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Community Planning for Intervention for Victims of Domestic Violence:
Adaption of the Model from Kassel, Germany,
for Disadvantaged Urban Neighbourhoods in Pune City, India

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Erklärung

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Kassel, den 17. November 2006

Debjani Pal Choudhuri

Kurzfassung

Häusliche Gewalt gegen Frauen ist eine weltweit verbreitete aber in ihrer Tragweite unterschätzte Menschenrechtsverletzung innerhalb des Privatbereichs der Familie. Sie tritt in unterschiedlichen Formen auf und erfordert deshalb verschiedene Arten von Hilfe und Unterstützung für die Opfer. Die Aufgabe, diesen komplexen und multidimensionalen Erfordernissen gerecht zu werden, kann nicht allein von einen Agentur bewältigt werden, sondern sollte koordiniert von diversen Stellen und Einrichtungen erfolgen. Gerade in der „urban underclass" Indiens sind häusliche Formen der Gewalt gegen Frauen zu finden.

Gegenwärtig gibt es in indischen Städten Bemühungen vonseiten der Stadtentwicklungsbehörden zusammen mit nicht-staatlichen Organisationen und internationalen Initiativen, die Lebensbedingungen der städtischen Unterschichten zu verbessern. Zusammen mit der baulichen und infrastrukturellen Verbesserung von Elendsquartieren werden auch die sozialen Probleme, wie Gewalt in privaten Bereich thematisiert. Vor dem Hintergrund des bereits vorhandenen Erfahrungsaustauschs über Stadterneuerung in benachteiligten Quartieren zwischen Deutschland und Pune ((*Forum Städtesolidarität Bremen – Pune e.V.*), stellt die vorliegende Forschungsarbeit einen weitern Schritt dar für die Entwicklung von „change-for-the-better" – Modellen, die sich von Deutschland aus auf Städte wie Pune übertragen lassen.

In dieser Forschungsarbeit wird das Phänomen häuslicher Gewalt von einer interdisziplinären Perspektive aus behandelt. In einem ersten Schritt wurde in Kassel eine Untersuchung des Netzes der der verschiedenen Organisationen durchgeführt, das sich mit dem Problem der häuslichen Gewalt und den Bedürfnissen und der Rehabilitation ihrer Opfer befasst. Jede der Organisationen zur Unterstützung von häuslicher Gewalt Betroffener, die am Netz in Kassel beteiligt ist, verfügt über spezifische Fähigkeit um mit dem Phänomen von Gewalt umzugehen. Dieses spezifischen Fähigkeiten, der am Netzwerk beteiligten Gruppen und Organisationen wurde empirisch untersucht. Wichtig war dabei die Frage, wie ein wirksames Modell von Empowerment der Opfer aussehen könnte, zur Unterstützung und Rehabilitation der Opfer und Überlebenden der häuslichen Gewalt und ihrer minderjährigen Kinder. In einem weiteren Schritt wird die Anwendbarkeit dieses Modells in den benachteiligten städtischen Gebieten in Pune geprüft und als erfolgreich übertragbar angesehen.

Abstract

Domestic violence against women is a worldwide pervasive yet under-recognized human rights violation, occurring within the private domain of the family. Domestic violence against women occurs in various forms simultaneously producing various requirements by the victim. The intervention to these complex and multi-dimensional requirements cannot be accomplished by any one agency, but should be addressed by a co-ordinated response from the society. Domestic violence is ever present and is found among the "urban underclass" in living in slums in India.

Presently, in Indian cities, there are such coordinated efforts, from the urban development authorities, along with non-governmental organizations and international initiatives, to improve the living conditions of the urban under-class, living in disadvantaged urban spaces like slum. Along with the physical emancipation of the slum neighbourhoods, the social requirements of these areas are also taken into consideration as frontline issues. Considering the background of already existing exchange of experiences of slum development work from Germany to Pune (*Forum Städtesolidarität Bremen–Pune e.V.*), the present research is the step further for social 'change-for-the-better' models, from Germany to the cities like Pune, with special focus on empowerment needs, for the victims of domestic violence, among women belonging to die urban under class living in slums.

In this research the phenomenon of domestic violence was dealt with from an interdisciplinary perspective. A survey was made of the network of various organizations that operates in Kassel city to respond to the needs of the victims of domestic violence and their rehabilitations issues. Each of the intervening organization participating in the network in Kassel possesses individual capacity to deal with the phenomenon of violence. These individual organizational capabilities were explored along with how the integrated effort of the organizations results in an effective victim empowerment model, to form a methodology to be implemented towards support and rehabilitation of the victims and survivors of domestic violence and their dependent children. Applicability of this model is explored for the victims living in the disadvantaged urban spaces in Pune city, India.

To my father

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CHAPTER 1

1 Introduction

1.1 Violence against women

Violence against women is the most pervasive yet under-recognized human rights violation in the world (Ellsberg & Heise, 2005) [1]. Until recently, most governments have considered violence against women (particularly "domestic" violence by a husband or other intimate partner) to be a relatively minor social problem. Presently, due to the women's movements, and the efforts made by the various women's organizations, and the evidence provided by research done at national as well as international levels, all kind violence inflicted against women is recognized and treated as a global concern.

Violence against women is one of the most pervasive violations of human rights in all societies. On a continuum, it exists from violence perpetrated by husbands or other member of the family to violence against women as a weapon of war (WHO, 2005) [2].

A group of international experts, convened by WHO in February 1996, agreed that the definition adopted by the United Nations General Assembly provides a useful framework for the Organization's activities and academic research. The definition is also adapted for this study to explain violence against women. The *Declaration on the Elimination of Violence against Women* (1993) defines violence against women as "any act of gender-based violence that results in, or is likely to result in, physical, sexual or mental harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life." This encompasses, *inter alia*, "physical, sexual and psychological violence occurring in the family and in the general community, including battering, sexual abuse of children, dowry-related violence, rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women, forced prostitution, and violence perpetrated or condoned by the state" (UN, 1993) [3].

1.2 Domestic violence: The Phenomenon

The first issue that needs to be confronted in researching domestic violence is the definition of the term. There has been a lack of consistency between researchers, policy makers and public representatives, over the relationship and the types of behaviour that should be included under the rubric of 'domestic violence'. With respect to relationships, 'domestic' can be referring to violence that occurs in the context of marriage and co-

habitation between heterosexual partners, between siblings, between parent and child. Domestic violence has been the term most favoured in policy making areas, because it is seen as covering all domestic relationships (Smith, 1989) [4]. In this work, the focus has been on violence perpetrated on women by their husbands or their in-laws (in a joint family).

The second problem of definition relates to 'violence'. What constitutes this violence? According to Mooney (1993, 1994, 1996) [5,6,7] this has two levels: as to how the different researchers define violence and how the various definitions women themselves make. According to Bograd (1988) [8], wife abuse is the use of physical force by a man against his intimate cohabiting partner. Violence may quantitatively change the nature of intimate relationships even if they were characterized previously by the presence of sever psychological abuse. Violence threatens the physical safety and bodily integrity of the women, and intensifies and changes the meanings of threats and humiliation.

Domestic violence is not just hitting, or fighting, or an occasional mean argument. It is a chronic abuse of power. The abuser tortures and controls the victim by calculated threats, intimidation, and physical violence. Actual physical violence is often the end result of months or years of intimidation and control (Newton, 2001) [9]. Newton defines domestic violence as violence between adult intimate partners. Though the definition seems simple enough (it is widely accepted in the law enforcement community), the application of the definition varies quite significantly from organization to organization, state to state, and country to country. It is a pattern of coercive behaviour in which one person attempts to control another through threats or actual use of physical violence, sexual assault and verbal or psychological abuse.

Domestic violence is violence that occurs within the private sphere, generally between individuals, who are related through intimacy, blood or law[1]. Despite the apparent neutrality of the term, domestic violence is nearly always a gender-specific crime, perpetrated by men against women.

