4 In practice, however, it was found that the monitoring and inspection is the weakest link in the implementation of this programme. There was no Monitoring and Evaluation Cell in the Ministry and no regular schedule for carrying out inspection was followed by them.

CHAPTER IV

Allocation of Grants and Expenditures of Short Stay Homes

Department of Women Child Development allocates the grants directly to the Voluntary Organisation for implementation of the Scheme . They finally pass on the funds to the Short Stay Homes who are finally responsible for running the Homes. The details of the methodology for allocation of plan and non-plan funds under the scheme were not available to PEO. As per the approved budget, each Short Stay Home receives an annual grants of Rs.1,87,300.00 towards recurring and Rs. 25,000.00 (on the basis of ?C? class city) as one time grant to meet the non-recurring expenditure. Recurring grant is released in two instalments of Rs.93,650.00 each. The break-up of recurring and non-recurring grants is given para 4.7.1.

4.2 Though a large part of the financial needs of Short Stay Home is met through government grant, the guidelines of the scheme states that the Government assistance should not result in too much dependence on the part of the voluntary institutions on such help and the efforts of the voluntary sector should be to utilise the government assistance for raising other resources for widening the scope of the programme with increasing voluntary contributions. This is desirable in order to provide the best possible services and assistance under the scheme with the resources of voluntary organisation supplementing the government grants.

4.3 To assess whether and to what extent the Short Stay Homes are supplementing the grant they receive from the government, information on the details of financial resources of Short Stay Homes and their sources was sought. Table 4.1 presents the percentage distribution of their annual income across sources for the past three years. It is important to note that over the years, the share of government funds has been declining while that of the NGOs has been rising. However, the share of government?s contributions is still very high in the case of sample Short Stay Homes of Assam, Bihar, Himachal Pradesh and Madhya Pradesh. Only five (5) out of the thirty six (36) sample Homes have received sizable funds from other sources.

4.4 Since, one of the objectives of the scheme is to encourage NGOs running Short Stay Homes to supplement government grants with funds from other sources, it would be of interest to the Department of WCD to identify the basic characteristics of the NGOs which have been successful in mobilising funds from other sources, as distinct from those caught in the dependency syndrome. This would enable the Department to identify the NGOs with potentials and encourage them to expand their activities.

Table-4.1

Source-wise Assistance for Short Stay Home for the period 1994-95 to 1996-97(In percent)

State	1994-95			1995-96			1996-97		
	Govt. Contribution	NGO contribution	Donation	Govt. Contribution	NGO contribution	Donation	Govt. Contribution	NGO contribution	Donation
1	2	3	4	5	6	7	8	9	10
Andhra Pradesh	78.02	2.70	19.28	90.41	3.77	5.82	69.13	5.08	25.79
Assam	96.96	3.04	0.00	90.41	9.59	0.00	87.72	12.28	0.00
Bihar	84.91	14.68	0.41	97.90	0.54	1.56	88.57	11.40	0.03
Haryana	66.41	25.13	8.46	44.86	42.20	12.94	50.15	34.49	15.36
Himachal Pradesh	94.98	5.02	0.00	92.28	7.72	0.00	93.13	6.62	0.25

Karnataka	76.16	23.84	0.00	81.15	18.85	0.00	66.45	33.55	0.00
Kerala	77.60	22.19	0.21	62.60	37.36	0.04	50.59	49.36	0.05
Madhya Pradesh	98.56	0.02	1.42	98.54	0.87	0.59	98.54	0.47	0.99
Maharashtra	69.32	30.68	0.00	76.01	23.99	0.00	67.63	32.37	0.00
Rajasthan	66.57	32.90	0.53	89.37	10.63	0.00	61.67	30.75	7.58
Tamil Nadu	68.12	31.88	0.00	44.53	55.47	0.00	33.07	66.93	0.00
Uttar Pradesh	96.63	2.09	1.28	84.35	15.55	0.10	41.36	58.07	0.57
Delhi	73.85	26.15	0.00	79.57	20.43	0.00	60.29	39.71	0.00
All India	80.73	16.48	2.79	79.21	19.33	1.46	63.86	31.59	4.55

4.5 As mentioned earlier, a separate questionnaire was canvassed to the NGOs (running the Short Stay Homes) in the PEO survey. A detailed investigation of these Schedules revealed the following special features of the NGOs which could mobilise resources from sources other than the Department of WCD:

- (i) Religious trusts supporting multiple social activities like: basic and vocational education, promotion of women welfare, Old Age Homes, women hostel etc.
- (ii) Established NGOs involved in the delivery of social services in the area with genuine social activists as their members.
- (iii) Broad based and genuine women organizations.

4.6 The most important feature of the successful NGOs is that these are established NGOs involved in the delivery of multiple social services. Renowned local citizens and social activists are found to be associated with the functioning these organizations. The NGOs which are solely dependent on government funds are, on the other hand, single-purpose and relatively new NGOs.

4.7 Expenditure & Utilization of Funds

Expenditure

4.7.1 Non-recurring grant of Rs. 25,000/- is sanctioned only once at the time of starting a new Short Stay Home while recurring grants will be sanctioned every year for the following items:

	Rent of the Building	
1.	Rs. 3,000 for ?A? Class Cities	Rs. 36,000.00
2.	Rs. 2,500 for ?B? Class	Rs. 30,000.00
3.	Rs. 1,500 for ?C? Class Cities	Rs. 18,000.00
4.	Office contingency and purchase of craft materials	Rs. 10,000.00
5.	Medical Expenses	Rs. 3,000.00
6.	Maintenance (of 30 residents)	Rs. 90,000.00
7.	Rehabilitation Expenses	Rs. 7,500.00
8.	Salaries	Rs.58,800.00

The items on which the expenditure was incurred during the year 1994-95 to 1996-97 are given in the following table:

4.7.2 It may be seen from Table 4.2 table that during 1994-95 to 1996-97, the expenditure on establishment varied between 45.04 per cent and 47.57 percent. This proportion is on the high side, as the delivery cost of the services being provided by Short Stay Home is almost the same as the amount actually spent on the beneficiaries. This happens in spite of the fact that the cost norms for rents, salary and other items are outdated and grossly inadequate. The sanctioned staff strength of a Home is eight persons for managing a home of about 30 inmates. However, the PEO Survey shows wide variation in the number of inmates across the sample Short Stay Homes , with an average of 22 inmates per Home. Though most of the sample, Homes claimed to have functioned as per guidelines, observations of the PEO field teams tend to suggest that some are able to manage to employ eight persons and keep more inmates because of their ability to generate more resources from other sources, while those which are solely dependent on government funds under this programme had less inmates. Some Homes are functioning as free vocational training institutes for outsiders and not keeping inmates. The details of these are discussed in Chapter-V.

Table 4.2

Expenditure in Short Stay Homes During 1994-95 to 1997-98 (Percent)

State	1994-95				1995-96				1996-97			
	Rent	Salary	T.A.	Office Contingency	Rent	Salary	T.A.	Office Contingency	Rent	Salary	T.A.	Office Contingency
1	2	3	4	5	6	7	8	9	10	11	12	13
Andhra Pradesh	11.62	24.58	0.68	3.89	11.17	23.42	0.05	3.99	11.26	23.18	0.30	4.28
Assam	7.48	14.81	-	2.20	7.79	15.07	-	2.59	NA	NA	NA	NA
Bihar	9.29	32.05	2.23	2.62	9.79	27.09	0.39	2.00	10.83	28.78	0.58	3.26
Haryana	1935	25.15	1.34	3.40	20.95	26.49	1.77	5.40	21.63	26.69	2.11	4.06
Himachal Pradesh	10.93	28.84	1.23	3.27	10.04	29.01	1.06	6.18	10.39	30.10	0.81	4.94
Karnataka	12.39	34.88	0.00	4.30	13.05	33.81	0.00	4.17	12.58	32.47	0.00	4.40
Kerala	11.29	36.61	0.00	5.01	10.74	32.25	0.00	6.87	11.02	35.22	0.00	6.99
Madhya Pradesh	11.65	30.22	0.20	6.70	12.05	30.05	0.16	7.88	13.30	33.02	0.18	8.25
Maharashtra	6.88	26.00	1.05	3.82	7.08	27.20	0.47	3.92	9.84	25.38	0.56	4.35
Rajasthan	15.24	36.65	0.47	6.35	14.48	33.56	0.78	6.70	15.52	35.34	1.23	6.78
Tamil Nadu	14.09	32.24	0.00	7.66	12.76	28.40	0.00	7.54	12.59	39.74	0.00	5.27
Uttar Pradesh	13.64	30.52	0.00	6.85	12.62	27.99	0.00	6.21	14.18	28.31	0.00	4.15
Delhi	9.58	31.01	0.00	4.52	9.70	30.26	0.00	3.95	9.38	29.82	0.00	4.73
All India	11.84	29.65	0.58	4.72	11.55	27.92	0.35	5.22	12.31	29.84	0.44	4.98

PEO Survey: Short Stay Home Schedule.

4.7.3 While all the cost norms for Short Stay Homes warrant revision, it is necessary to specifically address the issue of abnormal establishment cost of running a Home while undertaking revision of the cost norms, it must be borne in mind that the services being provided by Short Stay Homes

should be considered essential in our socio-cultural milieu and a high establishment cost should not be a binding constraint. However, there is need for exploring ways of minimising this cost so that this service can be made accessible to a larger number of beneficiaries within the available budgetary provision. The draft Ninth Plan document has dwelt over the issue of cost effectiveness in the delivery of social services. The document noted with concern many programmes are being implemented for the same/similar target groups parallelly by different implementing agencies, leading to a very high cost of delivery of social services. One way of making delivery of social services cost-effective is to ensure convergence of similar services being provided by different implementing agencies.