According to the myth of the family as a sanctuary of tranquillity and harmony, domestic violence is a veritable incongruity, a contradiction in terms. Violence shatters the peaceful image of the home, the safety that kinship provides. None the less, the insidious nature of domestic violence has been documented across nations and cultures worldwide. It is a universal phenomenon (Coomaraswamy, 2005, UNIFEM 2004) [10, 11].

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1 For the present study only the kind of violence inflicted by the husband and the in-laws, is taken into consideration.

Domestic violence is violence that occurs within the private sphere, generally between individuals who are related through intimacy, blood or law. Despite the apparent neutrality of the term, domestic violence is nearly always a gender-specific crime, perpetrated by men against women. When the reverse occurs and women strike out against their male partners, such incidents barely influence statistics of the gender-specific nature of domestic violence.

Domestic violence is often, problematically, labelled "family violence". Discussions on family violence have failed to include the broad range of women's experiences with violence perpetrated against them by their intimates.

Domestic violence exists as a powerful tool of oppression. Violence against women in general, and domestic violence in particular, serve as essential components in societies which oppress women, since violence against women not only derives from but also sustains the dominant gender stereotypes and is used to control women in the one space, traditionally dominated by women, the home.

This study proceeds with an effort to expose its various forms and dimensions, and the absence of proper intervention strategies in India in form of shelter homes and other advocacy and civil society organization, keeping with the 'United Nations Declaration on the Elimination of Violence Against Women', which in article 2, defines violence as encompassing, but not being limited to "physical, sexual and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation".

Domestic violence perpetrated against women by husbands and in-laws, has long been a matter of silent suffering within the four walls of the home. The basic understanding of domestic violence as a personal issue has limited the extent to which legal resolution to the problem can be actively pursued. In most societies, domestic violence against women has not been perceived to be a crime. However, as a result of feminist advocacy within the arenas of international human rights and development, social responsibility for domestic violence is slowly being acknowledged in many parts of the world (Duvvury, 2002) [12].

In India, for example, research and academic findings on this phenomenon of family violence is still scarce. But nonetheless, domestic violence has emerged as a serious issue of concern in the Indian subcontinent, henceforth giving rise to advocacy in the shape of academic research, documentation, legislations, preventive strategies and finally organizing sustainable shelters for the victims of the act.

Violence against women has been recognized as one of the eleven critical areas of concern by the Indian government in its 1995 country report for the 'Fourth World Conference on Women', at Beijing (Mitra, 1999) [13]. The 1975 report on the 'Status of Women in India', did not even document the violence against women as a chapter. Hence, in the 1995 Beijing conference, the recognition of violence against women as a crime and henceforth giving it a public platform was a paradigm shift. Today violence against women in India is perceived as a punishable crime. Yet, very few concrete estimates of the magnitude and the extent of violence exist in India. A very small fraction of violence against women, are reported under the legal classification of cruelty, torture and dowry deaths. In the crime records of 2001, torture and cruelty by husbands and in-laws constituted a major percentage among all kinds of crime against women reported under the 'Indian Penal Code' (NCRB 2001) [14].

Domestic violence, strips women of their most basic human rights, the right to safety in their homes and community and, carried to the extreme, it may kill. Despite its cost in lives, health, emotional well-beings, and work productivity and its impact on other socio-economic variables, domestic violence tended and still tends to be a 'crime of silence'. This ensures that information about domestic violence is sketchy and, as a consequence, the perpetrators often escape accountability and continue to commit violent acts. It is only but recently that the situation is improving in most countries and violence against women is recognized as a serious social issue demanding investigation, including cross cultural research and change. It affects all family members. Those most affected are women and children. It has a deep effect on any community as it can be physically and psychologically damaging. It has been identified as a major social problem in India.

For women, violence is a phenomenon that starts at conception and carries on through their entire life span.

In India, pre-birth selection and consequent infanticide is a common occurrence and the preference for a male offspring widespread. Discrimination continues by way of access to adequate food, prompt medical facilities, burden of housework, care of siblings and so on leading to lack of education and consequent lack of awareness and empowerment and imparting of skills. Adolescence brings with it the complete withdrawal of the little freedom of mobility, fear of and occurrence of sexual assaults; both within and outside of the family. Early marriages and early child bearing and the disastrous consequences of the same, on the health of women, further compound vulnerability. In India specifically, child marriages further accentuate the girl's vulnerability. For a lot of women, the reproductive age is punctuated with physical, mental, and emotional abuse by their husbands. Millions of Indian women face severe harassment due to unfulfilled dowry demands and many are victims of homicide and are even driven to suicide. All these foster a deep and

inescapable sense of dependency in women who are left with no alternative but to continue to live with/depend on abusive partners for want of any other choice. Additionally, women constantly need to negotiate their space and contend with abuse at the workplace too. An important fact is that a woman may experience violence either once in one of her life-cycle phases or be continually exposed to multiple instances of violence at various points in time. It has, however been established beyond doubt that wife battering is probably one of the most endemic forms of violence against women.

Domestic violence arises from patriarchal notions of ownership over women's bodies, sexuality, labour, reproductive rights, mobility, and level of autonomy. Deep-rooted ideas about male superiority enable men to freely exercise unlimited power over women's lives and effectively legitimise it too (Pal Chaudhuri & Ramanamma 2002) [15]. Violence is thus a tool that men use constantly to control women as a result of highly internalised patriarchal conditioning which accords men the right to beat their wives and thus ostensibly perform the duty of chastising them. The unequal and hierarchical gender relations manifest itself clearly in the familial set-up and are accentuated by clear demarcation of sex roles and sexual division of labour. Violence within the home constitutes, more often than not, a 'private' affair because of the high value attached to family as an indisputably sacrosanct social institution. In fact, this belief disables rightful cognisance of the fact that more often than not, the family, in reality, is the site of and the root of unequal gender relations and oppression of women. This in fact, puts violence, (which is systematically meted out to women within the family) above public scrutiny, thereby creating a public/private dichotomy with respect to violence against women. Not surprisingly, thus, marital violence, especially woman battering goes largely unnoticed or more importantly, hushed. It has also been quite apparent for a long time now that violence against women within the family does not constitute an occasional, rare incident, but is a regular systemic and structural manifestation of social control. One of the main causes for the non-recognition of wife battering as a serious social crime has been the fact that the phenomenon has been shrouded in myths and stereotypes which need to be debunked to enable an understanding of family violence. These range from viewing battered women as mentally disturbed or sick individuals, barterers as products of an abusive environment; and violence as a result of abuse of drug and alcohol.

Most studies on violence against women indicate that

- The perpetrators of violence against women are almost exclusively men;
- Women are at greatest risk of violence from men they know;
- Women and girls are the most frequent victims of violence within the family and between intimate partners

- Physical abuse in intimate relationships is almost always accompanied by severe psychological and verbal abuse;
- Social institutions put in place to protect citizens too often blame or
- Ignore battered women.

1.3   Domestic violence in India

Domestic violence may be defined as systematic use of violence and abuse to gain power and control over a partner – in the present case wife (Vasaria 2000, Omvedt 1990, Subadra 1999) [16,17,18]. Domestic violence or family violence occurs in all social classes and all cultures. It includes physical violence, all forms of aggressive and unwanted sexual contact, and non-physical abuse such as verbal, psychological and emotional abuse as well as neglects, threats (also at times against children) and harassment. Typically the abuse escalates over time and in particular situations (Krishnaraj, 1991) [19].

Findings among all cultures and communities reflect women belonging to certain group are more vulnerable to violence within the family, and are more likely to be victims of domestic violence. There are higher records of domestic violence among low-income families (Sood, 1989, Vasaria, 2000) [20,16]. In India and in many other countries with traditional cultures, women endure domestic violence to a large extent, (until it gets unbearable) due to the prejudice attached to this social phenomenon. It is only recently with the new laws and various policies introduced, that women discuss the issue in public and look for help.

Domestic violence against women is increasingly gaining prominence in both national and international platforms as a human rights violation, requiring interventions by the state and voluntary agencies. These interventions towards the private sphere of the home have expanded the scope on the human rights discourse (Poonacha, V and Pandey, D. 1999) [21]. The global campaign for the elimination of domestic violence against women in the recent years indicate the enormity as well as the seriousness of the atrocities committed against women that are being witnessed through out the world. Development along with its progressive changes in the personal life style, living standards, varies economic growth caused by rapid urbanization and changes in the social ethos contributes to a violent attitude and tendencies towards women which has resulted in an increase in crimes against women both within the four walls of the homes and in the larger society. The women's movement has made such incidents visible in the common eye and today such incidents are a matter of serious concern and its control is necessary, so that women attain their rightful place in society, receive their rightful share of resources and live in dignity, freedom and peace. Hence this battle against the crime commit against women in

society and in the family has to be waged by the various section of the society. The causal factors of domestic violence against women are multi-dimensional hence the combat should also be interdisciplinary in nature. The intervention should come and has been coming from various avenues in society through campaigns and various programmes with social support along with legal protection, safeguards the reforms in the criminal justice system.

The family, as a social institution, has been explored from varied perspectives within frameworks of various disciplines (Vidhya, 2003) [22]. In Indian culture and life, the family and the bonds between the family members have always been glorified and mythologized. In recent years, feminists scholarships has produced new descriptions of family experiences and have conceptualised family process and structures in ways that challenges the traditional notion of the family, challenged the cultural notions of the safe home and protective family. It has been mentioned above that, in India, the family, as an institution have been always overvalued and mythologized. It is only in the late 20th century (the later part of 1970 and onwards) that the feminist scholarship has new descriptions of family experiences and has conceptualised family process and structures in ways that have challenged traditional notions about the family. Domestic violence or violence against women and young girls within the family is an issue that challenges the otherwise cultural notions such as 'safe home' and 'protective family' (Koss 1994, 2000, Ahmed-Ghosh 2003) [23,24, 25].

The identification of domestic violence as a global-social problem is attributed to the battered women's movement in the western world, followed by our own (Indian) women's movement since the late 1970s. The research studies they have inspired have indicated the detrimental and continuing impact, which domestic violence can have (Gelles and Strauss 1988, Strauss 1990; Stark and Flitcraft 1996, Jejeebhoy 1997 & 1999, Mahajan 1990, Omvedt 1990) [26,27,28,29,30,17]. According to Stanko (Stanko, 1990) [31], with the drastic change within the institution, if family along with various structural changes, the lives of women now rests on a continuum of insecurity and uncertainty.

It is important to understand the distinct nature of violence that become apparent in the home between intimate partners of the family unit. This is precisely related to the specific circumstances provided by the private, along with mystified and protected family environment, and hidden behind internalised images of idealized family unity.

Domestic violence is not unique to India nor it is a recent phenomenon. It has been reported from almost every country. But in India what is unusual is the resistance to its elimination by society at large and society's lack of recognition of it as a serious issue. What is recent is the courage of women to face up to domestic violence and this is happening not just women as organized groups but as individual woman too, well aware

about the consequences 'she' would have to face for going public (Ahmed-Ghosh, 2004) [25]. In India with the backdrop of a patriarchal social structure, the tradition of treating the family as a sacred institution, and the uneven gender expectations, this defiant movement to expose domestic violence has created the space for a trans-disciplinary debate and discussion of the issue.

The recently developed human rights approach, motivated by the feminist vision, attempts to raise awareness of domestic violence as a human rights issue. Despite this visibility, however, domestic violence continues to be perceived as a 'private' crime masked in the silence of implicit public sanction (Agnes 1990 & 1995; Vindhya 2003) [32, 33, 22].

Violence against women, as a lifetime experience – violence against women and girls is a major human rights concern (WHO 2005, Campbell et.al 2002)[2, 34]. Women experience abuse throughout their lifecycle – during infancy, childhood and/or adolescence, or during adulthood or older age. Domestic violence is just one amongst many forms of violence against women. In India there exists various forms of domestic violence – from sex selective abortion (the aborting of female foetuses) to intimate homicide, girls and women can encounter numerous oppressions during infancy, childhood, adolescence, adulthood, and as elders. Some of these are confined to one stage in the lifecycle, some continue into subsequent stages. Violence against women is more than physical, sexual, economic and emotional abuse; it is also about continuously living in an atmosphere of fear, misery, loss, mistrust, humiliation and despair. The lives of abused women are darkened by the cultural burdens of shame and devaluation. Rather than isolating domestic violence from other forms of violence experienced by women, Lori Heise, Jacqueline Pitanguy and Adrienne Germain (1994) [35] propose looking at partner violence as part of ongoing, systematic, and pervasive violence throughout the life cycle of women, from prenatal to old age. Looked at from this perspective, domestic violence becomes part of a broader framework of violence against women.

For instance:
- During the prenatal stage, women experience battering during pregnancy, coerced pregnancy, and sex selective abortion
- During infancy, girl babies go through emotional and physical abuse, differential access to food and medical care; or can be victims of female infanticide
- In childhood, girls are physically abused and neglected, sexually abused by family members and strangers, forced into child marriages, prostitution and trafficking; experience genital cutting
- In adolescence, young women experience dating violence, workplace abuse, sexual harassment and rape, can be economically coerced into sex

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- During a woman's reproductive years, there is abuse by intimate partners, marital rape, partner homicide, psychological abuse, workplace abuse, sexual harassment, and abuse because of disabilities

- In old age, elder women experience widow abuse, abuse in institutional settings, and abuse by adult children or spouses.

Domestic violence is just one amongst many forms of violence against women. Encountering violence in life for Indian women is process from the cradle to the grave. From the aborting of female foetuses to intimate homicide, girls and women can encounter numerous oppressions during infancy, childhood, adolescence, adulthood, and as elders. Some of these are confined to one stage in the lifecycle, some continue into subsequent stages. Violence against women is more than physical, sexual, economic and emotional abuse; it is also about living in a climate of fear, misery, loss, mistrust, humiliation and despair. The lives of abused women in India are shadowed by the cultural burdens of shame and devaluation. These abuses are experienced in the context of additional oppressions based on race, ethnicity, age, sexual orientation and gender identity, type of labour being performed, level of education, class and caste.
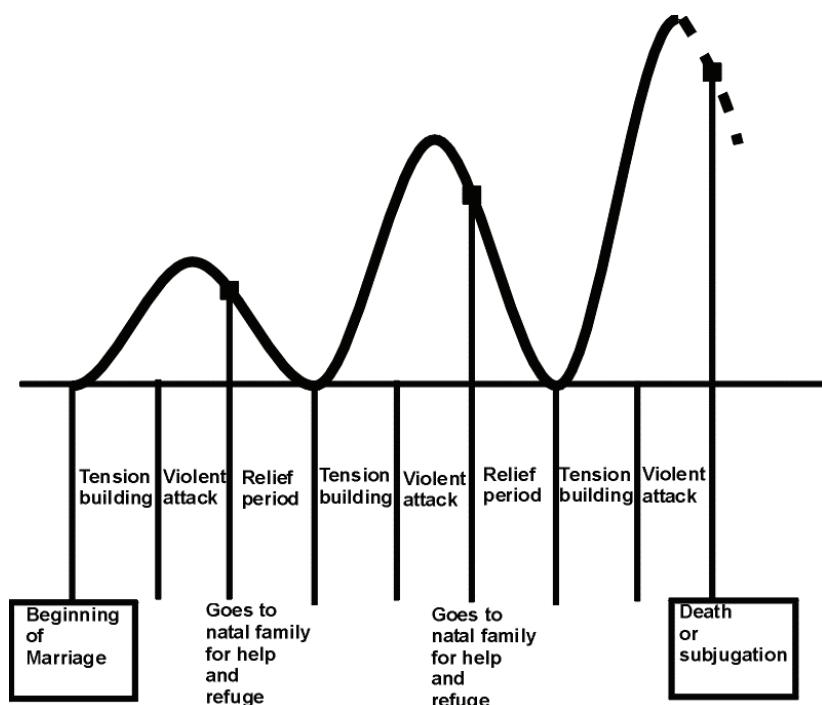
Figure 1.1 Recurrence of domestic violence