4.7.4 What specific schemes in an area of concern could be provided through the one implementing agency is, however, a matter of details, as the feasibility of such an arrangement needs to be carefully worked out. In the context of the scheme under study, it may be said that the feasibility of delivering some of the social services targeted to the adult women in distress and girls through the same agency should be explored. It is certainly possible to reduce the delivery cost of some of the schemes at least through better co-ordination among implementing agencies at the grassroot level. For example, both the schemes for family counselling and the Short Stay Homes aim at psychological rehabilitation of women in distress and therefore, need the services of psychiatrists. Through co-ordination among the implementing agencies at the grass roots level, this component of the cost can be reduced. In fact, the PEO field team noted that such co-ordination has already taken place in the case of NGOs which implement both the programmes. It was also noted that some NGOs are providing several services for women and therefore, economising on establishment cost. Thus, the proposal for convergence of some services needs to be seriously pursued. It may, however, be said that the schemes like Short Stay Homes, Family Counselling Centre, Old Age Homes (women), Adult Literacy (Women), Non-formal Education etc. need to be implemented through the same government agency at the state or district level. Perhaps, many of these schemes could be put under the State Social Welfare Boards which should be responsible for planning, implementing and monitoring of the schemes.

4.8 Delay in the Release of Funds

4.8.1 As stated previously, recurring grant is released in two instalments of Rs... 93,650/- each, subject to cent per cent utilisation of previous grants. The first instalment for a new Home is released immediately after the Home has been sanctioned. The second instalment is released only after the receipt of the audited/unaudited accounts and the progress reports of the previous period. In the following financial years, the first is to be shall be released in the same manner. The second instalment in the second and subsequent years will, however be sanctioned only after receiving the accounts audited by Chartered Accountants or government auditors alongwith utilisation certificate certified by Chartered Accountant/ Government Auditor. This should be accompanied by a progress Report in the prescribed form. The Voluntary Organizations should get their final accounts prepared in such a manner to reflect the expenditure as per the prescribed pattern.

4.8.2 During the survey, most of the Short Stay Homes complained about the delay in the release of the funds by the Ministry. An attempt was made to find out the veracity of these complaints of NGOs running the Homes. The PEO survey indicated that in many cases the grants were released a few months after the period for which the instalment was due. However, in most of the cases there was a tendency to release the grant towards the end of the period for which the instalment was meant.

4.8.3 In two cases the instalments were inordinately delayed by over one year. One was the case of the Short Stay Home run at Himachal Pradesh. The performance of this Home, as revealed by the indicators identified is found to be poor. The beneficiaries and ex-beneficiaries had indicated about the poor management and maintenance of the Home. The Department of Women and Child Development confirmed that the delay in this case was due to the non-receipt of papers like QPRs, audited accounts etc. The grant has been settled upto the year 1995-96 and could not be released further, because of non receipt of the relevant document. There was also the case of a Short Stay Home of Delhi where the grants were delayed by more than a year for the same reasons.

4.8.4 The Department of Women and Child Development, informed the following reasons for non-release of grant in time:

- i. Non-receipt of papers like Quarterly Progress Report, Audited accounts, utilisation certificate etc. in time.
- ii. Non-receipt of correct agreement documents, incorrect entries, sometimes incomplete documents etc.
- iii. On the inspection of the Short Stay Home, if some adverse comments are made against the Home, it takes considerable time to initiate the further procedures.
- iv. Earlier the procedure for audited accounts was not being followed. Now the Integrated Finance Division of the Department insists to get the audited accounts in all three forms i.e. income and expenditure, receipt and payment and balance sheet with utilisation certificate. The new procedure is not yet clear to the NGOs due to which the delays occur.
- v. Lengthy procedure i.e. many channels of submission of files in the Bureau and the Integrated Finance Division of the department.

4.8.5 Since, generally it was found that the release of funds was delayed by a few months, it is desirable that Department of WCD streamline its procedures and curtail the delay so that the functioning of the Homes is not adversely affected.

CHAPTER-V

Functioning of the Short Stay Homes

The Department of WCD has issued guidelines for admission, procedures to be followed during and after admission, the facilities to be provided to the inmates and rehabilitation of the beneficiary women. The Short Stay Homes are required to follow these guidelines and contribute towards the realisation of the objectives of the scheme. An attempt is made in this chapter to assess the functioning of the Home with reference to the guidelines issued by the Ministry for this purpose. As far as possible, this assessment is made on the basis of some quantifiable indicators of performance, which have been derived from the data base generated through the PEO survey.

5.1 Admission Policy and Procedures

5.1.1 Admission Policy and Procedure is the most vital factor of the scheme. There are six categories of women/girls/children to be given admission in the Short Stay Homes. These are those facing: (i) threat of prostitution (ii) Marital discord, (iii) sexual assault, (iv) mental maladjustment, (v) family discord, (vi) Children (upto the age of 7 years) of the mothers staying in the Short Stay Homes. Women between the age groups of 15-35 years would need to be given preference in admission of the Short Stay Homes. Women and Girls come to the Short Stay Home on their own or are referred by the others (mainly police/courts etc) for help. The first important step is to know their problems and social background. There is a provision in the scheme for holding specialised interview with the Social Case Worker, to decide whether the facilities available at the institution could be of help to the applicants or whether other institutions could be more appropriate for them. The following aspects are required to be kept in view in the matter of admission:

- (i) The Women/girls should belong to the specified category.
- (ii) A medical check up of every resident is done within three days of her admission.
- (iii) Blood test for VDRL, vaccination and inoculation for contagious diseases.

Categories of Inmates Staying in the Short Stay Home

5.1.2 As per the record of the Short Stay Homes, 82.94 per cent of the inmates, staying in the Homes on the day of the visit of the PEO teams, belonged to the eligible categories specified in the scheme guidelines, while 17.06% inmates were children. The statewise break-up is as under:

Table 5.1

Percentage Distribution of Inmates by Specified Categories in Selected Short Stay Homes (on the Day of the Visit)

	Name of Selected State	% Women Specified eligible categories	(Percentage) Children
~			

No.			
1	2	3	4
1.	Andhra Pradesh	98.78	1.22
2.	Assam	84.21	15.79
3.	Bihar	83.33	16.67
4.	Haryana	55.56	44.44
5.	Himachal Pradesh	92.54	7.46
6.	Karnataka	87.50	12.50
7.	Kerala	76.79	23.21
8.	Madhya Pradesh	88.52	11.48
9.	Maharashtra	83.10	16.90
10.	Rajasthan	46.81	53.19
11.	Tamil Nadu	96.16	3.84
12.	Uttar Pradesh	85.07	14.93
13.	Delhi	72.88	27.12
ALL INDIA		82.94	17.06

Source: Short Stay Home Schedule: PEO Survey.

5.1.3 Though, the guidelines clearly specify that the children accompanying the mother may be accommodated in the Short Stay Homes, in the case of some Homes (Rajasthan) it was found that other destitute children were also staying in the Homes. It has been observed that in Rajasthan and Haryana the percentage of children was as high as 53.19% and 44.44% respectively.

5.1.4 Though Short Stay Homes have indicated that all the inmates belonged to the specified categories prescribed by the Department of Women and Child Development, it was found by the field team in one of the Short Stay Homes in Rajasthan, out of the 3 women found present on the date of the visit, one was a 75 years old lady, and the warden and her children were being counted as permanent inmates. The Short Stay Home officials stated that the stipend was too less to attract a qualified full time warden. The other extreme is in Andhra Pradesh and Tamil Nadu, where the percentage of children residing in the Homes was very negligible i.e. 1.22% and 3.84% respectively. In Andhra Pradesh, some girls staying in the nearby localities had joined the Short Stay Home to avail the free vocational training course being imparted to the inmates and the meal provided by the Short Stay Home.

5.1.5 In Tamil Nadu also, the same was observed in one Short Stay Home. In one Short Stay Home of Tamil Nadu, it was observed that only single women are admitted and admission is denied to mothers with children because the quantum of grants was inadequate to meet the special needs of the children. The inmates are also not permitted to leave the Home. This straightaway denies admission to women with jobs. The Home literally has been turned into a tailoring institute for unmarried girls belonging to the poor families. It was observed that the management of one Short Stay Home were not giving admission to problematic cases thinking that it may have a bad influence on the other inmates.

5.1.6 It was observed in Himachal Pradesh also that the major group admitted in the Short Stay Homes comprises of the girls between the age of 15-25 and the basic criteria adopted for the admission are poverty, shelter lessness, insecurity and support lessness of these girls, after either the death of their father or remarriage of their widow mothers. In one Home the PEO team found that in some cases people have got their daughters admitted for acquiring vocational training by showing that they are poor and cannot bear the cost of educating and providing vocational training to their daughters. Interestingly, in this Home all the five sample beneficiaries stated that they had joined the Home in order to undergo vocational training.

5.1.7 The above findings tend to suggest that the Short Stay Homes have in most cases either misinterpreted or violated the provisions of the guidelines for admission procedures. In either case the objectives of the scheme are not fully realised. The Department of Women & Child may decide to streamline the admission procedures, strengthen monitoring mechanism and impose penalty on Homes not contributing towards the realisation of the objectives of the scheme.

Medical Examination

5.1.8 Another requirement of the scheme is that medical examination and vaccination and inoculation should be carried out at the time of admission of the inmates. It has been found that in 54.88% cases admitted in the Homes the mandatory medical examination was carried out. It is possible that medical examination was not required in other cases. The statewise picture is indicated in the table below:

Table 5.2

Medical Examination/Innoculation in Short Stay Homes during 1996-97

Sl No.	State	% age of Cases in which medical examination was carried out at the time of the admission	% age of Cases in which vaccination/inoculation for contagious diseases was done
1.	Andhra Pradesh	22.39	41.04
2.	Assam	44.64	55.36
3.	Bihar	52.17	17.39
4.	Haryana	47.62	3.17
5.	Himachal Pradesh	34.97	3.50

6.	Karnataka	100.00	Not conducted
7.	Kerala	20.34	3.39
8.	Madhya Pradesh	38.24	23.53
9.	Maharashtra	94.12	3.35
10.	Rajasthan	85.15	Not conducted
11.	Tamil Nadu	36.44	Not conducted
12.	Uttar Pradesh	100.00	Not conducted
13.	Delhi	65.79	34.61
14	All India	54.88	13.61

Source : Short Stay Homes Schedule : PEO Survey.

5.1.9 It may be seen from the table above that while in Karnataka and Uttar Pradesh, the medical examination was conducted in 100% cases, it was done only in 20% cases in Kerala, 22% Andhra Pradesh, 34.97% cases in Himachal Pradesh and 36.44% in Tamil Nadu. In Andhra Pradesh, Himachal Pradesh and Tamil Nadu the reason for this could be the absence of target group in some of the Short Stay Homes. The Homes were more or less running like the vocational craft centres and probably there was no necessity of the conducting a medical examination on the inmates. In Kerala also this guidelines was not being observed.