Figure 1.1 represents the beginning and the cyclic recurrence of domestic violence in the post marriage period of women. It is evident from the nature of the curve that the occurrence of marital violence and tension is a continuous phenomenon in the life of women (*Mahila Sarvangeen Utkarsha Mandal,* MASUM, a non government organization,

Pune India)[2]. Development is about protection of human rights of the concerned populations. It pre-supposes active participation of the populace in the decision-making processes while social justice remains one of the most important and cherished goals of development. However, contradictions do remain as a result of various processes not only among nations at a global level, but also significantly within sections of population within a country. People continue to be marginalized on the basis of class, religion, ethnicity, colour, and sex and in India specially, on the basis of caste. Discrimination and exploitation on the basis of gender constitutes a serious issue, which effectively means that half the human race is unable to realise its potential and condemned to sub-optimal standards of existence. This problem has received worldwide attention and several efforts have been made to bridge the seemingly ever-widening gap. Yet, even after years of efforts to integrate women into the mainstream development processes, the affectivity of the same remains to be questioned owing to a multitude of factors, which aid the continued marginalization of women. Women's access to education, health, employment and political spaces still remain distant goals in many nations of the world. One of the most serious impediments to women's development is the phenomenon of continuing and increasing violence against them. Needless to say, this constitutes a serious violation of women's human rights. Violence against women is one of the most significant, yet little understood and acknowledged factor, instrumental in the phenomenon of marginalization of women in the development processes. Gender violence manifests itself in various forms – female foeticide and infanticide, sexual abuse, incest, molestation, sexual harassment at work and on the streets, marital rape, domestic violence in the form of wife assault and woman battering. In some places, there exist culture-specific forms of violence against women, like female genital mutilation in some African countries and harassment/murder/beating for dowry in India. Of all the forms of violence that women face, domestic violence remains the least reported and largely suppressed.

1.4 *Statistics on crime against women in India*

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 evens 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

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2 MASUM works with the oppressed, marginalized and minority groups with an emphasis on their participation in all activities and programmes. It aims at creating awareness about various forms of exploitation and abuse faced by the underprivileged and the minority groups in the community and help them organize themselves to deal with these problems. MASUM is a development group with a feminist perspective and a democratic approach. MASUM works on the issues of Health, Domestic Violence, Women's Resource Development and Self-Employment, with rights approach.

development of women in India has been in the centre stage of developmental planning right from independence. Despite this, atrocities on the women are on the increase.

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 rates. States/ Union territories, 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.

Political and social violence has been an ever-present factor in the Indian sub-continent almost as in other continents and countries. As many of us are now aware, violence against women (especially against those who are married) has been a long-standing problem, but previously hidden. The social construct of the divide between public and the private underlies the hidden nature of domestic violence against women. The traumatic experience of abuse and dehumanisation is suffered without words and concepts that capture such experience. A culture of silence often shrouds violence, which women suffer.
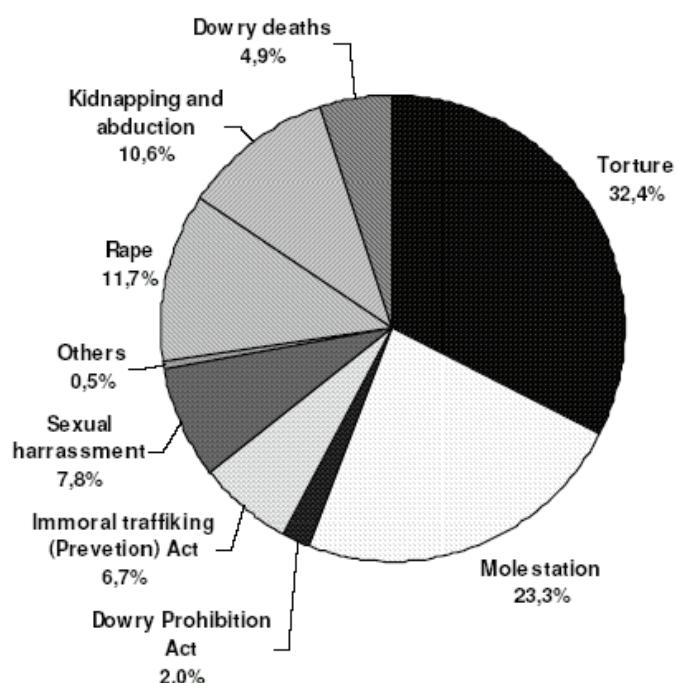
Figure 1.2 Percentage distributions of various crimes against women during year 2000

(Source: National Crime Research Bureau (2001) [14])
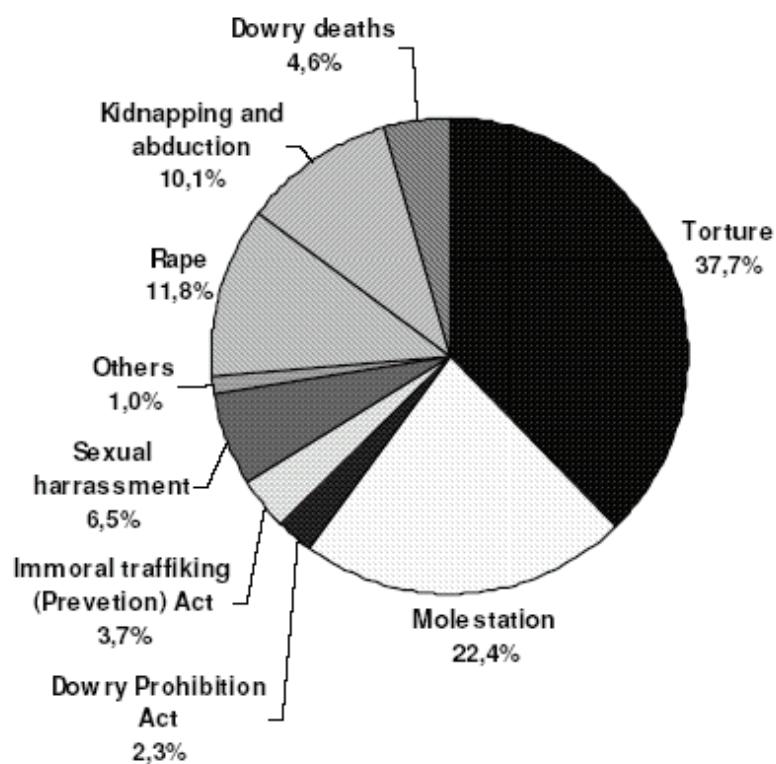
Figure 1.3 Percentage distributions of various crimes against women during year 2004

(Source: National Crime Research Bureau (2004) [36])

Domestic violence is culturally accepted, rationalized and tolerated. It is matter of serious concern that this phenomenon has not ceased to accentuate with the ushering in of the process of liberalization and globalisation, with high growth rates in the economic sector and with multi-pronged advancements in the realm of science and technology. In fact, what occurred was its exact opposite. It appears to development professionals, civil society and the government executive that our growth in the past decade has been lopsided. In the urge of making India an economic super power we did not take into consideration the social side of economics. Thus, the 'National Crime Records Bureau Report 2001' unfolds a grim picture at the end of first decade of our experimentation with economic reforms and the fifth decade of the creation of our republic. Except for incidence of crime under "Dowry Prohibition Act" "Importation of Girls" and "Kidnapping and Abduction" where one can clearly discern trends of positive decline, in others it is accentuation between 1998 and 2000. One can quite logically contest the aforesaid by arguing that with the increase in population, an increase in the numbers pertaining to crime are bound to increase. But then what blocks the scope of any such contestation, is the fact that "Crime against Women'' reported an increase of 4.1% and 3.3% over previous years of 1999 and 1998 respectively.

When it is interposed with the Indian national population growth of about 2%, it becomes distinct that crime and violence against women is annually increasing by around 50% or more than it. The idea is not to advocate the creation of a "leviathan" but combating the forces, the agents, and very ideas by concerted civic action and through our strongest weapon – gender sensitisation.

Research on domestic violence in India have until now remained confined to the types, magnitude and the extent of violence. The feminist activists and the NGOs in collaboration with the urban planning and development authorities are now propagating discourses on the refuge shelters for the victims of domestic violence. Social workers, academicians and civil authorities have identified that the research on violence against women remains incomplete without planning for a safe space for the victims and their dependent children and providing for the various factors needed for their rehabilitation. Hence now in India there is a paradigm shift in the research on the phenomenon of violence from mere statistics to the establishment of the structural preventive measures in shape of refuge shelters. Hence at this juncture this ongoing research advocates for refuge shelters for the marginalized women living in the disadvantaged urban neighbourhoods in the *Aundhgaon* area of Pune city.

Domestic violence in India is still considered as socially acceptable. Despite public awareness and campaigns, criminal laws (in process), and the rise of anti-domestic violence rhetoric, violence against women has remained an acceptable from dominance and control that supersedes the rule of law. It is widely believed that women are the property of men and therefore are sexually abused and physically brutalized, justified through cultural values and sanctioned as ethically permissible.

1.4.1   Statistics on domestic violence against women in India

Statistics presented in this section is with special reference to domestic violence against women and in dowry deaths and cruelty by husbands and in-laws in India. Like most offences, crime against women (CAW) is steadily on the rise in India. Out of the total number of crimes, reported in the India, seven per cent constitute CAW. The all-India rate, number of crimes per 100,000 of the population reported to the police, was 13.8 during 1999. The mentioned numbers are the reported cases, however, many crimes are not reported (Menon, 2002) [37].

'The National Crime Record Bureau' (NCRB), located at New Delhi under the 'Ministry of Home Affairs' (MHA), Government of India, is a nodal agency committed to the use of information technology for modernization of Indian police. It accounts for all sorts of crime committed in India. Since the year 1990, till the latest published report of 2001, crime against women has been one are of focus. The specific section of the reports focus on all

sorts of crime committed against women in India, e.g. rape, kidnapping and abduction, dowry deaths and torture in terms of cruelty by husbands and in-laws. The following table 1.1, represents a steady increase of the rates of crime committed against women since the year 1996 to 2001 against the total recorded crime under the 'Indian Penal Code' (IPC) in the country.

Table 1.1 Proportion of crime against women (IPC) towards total IPC crimes**

S. No.	Year	Total IPC Crimes	Crime against women (IPC cases)	Percentage
1	1996	17,06,576	1,05,274	6.2
2	1997	17,19,820	1,10,183	6.4
3	1998	17,78,815	1,19,012	6.7
4	1999	17,64,629	1,23,122	7.0
5	2000	17,71,084	1,28,320	7.2
6	2001	17,69,308	1,30,725	7.4
7	2002	17,80,330	1,31,112	7.4
8	2003	17,16,120	1,31,364	7.6
9	2004	18,32,015	1,43,615	7.8

**Source: NCRB (2004), Crime Against Women, Delhi: Ministry of Home Affairs, Government of India.

The above data source of NCRB (2004) represents the escalation in the number of recorded crime against women in India, under the IPC. The above representation shows a steady increase in the over-all crime rate against women between the years, 1996 – 2004. As mentioned earlier, the NCRB, over the years have been chronologically documenting crime in India. But for the requirement of the present research, only domestic violence against women as in dowry deaths and cruelty by husbands and in-laws has been accounted for.

The figures, 1.4 and 1.5 presents statistics on domestic violence against women in 6 of the high-risk states in India. The first of the three tables represents data from the year 1990-1992, while the following three tables represent data from the years 1997, 1998 and 2001 respectively.

The statistics in the table represents two categories of domestic violence against women, namely dowry deaths and cruelty by husband and in-laws.
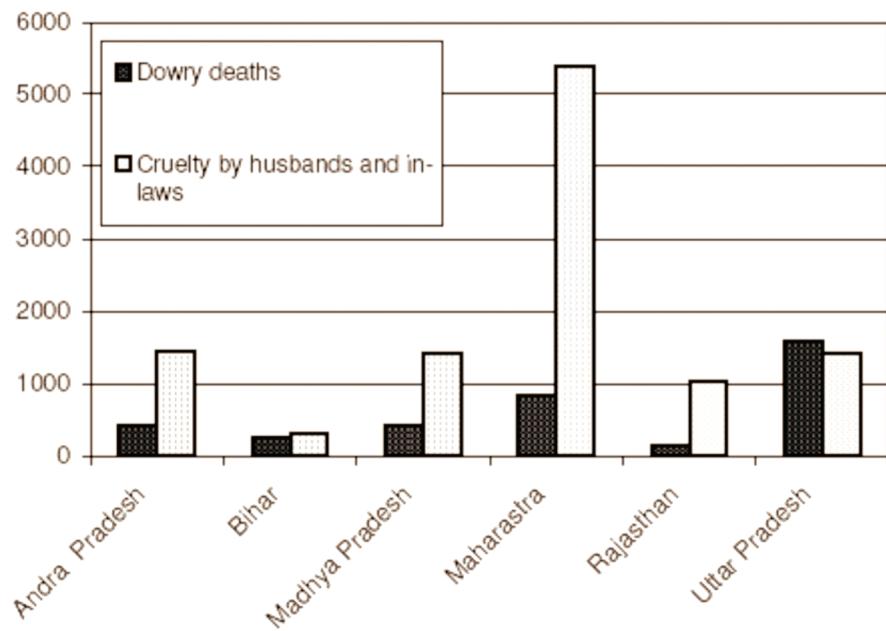
Figure 1.4 Incidence of domestic violence in major states in India (1991)

(Source: NCRB (1992), Crime Against Women, Delhi: Ministry of Home Affairs, Government of India [38].)
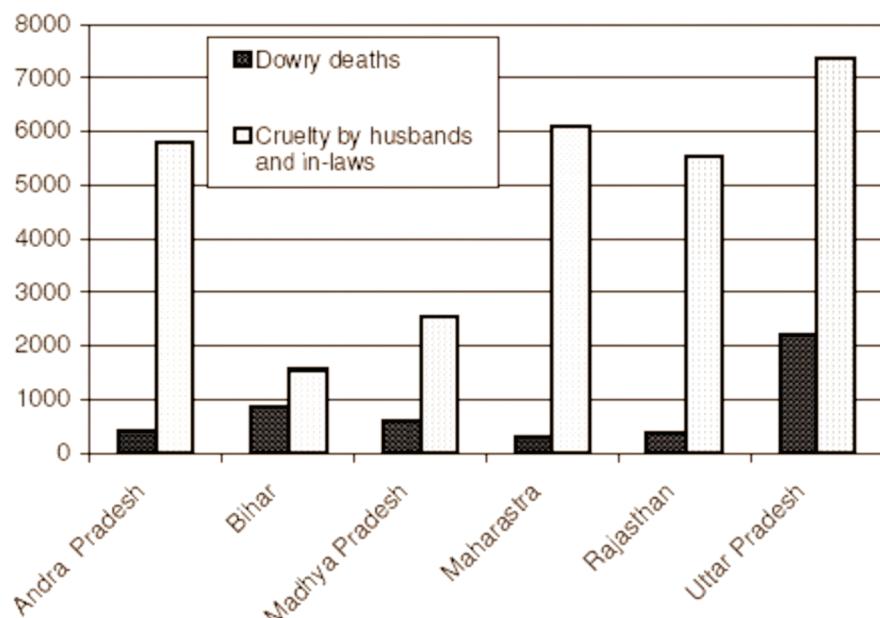
Figure 1.5 Incidence of domestic violence in major states in India (2001)

(Source: NCRB (2002), Crime Against Women, Delhi: Ministry of Home Affairs, Government of India. [39])

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A comparative analysis of Fig. 1.4 and Fig.1.5 shows the reported cases of domestic violence against women in the 6 high-risk states.