5.1.10 The PEO field team observed that mandatory medical check up immediately on admission could not be strictly taken up in the Short Stay Home. Inmates are sent for medical check up whenever found necessary. It has been felt by most of the Short Stay Homes that with meagre honorarium, the doctors do not give much attention, so that the medical check up within 3 days of admission of the inmates was not always possible. The Department may, therefore consider an increase in the grant for compulsory medical examination and /or have suitable arrangements with government hospitals.

5.1.11 The guidelines provided for blood test for VDRL and vaccination/innoculation for infectious diseases. It was however, found, that inoculation/vaccination for contagious diseases was done only in 13.61% cases. In Karnataka, Rajasthan, Tamil Nadu and Uttar Pradesh, it was reported that there was no practice of providing vaccination from contagious diseases to the inmates.

5.1.12 This may be due to the fact that the guidelines do not specify the names of contagious and infectious diseases against which the inmates have to be inoculated. Since there is no specific mention of the diseases in the guidelines, the Short Stay Homes may not be clear about the implementation of this policy guideline. Hence, the department of Women and Child Development may like to make guidelines more specific and clear and have the necessary arrangements with government hospitals/dispensaries.

5.2 Refusal of Admission

5.2.1 The guidelines state that when a new inmate arrives she should be interviewed by a social case worker to find whether the facilities/services offered at the Institute would address the problem of the applicant. If it is found that the services offered at the institute would not address the problem of the applicant, she should be referred to other suitable institutions.

5.2.2 During the survey it was found that in the year 1996-97, admission was refused in 6.67 per cent of the applications received by the Short Stay Homes. The State-wise break-up of cases refused admission by Short Stay Homes and the duration of stay of the inmates are as under:

Table 5.3

State wise percentage of Refusal of Admission in sample Short Stay Homes and Duration of stay of inmates (1996-97)

Sl No.	State	No. Of Cases admitted	% inmates who stayed more than one year	Percentage refused admission
1	2	3	4	5
1.	Andhra Pradesh	138	25.68	7.26
2.	Assam	125	46.66	Nil
3.	Bihar	109	75.81	18.35
4.	Haryana	40	21.98	Nil
5.	Himachal Pradesh	150	42.05	16.67
6.	Karnataka	79	33.54	17.72
7.	Kerala	76	41.03	22.37
8.	Madhya Pradesh	94	51.67	10.64
9.	Maharashtra	113	20.21	0.88
10.	Rajasthan	332	11.93	Nil
11.	Tamil Nadu	126	7.76	2.38
12.	Uttar Pradesh	54	86.51	Nil
13.	Delhi	153	39.13	3.92
Total States		1589	31.58	6.67

Source: Short Stay Homes Schedule: PEO Survey.

5.2.3 From the above table it may be seen that in the state of Haryana, Madhya Pradesh and Uttar Pradesh the number of cases admitted were quite less, even though the cases refused admission were nil or very less in these states. In Haryana, it was found that the Short Stay Homes were admitting the cases mostly through the institution like police and courts. This could be the reason why few cases were received in these Homes.

5.2.4 In Madhya Pradesh also one Short Stay Home, was restricting admission to only the cases referred by the courts. It seems the official were not aware that other cases could also be given admission in the Home. Due to this reason very few cases were found to be admitted in the Short Stay Home. In the remaining two Homes, it was found that many inmates were staying in the Short Stay Home for very long duration, due to which admission could not be given to the new inmates.

5.2.5 In Uttar Pradesh, it was found that in one Short Stay Home, only two /three new inmates were admitted during the last 3 years. This indicates that the remaining inmates were staying in the Home more or less permanently and it appears that the Home was being run like hostel. This tendency of staying in the Home for long duration should be checked.

5.2.6 The States where more than 40% inmates stayed for more than one year were Assam, Bihar, Himachal Pradesh, Kerala and Madhya Pradesh and Uttat Pradesh. In these States it was found that in some of the Homes, the scheme was not being run strictly as per the prescribed guidelines. In Assam, in one Short Stay Home lack of proper management of the NGO resulted in the mismanagement of the Home. Lack of publicity regarding the existence of the Homes and their objectives could be the reason common to all the Homes where the cases admitted were few in numbers.

5.2.7 The States where the percentage of cases in which the admission was refused was high were Bihar, Himachal Pradesh, Karnataka and Kerala and Madhya Pradesh. The reasons for high rate of refusal is given in the following table:

5.3 Utilisation of Short Stay Homes

5.3.1 It is stipulated in the scheme that the Short Stay Homes with facilities for a minimum of 20 and a maximum of 40 inmates should have an average of 30 inmates. Efforts have to be made, however, to give attention to each individual case. The number of inmates therefore should be controlled by this very vital overriding clause. In case the number of inmates exceeds forty, the Voluntary Organisation should ask for another Short Stay Home in the area. The average number of inmates residing in the Short Stay Homes on the day of visit of the PEO teams, was 22 only. The State-wise break up is in Table 5.5.

Table 5.4

Reasons for Refusal of Admission in Short Stay Homes

Sl. No.	Ground on which Admission refused	No. of Cases refused admission in					Total
		Bihar	Himachal Pradesh	Karnataka	Kerala	Madhya Pradesh	
1.	Cases did not belong of the target group	9	-	14	3	7	33

2.	Shortage of funds	-	15	-	8	-	23
3.	Vacancy not available in the Homes	-	10	-	-	3	13
4.	Services not available in the homes	-	-	-	6	-	6
5.	Due to litigations, anti-social links of the inmates	11	-	-	-	-	11
Total		20	25	14	17	10	86

5.3.2 Table No.5.5 indicates that in none of the States the average number of inmates has exceeded the stipulated number of 40. The minimum number of inmates were found in a Short Stay Home in Rajasthan where only 8 inmates were present. The maximum number of inmates was 33 and were found in one Short Stay Home each in Bihar, Madhya Pradesh and Uttar Pradesh.

5.3.3 It may be observed that in none of the Homes, the number of inmates exceeded forty in order to make them eligible for applying for a new Short Stay Home as stipulated in the scheme guidelines. Short Stay Homes should make efforts to utilise the available infrastructure to its full capacity to justify their administrative/establishment expenses.

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Table 5.5

No. Of Inmates (including Children) Residing in the Sample Homes on the Date of Visit

Sl. No.	States	Average No. of inmates per Home	Minimum No. of inmates found present	Maximum No. Inmates found present
1	2	3	4	5
1.	Andhra Pradesh	27	25	31
3.	Assam	10	9	10
4 .	Bihar	28	19	33
5.	Haryana	22	19	26
6.	Himachal Pradesh	22	15	27

7.	Karnataka	27	23	31
8.	Kerala	19	17	20
8.	Madhya Pradesh	20	14	33
9.	Maharashtra	24	17	30
10.	Rajasthan	15	8	27
11.	Tamil Nadu	26	22	30
12.	Uttar Pradesh	22	11	33
13.	Delhi	30	28	31
All India (Average)		22	-	-

Source: Schedule: PEO Survey Short Stay Homes.

5.4 Board and Lodging

5.4.1 The Short Stay Homes were supposed to take proper care of their inmates. They were receiving rent and maintenance allowance for providing boarding and lodging facilities to the inmates. The position regarding accommodation facilities emerges in the Table 5.6.

Table 5.6

Availability of Living Space, Toilet/Bath

SI No.	State	Per inmate occupied floor area (sq.ft)	Av.No. Of inmates sharing one Toilet/ Bath
1.	Andhra Pradesh	14.4	17
2.	Assam	23.6	13
3.	Bihar	33.3	7
4.	Haryana	18.0	11
5.	Himachal Pradesh	20.1	22
6.	Karnataka	35.4	9
7.	Kerala	43.9	7

8.	Madhya Pradesh	20.2	13
9.	Maharashtra	48.3	10
10.	Rajasthan	34.4	7
11.	Tamil Nadu	35.1	13
12.	Uttar Pradesh	24.9	16
13.	Delhi	12.2	15
14.	All India	28.5	12

Source: PEO Survey:Beneficiary Schedule.

5.4.2 It may be seen from the above table that the homes were quite congested in Andhra Pradesh, Delhi and Haryana. In Rajasthan, the living space per inmate was more because the number of inmates residing in the Homes was very low. In some Short Stay Homes such as those located in Kerala, Maharashtra, Tamil Nadu, Haryana and Uttar Pradesh it was observed that the condition of the accommodation was of poor quality, and the Homes were also located in remote/outskirt areas or in old buildings. In Tamil Nadu, there was problem of seepage in accommodation during rainy season. Low rental provision was cited as a reason for the accommodation not being available in central areas in Kerala, Rajasthan, Tamil Nadu and Uttar Pradesh.

5.4.3 It was observed that food was provided roughly three times a day in the selected Homes. In all the Homes, the food was arranged by the Short Stay Homes and inmates did not have to make any contributions towards their meals. The inmates were themselves cooking their meals in all the Homes except on Short Stay Home where the food was arranged from outside.

5.4.4 The quality of food was reported to be average or good, and on the whole, was found satisfactory. Only in one Short Stay Home located in Himachal Pradesh, it was observed that the inmates are not getting proper food and at times they have to go with only one meal a day. The beddings were also not sufficient and proper in this Home.

5.4.5 It was reported by the Homes that the cost norms were outdated and need substantial revisions. While this is generally true, the Department of Women and child Development may explore if the Short Stay Homes could be run in government buildings as the rents in most cities where the Homes are located may be too high, and it may not be possible for the NGOs to find suitable accommodation within the sanctioned amount.

5.5 Medical Facilities

5.5.1 The scheme stipulates that once an inmate is given admission to a Short Stay Home, she has to be provided with proper medical care whenever required. For medical support, in the guidelines there is a provision of a part time doctor, who is required to attend the inmates on part time basis. The survey in almost all the Short Stay Homes have indicated that their own doctor is available in the home to attend to the routine illness. However, 29 out of 31 reported the utilisation of medical services of Hospitals, private practitioners, charitable hospitals etc. to attend to the routine illness of the inmates. This tends to suggest that the doctors engaged by the Short Stay Homes were not always available to take care of the routines cases.