Table1.2 **Reported Incidence of violence against women in two main cities in Maharashra**

Sr. No	City	Population In Lakhs	Dowry deaths			Cruelty by husbands and in-laws		
			Incidence	Rate	Percentage (%)	Incidence	Rate	Percentage
1	Pune	37.56	2	0.1	0.4	147	73.9	2.4
2	Mumbai	163.68	18	0.1	3.2	198	1.2	3.2

(Source: NCRB (2001), crime against women, New Delhi: Ministry of Home Affairs, Government of India [14])

1.5   Refuge and network of services for victims of violence

The refuge stands at the heart of the battered women's movement and is important for a variety of reasons. For the women it serves as a physical space where she can temporarily escape from violence, find safety and make decisions about her own life. Contact with other women (with similar problems of family violence), helps to overcome isolation and the sense of being the only one with a violent partner. For the movement, it provides the physical location from which to organize and serves as a base for practical and political thought and action. Refuges, vividly illustrates women's continued dependence in marriage and economic disadvantage where they much rely on a man for the basic necessity of accommodation. It raises most powerfully the issue of women's autonomy by illustrating so clearly their present state of dependence, upon others: husband, family, the state or charity for the material basis of daily existence. Thus, according to (Dobash and Dobash, 1992) [40] the shelter homes, itself becomes a fundamental means by which feminist politics is developed, sustained and rekindled within the context of the problem itself and in close contact with the daily life of its sufferers. The refuge provides an almost unique opportunity for creating a change for women who have been victims of family violence but also stretches beyond those who seek refuge. The provision for a physical space so thoroughly enmeshed in the problem itself and in the lives if the women and the refuge workers is unique for the most social movements.

Historically the refuge has often, rather always served as a heaven for the women in distress and those without means of support.

The most powerful and supportive statement made about the refuge shelter comes from the women who live in violent relationships and who are looking for an alternative safe space for them.   This was imperative during the preliminary survey done with the distressed women living in violent relationships in the *Aundhgoan* slum, as a starting point

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or rather onset of this research. The comments of the women living in violent relationships within the slums, itself illustrates the need for an alternative safe shelter. It is not only a question of safety, but along with it, it is an end to isolation, companionship from loneliness, sense of solidarity, independence and mutual assistance are concepts and themes that ran through the responses of the women when interacted with.

1.6 Why Kassel was chosen

There were a couple of reasons for selecting Kassel, for conducting the research. Firstly, the requirement of the study was a model that along with the shelter home for women would encompass all the various services needed for victim rehabilitation. Given the magnitude of the violence problems and the number and scope of the factors that influence its occurrence, no single agency can deal with the requirements of the victims alone. The Alliance establishes mutually supportive violence prevention strategies across agencies to ensure independent efforts reinforce each other. The Alliance is a platform that provides high-level exposure and multisectoral voice that can help local, regional, national as well as international participants to achieve policy-level changes and implement effective interventions to address social and political risk factors. Hence a line of investigations was to be followed. The '*Aktionsbündnis*' – Action-alliance against domestic in Kassel provided with an appropriate example of a collaborative structure, an initiative to combat domestic violence against women, protection of the victims and their rehabilitation. This structure provided for a good platform to learn the action taken on the phenomenon of domestic violence, learn the collaborative work performed by the network of organizations.

The second requirement was the existence of a shelter home, and the possibility to observe it in close proximity to learn about the day-to-day activities and the life of the victims of violence within the shelter home and their process of rehabilitation. This exercise was important to understand the various requirements of the victims - during the stay at the shelter as well as the further requirements during the rehabilitation process.

These two aspects provided with a very strong infrastructure for the research to be conducted.

1.7 Established western social formulas in India

The applicability of western social models in India has an age long history. To name of the most significant one is the British system of education, the British parliamentary system of government etc. Nonetheless, India, especially Pune city has a long history of partnership with the German city of Bremen. Bremen and Pune enjoy a partnership between cities of a kind. This partnership began as a project in 1976, the Bremen working group of the international child aid organisation "*Terre des hommes*" had begun to provide aid to

handicapped children in the two and a half million city of Pune. The group, along with the 'Bremen Overseas Research and Development Organisation' (BORDA), soon started supporting self-support projects, introducing biogas technologies in the villages of the region and providing aid for the improvement of living conditions of slum dwellers. Especially, the biogas project, that was quite different from traditional development aid (in the sense of "charitable donations"). With the introduction of adapted technology of this sort two problems could be tackled simultaneously. Large sections of the population in developing countries suffer from an acute scarcity of firewood. For the women in the rural areas around Pune, this meant that they often had to spend many hours daily foraging for firewood. They could not, therefore, work at home. Apart from this, cow-dung was often used in place of firewood, thus depriving the fields of manure for fertilisation.

With the introduction of biogas installations of a simple design, both problems could be solved. This method also had another important side-effect - the people in Bremen and Pune became curious about each other, and developed interest in the life and achievements of their two cities and on the whole there has been a lot of effort improving the living conditions in Pune city with a special emphasis on the slum conditions.

Friendship societies have been founded in both Pune and Bremen since 1980. Apart from working on the various social, educational and economic projects, they cooperate in trying to bring together the different cultures and overcome mutual prejudices (Scherf, 1998) [41]. They organise seminars and conferences, and provide a meeting point for other NGOs and communities, for example to the international campaign "Cities and Development Cooperation".

The end result is that the two cities and the two cultures have come closer. Since 1983, the universities of both cities have been cooperating in the fields of social, cultural and environmental science and development along with the above-mentioned disciplines. This example thereafter encouraged other initiatives and scientific research

After more than three decades of rigorous scientific research on domestic violence against women and children from various perspectives, works propagating the housing for the victims are still a missing essay in India. Though there are isolated incidents of such research advocating for the safe housing for the victims but there in no special reference to the marginalized women living in slums. The significance of the study lies in the fact that it tries to layout a plan for the safe shelter and support mechanism for the victim of domestic violence among the urban under class. The work tries to propagate a methodology of collaborative action among organizations at all levels in the society to combat family violence and to help rehabilitate the victims of violence. A safe shelter is among other needs is an important parameter in the research on domestic violence. But

alone the safe shelter is not enough. Hence the various intervention initiatives by the different organizations in Kassel were studies to have an idea to layout a similar plan of action and action alliance for the poor slum women of Pune city.

In the earlier section it has been mentioned about the various developmental initiatives by Germany, in Pune city. Emphasis has also been laid in improving the living condition of the slum population by this initiative. With this background, advocating for domestic violence shelter homes for the slum women in Pune and an action alliance to provide support needed for the victims of violence is significant inclusion to the ongoing discourse on domestic violence against women.

1.8   Layout of chapters

The study is documented in eight chapters, followed by the appendix and references. Chapter I, discusses, violence against women in general, domestic violence in particular and also deal with the definition of the term. The introductory chapter deals with the state-of-the-art on domestic violence in India along with statistics on crime committed against women in India with a special focus on domestic violence. The chapter further deals with the recommendation for the need of shelter homes for the women belonging to the urban under class. The introductory chapter also tries to justify the reason for conducting the work in Germany, documenting the long tradition of western (German in particular) social developmental formulas along with justifying the significance of the study.