5.5.2 Only 68.97% beneficiaries indicated that treatment was given to them in case of detection of illness. It may be seen in table below:

Table 5.7

Number provided Medical help at the time of serious illness

Sl No.	Name of the State Total No of Benficiaries	No. Reported serious illness	No. Provided medical help
1.	Andhra Pradesh 15	2	2
2.	Assam 10	2	2
3.	Bihar 15	3	3
4.	Haryana 10	4	2
5.	Himachal Pradesh 15	5	1
6.	Karnataka 15	2	1
7.	Kerala 15	4	4
8.	Madhya Pradesh 15	10	5
9.	Maharashtra 15	12	2
10.	Rajasthan 12	6	4
11.	Tamil Nadu 15	Nil	Nil
12.	Uttar Pradesh 15	4	4
13.	Delhi 10	4	3
All India		58	33
			(56.89)

Source : PEO Survey: Beneficiary Schedule.
(Figure in Parenthesis is percentage)

5.5.4 The above table shows that out of 58 inmates who fell seriously ill only 33 inmates could get the medical treatment. This is a reflection on the inadequacy of the medical arrangement available at the Short Stay Homes. It strengthens the view that the available government infrastructure should be utilised by the Short Stay Homes so that the requisite treatment is provided to the inmates during their illness.

5.5.5 Since medical treatment is an important component of the facilities being provided to the inmates, it is suggested that the linkages should be developed with the State Government Medical Department. Since the stipend of Rs. 500/- was too low to attract a qualified doctor, the medical officer of the local Primary Health Centre or the District Health Officer should be involved in the provision of medical care to inmates. He/She should be included as a member of the Home Committee of the Short Stay Homes. A fortnightly visit to the Homes should be made mandatory for them.

5.6 Linkages with the Government Programme

5.6.1 During the survey it was found that the number of Short Stay Homes availing the benefit of government run programmes for women development and empowerment was quite low. Very few inmates in Andhra Pradesh, Himachal Pradesh and Karnataka Short Stay Homes took advantage of the government programme called Employment-cum-Income Generation-cum-Production Units (NORAD). Similarly in Maharashtra a few inmates benefitted from the programme of Maharashtra State Women Employment Board.

5.6.3 During the survey in Karnataka our teams observed that only in one Short Stay Home excellent linkages were established between the Home, the NGO and various institutes, Government Departments of Karnataka i.e. Karnataka State Women Development Corporation (KSWDC), Karnataka State Finance Corporation (KSFC), DIC and Women and Child Development Department. This was due to the dynamic approach of NGO. A few Short Stay Homes located in Andhra Pradesh, Himachal Pradesh, Madhya Pradesh and Maharashtra were also making use of the Central and State Government run antipoverty/development programmes for women.

5.7 Utilisation of Government/community Resources by the Short Stay Homes During 1996-97

5.7.1 The scheme envisages that the Short Stay Homes make maximum use of the existing community resources public facilities like training centres, employment bureau, recreation clubs, hospitals, dispensaries etc. in ensuring efficient delivery of services by the Homes and rehabilitation of the inmates. It may be seen in Table 5.8 that most of the Short Stay Homes did not make use of the existing community resources like training centres, employment bureau, hospital, dispensaries etc.

5.7.2 It may be observed that hospitals were being utilised by 83.33 per cent Short Stay Homes, whereas recreation centres, theatres, employment bureau, after care institutions, and training centres were being utilised by less than 50% of the Short Stay Homes. The available infrastructure needs to be optimally utilised to keep the cost of running the Homes within reasonable limits. In Haryana the Short Stay Homes had very strong linkages with the local administration and this reflected positively on the performance of the Short Stay Home.

Table- 5.8

Utilisation of Government/community Resources by the Samples Short Stay Homes During 1996-97

Sl No.	Name of the Institute	Percentage of Homes using the facilities
1.	Training Centres	47.22
2.	Employment Bureau	13.89
3.	Recreation Centres	8.33
4.	Hospitals	83.33
5.	Dispensaries	52.78
6.	Theatre	19.44
7.	Police	55.55
8.	Courts	44.44
9.	After Care Institutions	44.44

Source : PEO Survey: Short Stay Home Schedule.

5.8 Home Committee

5.8.1 It is envisaged in the scheme that a Home Committee should be set up for each institution separately representing government and non government agencies to review every case quarterly and decide on the continuation of the stay of the inmate in the Home. A representative of the Director of social welfare in the State is required to be associated with the Short Stay Home Committee.

5.8.2 The records of the Short Stay Home indicated that in most of the cases the Home Committees were constituted, except in Tamil Nadu where they did not even exist. However, it was observed that the Committees were not functioning properly and on an average, held only one meeting every year.

Only in Karnataka and Rajasthan, they were active. Since the Home Committees had a vital role to play in the management of the Homes and for rehabilitation of the inmates, revival of these Committees should be taken up on priority basis. To encourage the active involvement of the State Government, the officials of the State Social Welfare Departments should be included on the board of the Home Committee. Medical Officer of the Primary Health Centre or the DHO/CMO can also be included in the Committee for better the functioning of the Homes.

5.9 Performance of Short Stay Homes

5.9.1 The performance of Short Stay Homes can be assessed in terms of the compliance of the design parameters of the guidelines formulated by the Ministry for their optimal functioning. Based on the analysis of the information collected by PEO, the 36 sample Homes can be categorized into three, viz (a) five Home whose performance is satisfactory, (b) eight Homes whose performance is poor and (c) the remaining 23 Homes with mediocre performance.

5.9.2 For better design and implementation of the programme it would be of interest to identify the factors contributing to success and failure. The Homes which were found to be functioning well had the following characteristics:

- i) The NGO Members displayed strong commitment to the social cause and had a missionary zeal to work for the betterment of women.
- ii) NGO Members having women on the executive committee could perform better in this area of work.
- iii) Own contributions of the NGOs also contributed positively in running the Short Stay Home efficiently. NGOs having more experience and better infrastructure were found to be well organised for running the scheme.
- iv) Strong institutional linkages with the state government departments, including the district administration, police, courts, social welfare, women department, and industry department helped the Homes to avail the government infrastructure and make optimal use of the available inputs.
- v) Professional counselling facilities contributed towards quick and successful rehabilitation of the inmates.

5.9.3 The characteristics common to the NGOs not performing well were as follows:

- a) Lack of initiative and involvement of NGO members.
- b) Poor management of the Home Authorities.
- c) Absence of involvement of Police and Courts. No linkages with the State Government departments.
- d) Absence of Home Committees.
- e) Misutilisation of Homes by non-target group, defeating the objectives of the scheme.
- f) Tendency among the inmates to stay in the Short Stay Home for a long time. This led to the Short Stay Home virtually being converted into permanent hostels.

5.9.4 Keeping in view the above points the following suggestions are made for better functioning and improved performance of the Homes:

- (i) Background, experience and objectives of the voluntary organizations should be carefully examined before selecting an NGO. The State government should be actively involved in the selection of NGOs and monitoring of their performance.
- (ii) Preference should be given to the NGOs having women as members of the NGO.
- (iii) There should be an institutional mechanism by which the state government departments are also actively involved in the affairs of the Home. The Home must have strong linkages with the state government departments and district administration.
- (iv) Institutional Counselling facilities should be arranged for the Short Stay Home inmates.
- (v) Home Committees should be revived and representative of the State Government (Welfare) Department and the District Medical Officer should be included in the Committee.
- (vi) Admission procedures and guidelines should be made very clear and transparent so that only the intended beneficiaries derive the benefit from the Short Stay Home facilities.
- (vii) All the cases admitted in the Home should be registered with the Police. This will prevent the use of Short Stay Home by non-target groups.
- (viii) To make optimum use of available resources the activities of the Short Stay Homes need to be co-ordinated with those of the various government departments/agencies. This is possible if a state level agency is made responsible for the implementation of the scheme. Perhaps, the State Social Welfare Boards could be asked to implement the scheme through the NGOs and to establish the required institutional linkages with the various government agencies.

CHAPTER-V

Functioning of the Short Stay Homes

The Department of WCD has issued guidelines for admission, procedures to be followed during and after admission, the facilities to be provided to the inmates and rehabilitation of the beneficiary women. The Short Stay Homes are required to follow these guidelines and contribute towards the realisation of the objectives of the scheme. An attempt is made in this chapter to assess the functioning of the Home with reference to the guidelines issued by the Ministry for this purpose. As far as possible, this assessment is made on the basis of some quantifiable indicators of performance, which have been derived from the data base generated through the PEO survey.

5.1 Admission Policy and Procedures

5.1.1 Admission Policy and Procedure is the most vital factor of the scheme. There are six categories of women/girls/children to be given admission in the Short Stay Homes. These are those facing: (i) threat of prostitution (ii) Marital discord, (iii) sexual assault, (iv) mental maladjustment, (v) family discord, (vi) Children (upto the age of 7 years) of the mothers staying in the Short Stay Homes. Women between the age groups of 15-35 years would need to be given preference in admission of the Short Stay Homes. Women and Girls come to the Short Stay Home on their own or are referred by the others (mainly police/courts etc) for help. The first important step is to know their problems and social background. There is a provision in the scheme for holding specialised interview with the Social Case Worker, to decide whether the facilities available at the institution could be of help to the applicants or whether other institutions could be more appropriate for them. The following aspects are required to be kept in view in the matter of admission:

(i) The Women/girls should belong to the specified category.

(ii) A medical check up of every resident is done within three days of her admission.

(iii) Blood test for VDRL, vaccination and inoculation for contagious diseases.

Categories of Inmates Staying in the Short Stay Home

5.1.2 As per the record of the Short Stay Homes, 82.94 per cent of the inmates, staying in the Homes on the day of the visit of the PEO teams, belonged to the eligible categories specified in the scheme guidelines, while 17.06% inmates were children. The statewise break-up is as under:

Table 5.1

**Percentage Distribution of Inmates by Specified Categories in Selected Short Stay Homes
(on the Day of the Visit)**

Sl. No.	Name of Selected State	% Women Specified eligible categories	(Percentage) Children

1	2	3	4
1.	Andhra Pradesh	98.78	1.22
2.	Assam	84.21	15.79
3.	Bihar	83.33	16.67
4.	Haryana	55.56	44.44
5.	Himachal Pradesh	92.54	7.46
6.	Karnataka	87.50	12.50
7.	Kerala	76.79	23.21
8.	Madhya Pradesh	88.52	11.48
9.	Maharashtra	83.10	16.90
10.	Rajasthan	46.81	53.19
11.	Tamil Nadu	96.16	3.84
12.	Uttar Pradesh	85.07	14.93
13.	Delhi	72.88	27.12
ALL INDIA		82.94	17.06

Source: Short Stay Home Schedule: PEO Survey.

5.1.3 Though, the guidelines clearly specify that the children accompanying the mother may be accommodated in the Short Stay Homes, in the case of some Homes (Rajasthan) it was found that other destitute children were also staying in the Homes. It has been observed that in Rajasthan and Haryana the percentage of children was as high as 53.19% and 44.44% respectively.

5.1.4 Though Short Stay Homes have indicated that all the inmates belonged to the specified categories prescribed by the Department of Women and Child Development, it was found by the field team in one of the Short Stay Homes in Rajasthan, out of the 3 women found present on the date of the visit, one was a 75 years old lady, and the warden and her children were being counted as permanent inmates. The Short Stay Home officials stated that the stipend was too less to attract a qualified full time warden. The other extreme is in Andhra Pradesh and Tamil Nadu, where the percentage of children residing in the Homes was very negligible i.e. 1.22% and 3.84% respectively. In Andhra Pradesh, some girls staying in the nearby localities had joined the Short Stay Home to avail the free vocational training course being imparted to the inmates and the meal provided by the Short Stay Home.

5.1.5 In Tamil Nadu also, the same was observed in one Short Stay Home. In one Short Stay Home of Tamil Nadu, it was observed that only single women are admitted and admission is denied to mothers with children because the quantum of grants was inadequate to meet the special needs of the children. The inmates are also not permitted to leave the Home. This straightaway denies admission to women with jobs. The Home literally has been turned into a tailoring institute for unmarried girls belonging to the poor families. It was observed that the management of one Short Stay Home were not giving admission to problematic cases thinking that it may have a bad influence on the other inmates.

5.1.6 It was observed in Himachal Pradesh also that the major group admitted in the Short Stay Homes comprises of the girls between the age of 15-25 and the basic criteria adopted for the admission are poverty, shelter lessness, insecurity and support lessness of these girls, after either the death of their father or remarriage of their widow mothers. In one Home the PEO team found that in some cases people have got their daughters admitted for acquiring vocational training by showing that they are poor and cannot bear the cost of educating and providing vocational training to their daughters. Interestingly, in this Home all the five sample beneficiaries stated that they had joined the Home in order to undergo vocational training.

5.1.7 The above findings tend to suggest that the Short Stay Homes have in most cases either misinterpreted or violated the provisions of the guidelines for admission procedures. In either case the objectives of the scheme are not fully realised. The Department of Women & Child may decide to streamline the admission procedures, strengthen monitoring mechanism and impose penalty on Homes not contributing towards the realisation of the objectives of the scheme.

Medical Examination

5.1.8 Another requirement of the scheme is that medical examination and vaccination and inoculation should be carried out at the time of admission of the inmates. It has been found that in 54.88% cases admitted in the Homes the mandatory medical examination was carried out. It is possible that medical examination was not required in other cases. The statewise picture is indicated in the table below:

Table 5.2

Medical Examination/Innoculation in Short Stay Homes during 1996-97

Sl No.	State	% age of Cases in which medical examination was carried out at the time of the admission	% age of Cases in which vaccination/inoculation for contagious diseases was done
1.	Andhra Pradesh	22.39	41.04
2.	Assam	44.64	55.36
3.	Bihar	52.17	17.39
4.	Haryana	47.62	3.17
5.	Himachal Pradesh	34.97	3.50

6.	Karnataka	100.00	Not conducted
7.	Kerala	20.34	3.39
8.	Madhya Pradesh	38.24	23.53
9.	Maharashtra	94.12	3.35
10.	Rajasthan	85.15	Not conducted
11.	Tamil Nadu	36.44	Not conducted
12.	Uttar Pradesh	100.00	Not conducted
13.	Delhi	65.79	34.61
14	All India	54.88	13.61

Source : Short Stay Homes Schedule : PEO Survey.

5.1.9 It may be seen from the table above that while in Karnataka and Uttar Pradesh, the medical examination was conducted in 100% cases, it was done only in 20% cases in Kerala, 22% Andhra Pradesh, 34.97% cases in Himachal Pradesh and 36.44% in Tamil Nadu. In Andhra Pradesh, Himachal Pradesh and Tamil Nadu the reason for this could be the absence of target group in some of the Short Stay Homes. The Homes were more or less running like the vocational craft centres and probably there was no necessity of the conducting a medical examination on the inmates. In Kerala also this guidelines was not being observed.

5.1.10 The PEO field team observed that mandatory medical check up immediately on admission could not be strictly taken up in the Short Stay Home. Inmates are sent for medical check up whenever found necessary. It has been felt by most of the Short Stay Homes that with meagre honorarium, the doctors do not give much attention, so that the medical check up within 3 days of admission of the inmates was not always possible. The Department may, therefore consider an increase in the grant for compulsory medical examination and /or have suitable arrangements with government hospitals.

5.1.11 The guidelines provided for blood test for VDRL and vaccination/innoculation for infectious diseases. It was however, found, that inoculation/vaccination for contagious diseases was done only in 13.61% cases. In Karnataka, Rajasthan, Tamil Nadu and Uttar Pradesh, it was reported that there was no practice of providing vaccination from contagious diseases to the inmates.

5.1.12 This may be due to the fact that the guidelines do not specify the names of contagious and infectious diseases against which the inmates have to be inoculated. Since there is no specific mention of the diseases in the guidelines, the Short Stay Homes may not be clear about the implementation of this policy guideline. Hence, the department of Women and Child Development may like to make guidelines more specific and clear and have the necessary arrangements with government hospitals/dispensaries.

5.2 Refusal of Admission

5.2.1 The guidelines state that when a new inmate arrives she should be interviewed by a social case worker to find whether the facilities/services offered at the Institute would address the problem of the applicant. If it is found that the services offered at the institute would not address the problem of the applicant, she should be referred to other suitable institutions.

5.2.2 During the survey it was found that in the year 1996-97, admission was refused in 6.67 per cent of the applications received by the Short Stay Homes. The State-wise break-up of cases refused admission by Short Stay Homes and the duration of stay of the inmates are as under:

Table 5.3

State wise percentage of Refusal of Admission in sample Short Stay Homes and Duration of stay of inmates (1996-97)

Sl No.	State	No. Of Cases admitted	% inmates who stayed more than one year	Percentage refused admission
1	2	3	4	5
1.	Andhra Pradesh	138	25.68	7.26
2.	Assam	125	46.66	Nil
3.	Bihar	109	75.81	18.35
4.	Haryana	40	21.98	Nil
5.	Himachal Pradesh	150	42.05	16.67
6.	Karnataka	79	33.54	17.72
7.	Kerala	76	41.03	22.37
8.	Madhya Pradesh	94	51.67	10.64
9.	Maharashtra	113	20.21	0.88
10.	Rajasthan	332	11.93	Nil
11.	Tamil Nadu	126	7.76	2.38
12.	Uttar Pradesh	54	86.51	Nil
13.	Delhi	153	39.13	3.92
Total States		1589	31.58	6.67

Source: Short Stay Homes Schedule: PEO Survey.

5.2.3 From the above table it may be seen that in the state of Haryana, Madhya Pradesh and Uttar Pradesh the number of cases admitted were quite less, even though the cases refused admission were nil or very less in these states. In Haryana, it was found that the Short Stay Homes were admitting the cases mostly through the institution like police and courts. This could be the reason why few cases were received in these Homes.

5.2.4 In Madhya Pradesh also one Short Stay Home, was restricting admission to only the cases referred by the courts. It seems the official were not aware that other cases could also be given admission in the Home. Due to this reason very few cases were found to be admitted in the Short Stay Home. In the remaining two Homes, it was found that many inmates were staying in the Short Stay Home for very long duration, due to which admission could not be given to the new inmates.

5.2.5 In Uttar Pradesh, it was found that in one Short Stay Home, only two /three new inmates were admitted during the last 3 years. This indicates that the remaining inmates were staying in the Home more or less permanently and it appears that the Home was being run like hostel. This tendency of staying in the Home for long duration should be checked.

5.2.6 The States where more than 40% inmates stayed for more than one year were Assam, Bihar, Himachal Pradesh, Kerala and Madhya Pradesh and Uttat Pradesh. In these States it was found that in some of the Homes, the scheme was not being run strictly as per the prescribed guidelines. In Assam, in one Short Stay Home lack of proper management of the NGO resulted in the mismanagement of the Home. Lack of publicity regarding the existence of the Homes and their objectives could be the reason common to all the Homes where the cases admitted were few in numbers.

5.2.7 The States where the percentage of cases in which the admission was refused was high were Bihar, Himachal Pradesh, Karnataka and Kerala and Madhya Pradesh. The reasons for high rate of refusal is given in the following table:

5.3 Utilisation of Short Stay Homes

5.3.1 It is stipulated in the scheme that the Short Stay Homes with facilities for a minimum of 20 and a maximum of 40 inmates should have an average of 30 inmates. Efforts have to be made, however, to give attention to each individual case. The number of inmates therefore should be controlled by this very vital overriding clause. In case the number of inmates exceeds forty, the Voluntary Organisation should ask for another Short Stay Home in the area. The average number of inmates residing in the Short Stay Homes on the day of visit of the PEO teams, was 22 only. The State-wise break up is in Table 5.5.