Chapter II deals with a description of Pune city. Beginning with locating the city in the larger map of India, the chapter looks into the evolution of the city, along with the growth and development of slums in the city over time. After dealing with the structure and growth of Pune, the focus turns towards the *Aundhgaon* slum, which is the target area, where the work need of the research had initiated and where the results will be implemented with the help and co-operation of various organizations in Pune city.

 Chapter III discusses the theoretical background applied for the work. The chapter discusses theories on gender oppression along with collaborative planning theory, further discussing the network power in collaborative planning as the model extracted for implementation in Pune city is meant to function only on the principles of dialogue and collaboration with one another.

Chapter IV presents a discussion on the gender dimension in planning and a need for the inclusion of the gender dimension in planning. It also discusses gender needs and the estate policy towards women, further concluding with the identifying planning as social mobilization and a learning process.

Chapter V discusses the methodology used in the research for data collection and further analysis of the data, throwing an overview as to how the research was conducted.

Chapter VI deals with the analysis of the qualitative data collected for the research exploring the each organization to have a clear picture as to the various organizations and their individual endeavour towards eliminating domestic violence from society simultaneously creating support and advocacy services to help the victims. The chapter gives special focus to the autonomous women's shelter home for a vivid understanding of the institution for similar implementation in other cultural conditions.

Chapter VII illustrates the victim empowerment model placing all the organizations as an alliance and illustrating the flow of information within and between them. Collaboration among the organizations for better support for the victims and elements necessary for a successful co-ordination are also documented in this section.

Chapter VIII presents the concluding remarks of the research and indication of further research possible continuing from this work.

CHAPTER 2

2 Pune

Pune, earlier called 'Poona' is the eight largest cities of India and is located in the western part of the country. It is one of the most important cities of western India and is aptly called the `Queen of Deccan'.

2.1 Topography and climate

Pune is located in the western Indian state of Maharashtra It is the 8th largest city in India with a population of 4.5 million, and the second largest in the state of Maharashtra. It is located roughly 160 kilometres east of Mumbai at an altitude of 560 metres above sea level. It is situated at the eastern edge of the western-ghats on the Deccan plateau. Pune is also the cultural and educational capita of the state. It is located at 18°32' North 72° 51' East, near the western margin of the Deccan Plateau. It lies on the leeward side of the Sahyadri ranges and the 'Western Ghats' (The Western Ghats are a mountain range in India. They run along the western edge of the Deccan Plateau, and separate the plateau from a narrow coastal plain along the Arabian Sea). Pune is situated on the banks of the confluence of the 'Mula' and 'Mutha' rivers at an altitude of over 1800 ft above the sea level. The 'Mutha' river also forms the western boundary of the city. The 'Mula' river meets the 'Mutha' river at the north-eastern tip of the city. This confluence is known as 'Sangam' in the local language. This joint forms the northern boundary. The eastern part of the city was bounded by the 'Bhairoba nala' – which is a small stream flowing into the main river. There is an upward slope towards the southern and south-eastern parts towards the 'Sinhagag' and 'Bhuleshwar' hills. It is mainly a plateau region and lies in the rain-shadow region of the western-ghats. Rainfall is usually periodic in this region. The city is surrounded by hills on the east and the south. The Simhagad-Katraj-Dive ghat range is the southern boundary of the urban area. The highest point within the city is the Vetal hill (800 m) whereas the highest point of the urban area is the Simhagad fort (1400 m) (Sawant, 1978, Nalawade, 2000) [42, 43].

2.2 Locating Pune

Pune is located in the western state of Maharashtra. The following maps of India defines the spatial location of Pune.

Figure 2.1 Map of India indicating state of Maharashtra

(Source: Maps of India)
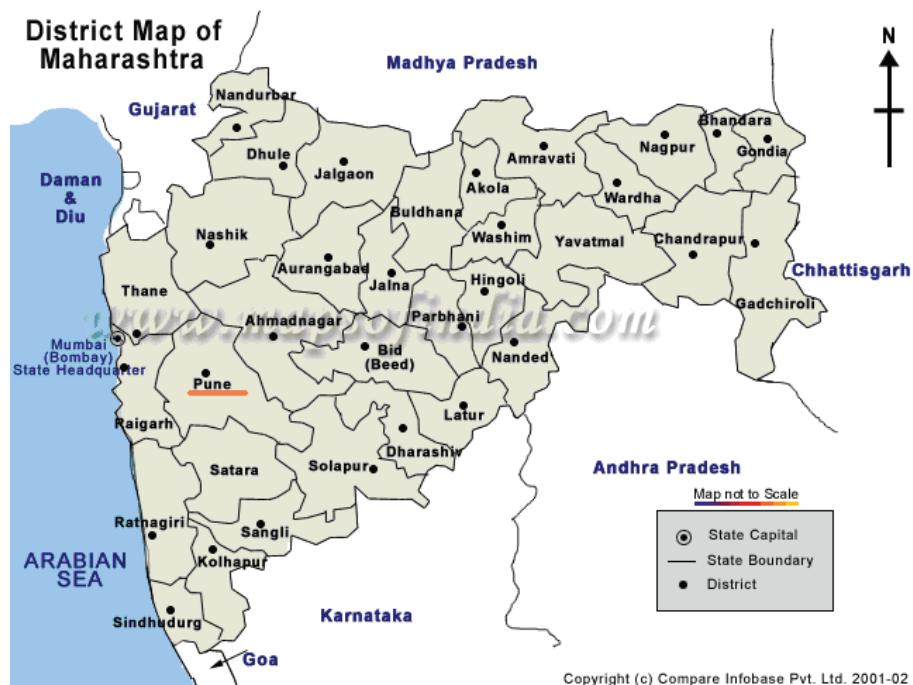
Figure 2.2 Map of the state of Maharashtra indicating the district of Pune

(Source: Maps of India)

Pune in western Maharashtra showing the four physical divisions:

1. Konkan coastal plain

2. Western Ghats escarpment or Sahyadris as it is known in the local language

3. Maval or the Hilly transitional zone between the western ghat and the plateau

4. Deccan plateau region or Desh
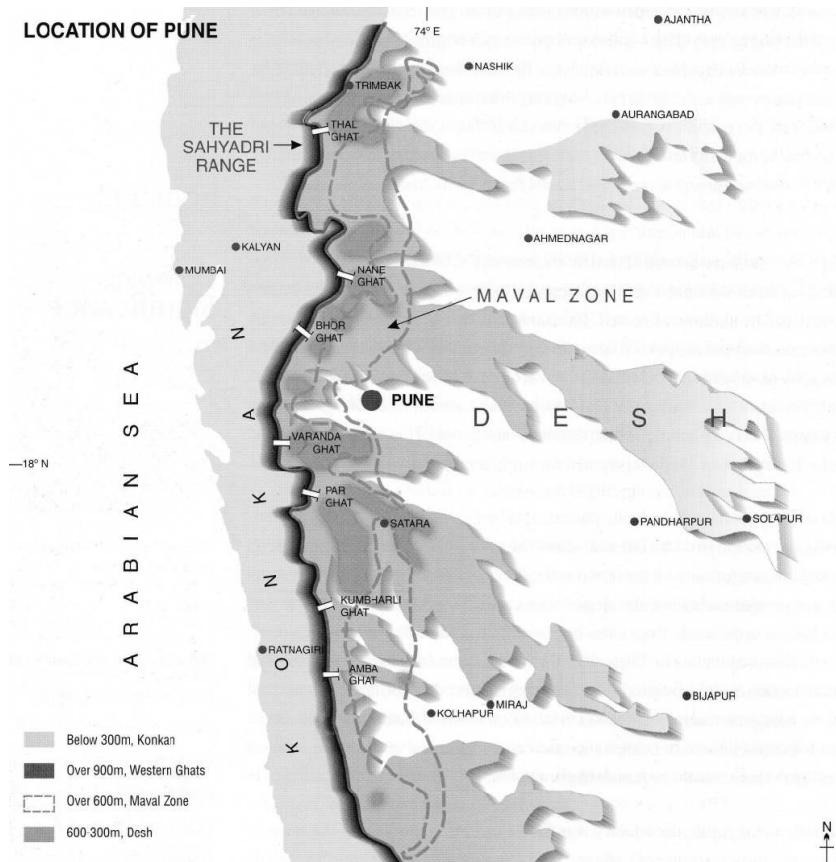
Figure 2.3 Topographical location of Pune

(Source. Diddee et al. 2000 [44])

The climate is typical monsoonal, with three distinct seasons- summer, monsoon and winter, as elsewhere in India. The mean daily maximum and the mean minimum for the hottest month - May is 37° C and 23° C, respectively. During the month of December it is 30° C and 12° C, respectively. The relative humidity ranges from 36% in March to 81% in August. Three fourths of the annual rainfall of 70 cm occurs in just four months from June to September (Nalawade, 2000) [43].