Table 5.4

Reasons for Refusal of Admission in Short Stay Homes

Sl. No.	Ground on which Admission refused	No. of Cases refused admission in					Total
		Bihar	Himachal Pradesh	Karnataka	Kerala	Madhya Pradesh	
1.	Cases did not belong of the target group	9	-	14	3	7	33

2.	Shortage of funds	-	15	-	8	-	23
3.	Vacancy not available in the Homes	-	10	-	-	3	13
4.	Services not available in the homes	-	-	-	6	-	6
5.	Due to litigations, anti-social links of the inmates	11	-	-	-	-	11
Total		20	25	14	17	10	86

5.3.2 Table No.5.5 indicates that in none of the States the average number of inmates has exceeded the stipulated number of 40. The minimum number of inmates were found in a Short Stay Home in Rajasthan where only 8 inmates were present. The maximum number of inmates was 33 and were found in one Short Stay Home each in Bihar, Madhya Pradesh and Uttar Pradesh.

5.3.3 It may be observed that in none of the Homes, the number of inmates exceeded forty in order to make them eligible for applying for a new Short Stay Home as stipulated in the scheme guidelines. Short Stay Homes should make efforts to utilise the available infrastructure to its full capacity to justify their administrative/establishment expenses.

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Table 5.5

No. Of Inmates (including Children) Residing in the Sample Homes on the Date of Visit

Sl. No.	States	Average No. of inmates per Home	Minimum No. of inmates found present	Maximum No. Inmates found present
1	2	3	4	5
1.	Andhra Pradesh	27	25	31
3.	Assam	10	9	10
4 .	Bihar	28	19	33
5.	Haryana	22	19	26
6.	Himachal Pradesh	22	15	27

7.	Karnataka	27	23	31
8.	Kerala	19	17	20
8.	Madhya Pradesh	20	14	33
9.	Maharashtra	24	17	30
10.	Rajasthan	15	8	27
11.	Tamil Nadu	26	22	30
12.	Uttar Pradesh	22	11	33
13.	Delhi	30	28	31
All India (Average)		22	-	-

Source: Schedule: PEO Survey Short Stay Homes.

5.4 Board and Lodging

5.4.1 The Short Stay Homes were supposed to take proper care of their inmates. They were receiving rent and maintenance allowance for providing boarding and lodging facilities to the inmates. The position regarding accommodation facilities emerges in the Table 5.6.

Table 5.6

Availability of Living Space, Toilet/Bath

SI No.	State	Per inmate occupied floor area (sq.ft)	Av.No. Of inmates sharing one Toilet/ Bath
1.	Andhra Pradesh	14.4	17
2.	Assam	23.6	13
3.	Bihar	33.3	7
4.	Haryana	18.0	11
5.	Himachal Pradesh	20.1	22
6.	Karnataka	35.4	9
7.	Kerala	43.9	7

8.	Madhya Pradesh	20.2	13
9.	Maharashtra	48.3	10
10.	Rajasthan	34.4	7
11.	Tamil Nadu	35.1	13
12.	Uttar Pradesh	24.9	16
13.	Delhi	12.2	15
14.	All India	28.5	12

Source: PEO Survey:Beneficiary Schedule.

5.4.2 It may be seen from the above table that the homes were quite congested in Andhra Pradesh, Delhi and Haryana. In Rajasthan, the living space per inmate was more because the number of inmates residing in the Homes was very low. In some Short Stay Homes such as those located in Kerala, Maharashtra, Tamil Nadu, Haryana and Uttar Pradesh it was observed that the condition of the accommodation was of poor quality, and the Homes were also located in remote/outskirt areas or in old buildings. In Tamil Nadu, there was problem of seepage in accommodation during rainy season. Low rental provision was cited as a reason for the accommodation not being available in central areas in Kerala, Rajasthan, Tamil Nadu and Uttar Pradesh.

5.4.3 It was observed that food was provided roughly three times a day in the selected Homes. In all the Homes, the food was arranged by the Short Stay Homes and inmates did not have to make any contributions towards their meals. The inmates were themselves cooking their meals in all the Homes except on Short Stay Home where the food was arranged from outside.

5.4.4 The quality of food was reported to be average or good, and on the whole, was found satisfactory. Only in one Short Stay Home located in Himachal Pradesh, it was observed that the inmates are not getting proper food and at times they have to go with only one meal a day. The beddings were also not sufficient and proper in this Home.

5.4.5 It was reported by the Homes that the cost norms were outdated and need substantial revisions. While this is generally true, the Department of Women and child Development may explore if the Short Stay Homes could be run in government buildings as the rents in most cities where the Homes are located may be too high, and it may not be possible for the NGOs to find suitable accommodation within the sanctioned amount.

5.5 Medical Facilities

5.5.1 The scheme stipulates that once an inmate is given admission to a Short Stay Home, she has to be provided with proper medical care whenever required. For medical support, in the guidelines there is a provision of a part time doctor, who is required to attend the inmates on part time basis. The survey in almost all the Short Stay Homes have indicated that their own doctor is available in the home to attend to the routine illness. However, 29 out of 31 reported the utilisation of medical services of Hospitals, private practitioners, charitable hospitals etc. to attend to the routine illness of the inmates. This tends to suggest that the doctors engaged by the Short Stay Homes were not always available to take care of the routines cases.

5.5.2 Only 68.97% beneficiaries indicated that treatment was given to them in case of detection of illness. It may be seen in table below:

Table 5.7

Number provided Medical help at the time of serious illness

Sl No.	Name of the State Total No of Beneficiaries	No. Reported serious illness	No. Provided medical help
1.	Andhra Pradesh 15	2	2
2.	Assam 10	2	2
3.	Bihar 15	3	3
4.	Haryana 10	4	2
5.	Himachal Pradesh 15	5	1
6.	Karnataka 15	2	1
7.	Kerala 15	4	4
8.	Madhya Pradesh 15	10	5
9.	Maharashtra 15	12	2
10.	Rajasthan 12	6	4
11.	Tamil Nadu 15	Nil	Nil
12.	Uttar Pradesh 15	4	4
13.	Delhi 10	4	3
All India		58	33 (56.89)

Source : PEO Survey: Beneficiary Schedule.
(Figure in Parenthesis is percentage)

5.5.4 The above table shows that out of 58 inmates who fell seriously ill only 33 inmates could get the medical treatment. This is a reflection on the inadequacy of the medical arrangement available at the Short Stay Homes. It strengthens the view that the available government infrastructure should be utilised by the Short Stay Homes so that the requisite treatment is provided to the inmates during their illness.

5.5.5 Since medical treatment is an important component of the facilities being provided to the inmates, it is suggested that the linkages should be developed with the State Government Medical Department. Since the stipend of Rs. 500/- was too low to attract a qualified doctor, the medical officer of the local Primary Health Centre or the District Health Officer should be involved in the provision of medical care to inmates. He/She should be included as a member of the Home Committee of the Short Stay Homes. A fortnightly visit to the Homes should be made mandatory for them.

5.6 Linkages with the Government Programme

5.6.1 During the survey it was found that the number of Short Stay Homes availing the benefit of government run programmes for women development and empowerment was quite low. Very few inmates in Andhra Pradesh, Himachal Pradesh and Karnataka Short Stay Homes took advantage of the government programme called Employment-cum-Income Generation-cum-Production Units (NORAD). Similarly in Maharashtra a few inmates benefitted from the programme of Maharashtra State Women Employment Board.

5.6.3 During the survey in Karnataka our teams observed that only in one Short Stay Home excellent linkages were established between the Home, the NGO and various institutes, Government Departments of Karnataka i.e. Karnataka State Women Development Corporation (KSWDC), Karnataka State Finance Corporation (KSFC), DIC and Women and Child Development Department. This was due to the dynamic approach of NGO. A few Short Stay Homes located in Andhra Pradesh, Himachal Pradesh, Madhya Pradesh and Maharashtra were also making use of the Central and State Government run antipoverty/development programmes for women.

5.7 Utilistation of Government/community Resources by the Short Stay Homes During 1996-97

5.7.1 The scheme envisages that the Short Stay Homes make maximum use of the existing community resources public facilities like training centres, employment bureau, recreation clubs, hospitals, dispensaries etc. in ensuring efficient delivery of services by the Homes and rehabilitation of the inmates. It may be seen in Table 5.8 that most of the Short Stay Homes did not make use of the existing community resources like training centres, employment bureau, hospital, dispensaries etc.

5.7.2 It may be observed that hospitals were being utilised by 83.33 per cent Short Stay Homes, whereas recreation centres, theatres, employment bureau, after care institutions, and training centres were being utilised by less than 50% of the Short Stay Homes. The available infrastructure needs to be optimally utilised to keep the cost of running the Homes within reasonable limits. In Haryana the Short Stay Homes had very strong linkages with the local administration and this reflected positively on the performance of the Short Stay Home.

Table- 5.8 Utilistaion of Government/community Resources by the Samples Short Stay Homes During 1996-97

SI No.	Name of the Institute	Percentage of Homes using the facilities
1.	Training Centres	47.22
2.	Employment Bureau	13.89
3.	Recreation Centres	8.33
4.	Hospitals	83.33
5.	Dispensaries	52.78
6.	Theatre	19.44
7.	Police	55.55

8.	Courts	44.44
9.	After Care Institutions	44.44

Source : PEO Survey: Short Stay Home Schedule.

5.8 Home Committee

5.8.1 It is envisaged in the scheme that a Home Committee should be set up for each institution separately representing government and non government agencies to review every case quarterly and decide on the continuation of the stay of the inmate in the Home. A representative of the Director of social welfare in the State is required to be associated with the Short Stay Home Committee.

5.8.2 The records of the Short Stay Home indicated that in most of the cases the Home Committees were constituted, except in Tamil Nadu where they did not even exist. However, it was observed that the Committees were not functioning properly and on an average, held only one meeting every year. Only in Karnataka and Rajasthan, they were active. Since the Home Committees had a vital role to play in the management of the Homes and for rehabilitation of the inmates, revival of these Committees should be taken up on priority basis. To encourage the active involvement of the State Government, the officials of the State Social Welfare Departments should be included on the board of the Home Committee. Medical Officer of the Primary Health Centre or the DHO/CMO can also be included in the Committee for better the functioning of the Homes.

5.9 Performance of Short Stay Homes

5.9.1 The performance of Short Stay Homes can be assessed in terms of the compliance of the design parameters of the guidelines formulated by the Ministry for their optimal functioning. Based on the analysis of the information collected by PEO, the 36 sample Homes can be categorized into three, viz (a) five Home whose performance is satisfactory, (b) eight Homes whose performance is poor and (c) the remaining 23 Homes with mediocre performance.

5.9.2 For better design and implementation of the programme it would be of interest to identify the factors contributing to success and failure. The Homes which were found to be functioning well had the following characteristics:

- i) The NGO Members displayed strong commitment to the social cause and had a missionary zeal to work for the betterment of women.
- ii) NGO Members having women on the executive committee could perform better in this area of work.
- iii) Own contributions of the NGOs also contributed positively in running the Short Stay Home efficiently. NGOs having more experience and better infrastructure were found to be well organised for running the scheme.
- iv) Strong institutional linkages with the state government departments, including the district administration, police, courts, social welfare, women department, and industry department helped the Homes to avail the government infrastructure and make optimal use of the available inputs.
- v) Professional counselling facilities contributed towards quick and successful rehabilitation of the inmates.

5.9.3 The characteristics common to the NGOs not performing well were as follows:

- i. Lack of initiative and involvement of NGO members.
- ii. Poor management of the Home Authorities.
- iii. Absence of involvement of Police and Courts. No linkages with the State Government departments.
- iv. Absence of Home Committees.
- v. Misutilisation of Homes by non-target group, defeating the objectives of the scheme.
- vi. Tendency among the inmates to stay in the Short Stay Home for a long time. This led to the Short Stay Home virtually being converted into permanent hostels.

5.9.4 Keeping in view the above points the following suggestions are made for better functioning and improved performance of the Homes:

(i) Background, experience and objectives of the voluntary organizations should be carefully examined before selecting an NGO. The State government should be actively involved in the selection of NGOs and monitoring of their performance.

(ii) Preference should be given to the NGOs having women as members of the NGO.

(iii) There should be an institutional mechanism by which the state government departments are also actively involved in the affairs of the Home. The Home must have strong linkages with the state government departments and district administration.

(iv) Institutional Counselling facilities should be arranged for the Short Stay Home inmates.

(v) Home Committees should be revived and representative of the State Government (Welfare) Department and the District Medical Officer should be included in the Committee.

(vi) Admission procedures and guidelines should be made very clear and transparent so that only the intended beneficiaries derive the benefit from the Short Stay Home facilities.

(vii) All the cases admitted in the Home should be registered with the Police. This will prevent the use of Short Stay Home by non-target groups.

(viii) To make optimum use of available resources the activities of the Short Stay Homes need to be co-ordinated with those of the various government departments/agencies. This is possible if a state level agency is made responsible for the implementation of the scheme. Perhaps, the State Social Welfare Boards could be asked to implement the scheme through the NGOs and to establish the required institutional linkages with the various government agencies.

Chapter VI

Rehabilitation and Follow-up

Rehabilitation of the inmates contributes an important activity of the Short Stay Homes. The Homes are required to serve as a medium for providing psychological counselling, generating self-reliance through education and vocational training and encouraging self expressions through the activities within the Home. The Homes are also required to follow up the ex-beneficiaries who have been rehabilitated and extend the necessary help and support. An attempt was made to generate the necessary information to examine as to what extent the Homes have been successful in rehabilitating the inmates and whether contact is being maintained with the ex-beneficiaries.

6.2 At the time of analysis, it was felt that the views of the sample of ex-beneficiaries about the quality of services rendered could have been influenced by the Short Stay Homes, as PEO had to depend on the Homes for selection of ex-beneficiaries. To purge such biases, if any, it was decided to have an independent small sample to cross check the quality of response received from the ex-beneficiaries of the original sample. Therefore, after the field survey was completed DWCD was again requested to give the list of ex-beneficiaries for the Short Stay Homes to PEO for sample checking of the quality of responses received in PEO survey. Out of the available list a sample of 53 ex-beneficiaries was selected randomly in the states of Assam, Himachal Pradesh, Madhya Pradesh and Rajasthan for assessing qualitatively their perception of the services being rendered by the Homes. While most of them found gaps in the delivery of services by the Homes, as reflected in the analysis of the functioning of homes all of them were unequivocal about their utility as a temporary shelter at times of distress for women and girls. They would have been happier, had the Homes provided better quality training and rehabilitative services.

6.3 Vocational Training and Economic Rehabilitation

It is stipulated in the scheme that once granted admission, the women are to be given the required services which would include apart from other services, occupational and diversional therapy. The Vocational Training Programmes in the homes should have linkages with the training facilities available in other organisational set up outside the Homes. The various Vocational Training Programmes implemented by the Government may also be availed of.

Accordingly, it has not been possible to address the issues relevant for rehabilitation of SS Homes inmates. It is suggested that the Department Women and Child Development select a random sample of ex-beneficiaries and canvass the questionnaires (designed by PEO) for this purpose through their own officers so as to bring out the impact of the scheme more clearly. It was found during the survey, that the vocational training is provided in all the Homes, although it was found to be given only in some traditional chores like tailoring, knitting, cooking, embroidery, typing, weaving, pickle making etc. which have very less employment potential. These are taught by the vocational and craft teachers in most of the SS Homes. The courses in which the inmates received training is shown in the following table :

Table 6.1

Types of Vocational Training availed by Inmates

Sl. No.	States	Sl. No.	Subject/ Craft in which trained
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No.		Inmates received Vocational training	Tailoring & Embd.	Handicraft	Short Hand/ Typing	Other Training Programme
1.	Andhra Pradesh	14	14	2	1	-
2.	Assam	10	10	4	-	1
3.	Bihar	15	15	1	1	-
4.	Haryana	8	8	-	-	-
5.	Himachal Pradesh	10	6	4	-	-
6.	Karnataka	11	11	5	-	2
7.	Kerala	9	9	-	1	-
8.	Madhya Pradesh	11	11	5	-	-
9.	Maharashtra	11	11	6	1	-
10.	Rajasthan	8	8	-	-	4*
11.	Tamil Nadu	9	9	1	-	-
12.	Uttar Pradesh	13	13	-	2	-
13	Delhi	9	5	3	4	3*
Total		138 (100.00)	130 (94.20)	31 (22.46)	10 (7.25)	10* (7.25)

* include training in Radio Repairs, Anganwadi, Computers.

Source: PEO Survey, Beneficiary Schedule.
(Figures in parentheses indicate percentages)

6.3.3 It may be stated here that in some Homes in Delhi and other big cities like Chittoor, Chennai, Mumbai inmates are allowed for preparation and appearing in matriculation board examination and university examination. Eligible inmates are allowed to get training in typing, shorthand and computer courses outside the Home also.

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Table 6.2**Inmates Trained & Provided with Employment**

Sl. No.	States	Total No. of beneficiaries	No. Received training	Trained inmates who received employment
1.	Andhra Pradesh	15	14	Nil
2.	Assam	10	10	Nil
3.	Bihar	15	15	4
4.	Haryana	10	8	5
5.	Himachal Pradesh	15	10	4
6.	Karnataka	15	11	Nil
7.	Kerala	15	9	Nil
8.	Madhya Pradesh	15	11	Nil
9.	Mahrashtra	15	11	1
10.	Rajasthan	12	8	3
11.	Tamil Nadu	15	9	5
12.	Uttar Pradesh	15	13	Nil
13.	Delhi	10	9	2
14.	All India	177	138 (77.97)	24 (17.39)

Figures in parentheses are percentages.

6.3.4 The above table reveals that after joining the Home out of 138 inmates only 17.39% could get employment mostly in traditional courses. However, it may be pointed out here that since the majority of the inmates required the services of the SS Homes upto the period of one year, the efforts of the Homes need to be more focussed and concentrated on the aspect of rehabilitation and settlement. It is also a fact that the limitation of finance, low education levels of girls, the varied attitudes and interests of the inmates are some of the factors which genuinely put limitations on the efforts of the Homes in skill up gradation and creation of employment opportunities. In Chennai, no vocational-cum-craft teacher has ever been appointed because the authorities feel that there is no need for full-

time craft teacher to serve the floating population and this work was performed by the Superintendent, who was trained in handicraft.

6.3.5 It has been discussed in Chapter V that in the State of Assam, Bihar, Himachal Pradesh, Kerala, Madhya Pradesh, Uttar Pradesh and Delhi about 40 per cent of the inmates stayed for a longer period of more than one year. It reflects on the poor rehabilitation efforts of these SS Homes. It could be seen in the above table that since sufficient employment opportunities were not arranged by the Homes in most of these States due to various factors specified above, it is felt that counselling and psychological advice could be helpful in speedy settlement and rehabilitation of the inmates. This view also gets strengthened from the fact that since the majority of the inmates required the services of the Short Stay Homes upto the period of one year only, the efforts of the Homes need to be concentrated and focussed more on the aspect of rehabilitation and resettlement rather than vocational training exercises which in some cases were misutilised, leading to the distortion in the objectives of the scheme. Therefore, it is recommended that professional counselling should be imparted intensively in these Short Stay Homes.

6.4 Follow-up Efforts of the Short Stay Homes

6.4.1 The scheme indicates that there should be proper follow-up studies on discharged residents to ensure a smooth re-integration into the community and the family. Public awareness should be created for the rehabilitation of women discharged from these Homes. The Institution should have a proper and effective follow-up programme and case records should consist of notes at least for 5 years after discharge. For this purpose the voluntary organizations running these Homes should make earnest efforts to find suitable individual placement as well as to educate people regarding the objectives of the Homes. The Short Stay Homes have stated that they could undertake the follow up measures only in 50.34% cases. This may be seen in table 6.3 given below:

Table 6.3

State-wise percentage of cases Followed-up during 1996-97

Sl. No.	State	Percentage of Cases followed-up
1.	Andhra Pradesh	45.18
2.	Assam	NA
3.	Bihar	70.00
4.	Haryana	94.44
5.	Himachal Pradesh	16.67
6.	Karnataka	92.75
7.	Kerala	44.87
8.	Madhya Pradesh	NA
9.	Maharashtra	61.70
10.	Rajasthan	52.52
11.	Tamil Nadu	60.44
12.	Uttar Pradesh	40.58
13.	Delhi	55.56
14.	All India	50.34

It may be seen in the above table that in Haryana, Karnataka and Bihar the follow-up could be undertaken in more than 70% of the cases.

Out of 36 Short Stay Homes, 8 Homes stated that follow-up could not be undertaken due to shortage and delay in the release of funds. 10 SS Homes indicated that due to change of the address or migration of the inmate, far off distance of the residence of the discharged inmates, the follow-up was not possible. Among other reasons cited for lack of follow-up were: non-requirement of follow-up measures in some cases, lack of staff and transport and lack of co-operation from the family members.

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3. M.I. Farooqui	
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6. Shri Dharmender Singh Sajwan*	Tabulation Clerk
7. Smt. Nalini Borker	Tabulation Clerk
II. Stenographic, Computer and Secretarial Assistance*	
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2. Kanta Kalia	UDC

FIELD TEAM

B. REOs/PEOs

Name of Region and States	Sr. Research Officer/ Project Evaluation Officer/ Research Officer	Economic Investigators Grade-I &II and LDCs
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Smt. Nutan Raj, Deputy Adviser		Shri D.N. Mothghare Shri D.K. Bangar
REO-Jaipur (Madhya Pradesh/ Rajasthan)	Shri G.D. Joshi	Smt. S.K. Choudhary Shri Virender Singh Shri Amar Chand Shri P.C. Yadev

Annexure –I

No. of Short Stay Homes sanctioned (since inception of Programme) and actually functioning on 01-08-1998

State	No. Of Homes Sanctioned so far	No. Of Short Stay Homes closed/ not functioning	No. Of Short Stay Homes in operation
1. Andhra Pradesh	54	12	42
2. Andaman Nicobar	1	-	1
3. Arunachal Pradesh			
4. Assam	8	2	6
5. Bihar	19	1	18
6. Goa	2	1	1
7. Gujarat	8	1	7
8. Haryana	9	3	6
9. Himachal Pradesh	4	1	3
10. Jammu & Kashmir	3	-	3
11. Karnataka	14	1	13
12. Kerala	13	1	12
13. Madhya Pradesh	12	-	12
14. Maharashtra	41	11	30
15. Manipur	6	1	5
16. Orissa	30	5	25
17. Punjab	6	1	5
18. Pondichery	2	-	2
19. Rajasthan	12	4	8
20. Sikkim	1	1	-
21. Tamil Nadu	27	5	22
22. Tripura	6	2	4
23. Uttar Pradesh	36	12	24
24. West Bengal	35	5	30
25. Chandigarh	2	-	2
26. Dadara Nagar & Havelly	1	-	1
27. Delhi	3	-	3
28. Un identified	3	3	-
Total	361	74	287

ANNEXURE -II

List of Sample Short Stay Homes selected for the Study

ANDHRA PRADESH

1. UADYASRI Mahila Samajam
Guntur.
2. Kavuru Charitable Trust
Gudivada
Krishna District.
3. Peoples Action for Social Services
10-12, Maruthi Nagar,
Tirupathi West
Chittoor District.

ASSAM

1. Association for Social Health in India
Assam State Branch
Sunderpur
Guwahati-5
2. Bhartiya Adimijati Sevak Sangh
Assam Branch
Tarun Nagar
Dispur
Guwahati

BIHAR

1. Self Employed Women's Association (SEWA)
Mithila
Mangrauni Road
Madhubani (Bihar)
2. Sister Nivedita Memorial Trust
Jakkanpur
Patna
S.S.H. at Hajipur
District Vaishali.
3. Bihar Rehabilitation & Welfare Institute
P-84/HIG Flat
Block-7, Flat No. 8, Bahadur Pore,
Patna.

HARYANA

1. Social Defense League
Kothi No. 2052
Sector-15-C
Chandigarh
(S.S.H. at Karnal)

2. Social Defense League
Kothi No. 2052
Sector-15-C
Chandigarh
(S.S.H. at Faridabad)

HIMACHAL PRADESH

1. Deen Bandhu Seva Mandal
P/O Bhalwan
Teh. Sarkaghat
Mandi District
(S.S.H. At Kullu)

2. Bhartiya Adimjati Sevak Sangh
Himachal Pradesh State Branch
Village Jamli, P.O. Lajran,
Tehsil Barsar
Hamirpur-176049

3. Association for Social Health in India
Caning Gordan
Koth No. 3
Shimla-2

KARNATAKA

1. Bhartiya Adimjati Sevak Sangh
Gurkul Vidya Peetha
P.O. Kengari
Karnataka.

2. Bhartiya Adimjati Sevak Sangh
C/o Dr. Steevans Mentally Retarded Curative School Building
D.C. Compound
Karnataka
Dharwar-1

3. River Valley Organisation Trust
Srirangapathnam
Mandya District

KERALA

1. Family Welfare Society
Padivjarethara
Wyand.

2. Association for Social Health in India,
Shantiniketan,
T.C. 17/245,
Trivendram.

3. Mujahid Education Trust
P.O. Down Hill
S.S.H. AT Kotapachi
Malapuram
7/852, S.M. Street
Calicutt District

MADHYA PRADESH

1. Association for Social Health in India
M.P. State Branch
Ram Kui
Lashkar
Gondewali Road
Gwalior

2. Bhartiya Adimjati Sevak Sangh
Sahu Niwas, Dudhandi
Forest Colony, Shanti Nagar
P/O Kanker
Baster District (MP)

3. Bhartiya Adimjati Sevak Sangh
14, Tulsi Vuhar
Seva Nager,
Gwalior

MAHARASHTRA

1. Association for Social Health in India
Sukh Shanti Mangien,
Mankhured,
Mumbai

2. Ganesh Shikshan Prasark Mandal
Ahemdpur,
Latur

3. Bhartiya Adimjati Sevak Sangh
Balshikshan Vibhog Short Stay Home,
Matru Sewa Mandir,
M.G. Vidya Mandir

Malegoan Camp,
Nasik

RAJASTHAN

1. Rajasthan Women's University Association
Jaipur

2. All India Women's Conference
Bal Seva Sadan Building
Dhani Nadi
Bhajan Ganj
Ajmer (Rajasthan)

3. Rajasthan Pradesh Bhart Sewak Samaj
Baba Harish Chandra Marg
Chand Pole,
Jaipur

TAMIL NADU

1. Association for Social Health in India
531, Thiruvandandapuram St.
Rajapalayam-17
Chennai

2. Madras Christian Council of Social Service
Chennai

3. Trichurapalli Multipurpose Social Service Society
Trichurapalli
Chennai

UTTAR PRADESH

1. Motilal Memorial Shikshan Sansthan
Kanpur

2. Bhartiya Adimjati Sevak Sangh
Station Road, Near Shri Ganesh Talkies
Shikohabad
District -Ferozabad.

3. Gram Seva Niketan
295/23, Asharfa
Lucknow

DELHI

1. Shakti Shalini
J-3, Jangpura Extn.
New Delhi

2. War Widows Association
Aruna Asaf Ali Marg,
Qutab Institutional Area
New Delhi

3. All India Women's Conference
6, Bhagwan Das Road,
New Delhi.

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Annexure-III

List of Non-Existing /Non-Functional Short Stay Homes

Sl. No.	Name of the Home	Status
1.	Girijan Sewa Sangam Nilkanthapuram Vetapalam, District Prakasam (Andhra Pradesh)	Reported to be Non-Functional
2.	Savitribai Utkarsh Mahila Mandal, Borivali, Mumbai	Reported Non-Functional
3.	BAJSS, Panorion Ki Madri, Udaipur	Non-Functional since November, 1997
4.	BAJSS, District Wynad Kamatti, Kerala	Non-Functional since September, 1997
5.	War Widows Association Qutab Institutional Area, New Delhi	Found- Non-functional on the date of visit

ANNEXURE -IV

List of NGO Sponsoring the Sample Short Stay Homes.

Name of the NGO		Location District/States
1. BAJSS		
i)	Tarun Nagar	Guwahati (Assam)
ii)	Jamli, Hamirpur	Himachal Pradesh
iii)	Kengari	Bangalore (Karnataka)
iv)	Dharwar	Karnataka
v)	Kanker	Baster (Madhya Pradesh)
vi)	Sevanagar	Gwalior (Madhya Pradesh)
vii)	Shikohabad	Ferozabad (Uttar Pradesh)
viii)	Malegoan Camp	Nasik (Maharashtra)
2. ASSHI		
i)	Sunderpur	Guwahati (Assam)
ii)	Caning Gordan	Shimla (Himachal Pradesh)
iii)	Shanti Niketan	Poojapuram Trivendram (Kerala)
iv)	Lashkar,	Gwalior (Madhya Pradesh)
v)	Sukhshanti and Mankhurd	Mumbai (Maharashtra)
vi)	Rajapalayam	Chennai (Tamil Nadu)
3. AIWC		
i)	Bapnughar	Bhagwan Das Raod, New Delhi
ii)	Dhani Nadi	Ajmer (Rajasthan)
4. Social Defence League		
i)	Gandhi Griha,	Karnal (Haryana)
ii)	Gandhi Garha,	Faridabad (Haryana)
5. Others		
i)	PABC Tirupathi	West Chittoor (Andhra Pradesh)
ii)	KCT,	Gudivada Krishna (Andhra Pradesh)
iii)	Udaisri Mahila Samajaim	Guntur
v)	S.N.M.T.,	Jakkanpur, Hajipur (Vaishali) Bihar
v)	SEWA	Mithila (Bihar)
vi)	BR&WI Bahadurpore	Patna (Bihar)
vii)	DBSM Sarkaghat	Mandi (Himachal Pradesh)
viii)	RVOT Sriranga Patnam	Mandya District (Karnataka)
ix)	MET Kotapachi	Malapuram (Kerala)
x)	FWS Padijarethara	Wynad (Kerala)
xi)	GSPM Ahmedpur	Latur (Maharashtra)
xii)	Mahila Alpa Awasgrah	Malviyanagar (Jaipur-Rajasthan)
xiii)	RUWA	Jaipur (Rajasthan)
xiv)	MCCSS	Chennai (Tamil Nadu)
xv)	T.M.P.S.S.	Trichurapalli (Tamil Nadu)
xvi)	GS. Niketan Asharfa	Lucknow (Uttar Pradesh)
xvii)	M.M.S.S.	Kanpur (Uttar Pradesh)
xiii)	Shakti Shalini	J-3, Jangpura Ext., New Delhi.