In the past two decades, Pune has experienced an urban growth. Urbanization is taking place all over India in past two decades, and the city of Pune is no exception. Pune's rapid urban development has been accompanied by a series of problems, which required immediate attention (Diddee et al. 2000) [44]. Pune is the eighth largest city in India with a population of 4.5 million. The Indian census report, of 2001 shows that Maharashtra is the

most urbanised state in the country with 42.4 per cent of its population or 41 million people living in urban centres. As against this, the urban population in the country is only 28 per cent. Maharashtra is also one of the more progressive states in the country. Within Maharashtra the western part, which includes Bombay (now known as Mumbai) and Pune is more developed than the rest of the state. A study of an important city such as Pune is a pointer to the form that smaller urban centres are likely to take in future as the country urbanises (Bapat, 2005) [45]. Pune has a long-standing urban tradition, first as an historical centre of pre-colonial urbanism, then as an important military centre during British rule and, in independent India, as a rapidly growing contemporary industrial centre and today a centre of information technology and biotechnology (Nalawade, 2000) [43]. After 1950 a diversified modern manufacturing sector grew in and around the city. In consequence there has been a steady influx of population in causing a rapid growth of population in the area. Pune is now a metropolis with a population of nearly 4.5 million. Over the past five decades while there has been more or less rapid growth of production and income, the city has witnessed a growing competition for available employment opportunities that resulted from migration from all parts of the country, hence causing an overall increase in population of the city. It has also witnessed a growing incidence of slums and squatter settlements associated with an increasing inadequacy in the overall coverage provided by urban services. Determined and/or forced in varying degrees to face this situation, government has been extending its effort to cope with "urban problems" and in particular with degradation in slums and squatter settlements. These extensions can be generalised and the nature, content and limitations of the 'public learning" involved assessed. Such an understanding is an important requisite for both the more adequate formulation of public policy and the more effective intervention of social action.

2.3 Structure and Growth of Pune

Pune was first mentioned in the 8th century copper plate inscriptions. It was a settlement situated on a raised plateau on the southern bank of the river Mutha. Although it was the main settlement in the area, its hinterland was neither rich in agriculture nor densely populated, nor was it on any important trade routes. What determined its location was the site of a strategically important ford (a shallow part of a body of water that may be crossed by wading), on the river Mutha (Bapat, 2005) [45]. From the late 13th to the early 17th century it was under the Muslim rule. During 1630, Pune became a centre of a major Maratha Kingdom. During this period it gained prominence as an important political and military centre. The end of the 18th and the beginning of the 19th century saw the collapse of the Maratha power. In 1817 Pune came to be governed by the British and remained under their control till 1947 when India became independent.

The structure of Pune illustrates a number of distinct elements: the indigenous city, the colonial military station (popularly known as the cantonment area) and the suburban planned development and the present IT parks (information technology centres). In addition, there are more than five hundred unauthorised slums that have grown over time (Bapat, 1981, Bose, 1977) [46, 47].

2.3.1 Pre-Colonial Capital

The indigenous city grew on the south bank of the river Mutha. Under the Muslims, until the early 17th century, it was a fortified town. After mid 17th century as it became a major political and military centre of the Maratha Kingdom, Pune saw a turbulent period for more than a century. The town evolved to suit the defence needs as well as the prevailing technology, cultural institutions and indigenous social and family structure. In the days without motorised transport, the city was compact with buildings close to each other along narrow, winding streets and alleys, some of them are still found in the present days in the old city area. Several functions, such as residence, trade, and storage and craft industry were closely intermingled. Its essential structure derived from the occupation of different areas by distinct social and ethnic groups and not through clearly differentiated land use. This pattern of development segregated the population regarded as socially inferior (untouchables) from the rest. They occupied and still occupy locations away from the main town (Bapat, 2005) [45].

2.3.2 The Colonial Development

The colonial additions of two Cantonments were characterised by barracks, rifle ranges and parade grounds together with officers' bungalows with deep verandas, set in spacious and colourful gardens along broad roads laid out in a formal grid. Along with the sharp contrast of physical and spatial characteristics to the indigenous city, the Cantonments also represented a different multi-cultural and multi-ethnic environment. The colonial settlement was built not merely to the specifications of a 'modern' city, but also to the requirements of the colonial elite.

The Cantonments are now military enclaves under the Ministry of Defence and head quarter of the southern command. Administratively, they are run by Cantonment Boards and are not under the jurisdiction of Pune Municipal Corporation (PMC). Socially they are more cosmopolitan in character than the city and because of the special amenities offered there, the rich have taken residence in or near them (Bapat, 2005) [45].

2.3.3 The Urban-Industrial Centre

The period after 1940 marks a new phase in the development of Pune. This was the beginning of a new phase. This was the time the when there was a rapid growth of industries in and around the city. A curb on industrial expansion in Bombay in the 1960s

gave further boost to industrial growth in Pune that had an advantage of proximity and easy access to Bombay. The availability of skilled workers and developed infrastructure, including electricity, water supply, and transport and communications played an important role in attracting industries (Kosambi, 1994) [48].

Today Pune is functioning as one of the engines powering the Indian economy complimented by the Mumbai-Pune corridor emerging as the most vibrant economic belt in the nation. Pune has capitalized on its strategic positioning of being in close proximity to India's commercial capital – Bombay or Mumbai. The industrial development in Pune began in 1953 with the establishment of Hindustan Antibiotics at Pimpri and Kirloskar Engines at Khadki. But the big gesture came with the shift of big automobile and heavy metal industries like, Telco and Bajaj Auto, which put Pune on the industrial map of the country. This decade set the stage for the heavy industries and high technology which have come to dominate the economic character of Pune today. The educational base has provided vital inputs by way of educated and trained manpower to drive economic engine of the state and the country as a whole.

Figure 2.4 Building of this five-start hotel in place of an old mill symbolises the demand of the cities new industrial-corporate image

(Source: Diddee et al. 2000 [44])

Pune has emerged at the forefront of the Indian software technological revolution that has changed the business dynamics of the service industry of developed economies. As industry developed, Pune witnessed two types of immigration; the impoverished rural labour which come in search of employment either in the organized factory system or in the unorganised tertiary sector of unskilled labour and the white collar, highly qualified professionals from other states, who demand quality residential accommodation and services.

Pune has had a glorious past and has been successful in developing a good balance between industry, services, education and cultural activities. Very few cities in India can claim to have such an eminent positioning in such diverse aspects of modern day life.

Located at the confluence of important National Highways and State Highways, the city is has been divided into two distinct parts the older part where the localities have been named after the days of the week and the modern bustling Cantonment part. The Pune Municipal Corporation (PMC) is spread over an area of 243.9 sq km, which includes the recently added 23 villages. Geographically Pune is divided into three segments by the rivers Pavani, Mula and Mutha and the Cantonment areas.

The PMC was established in 1950 and is headed by the Municipal Commissioner (Pune CDA, 2006).

Pune is now one of the important centres of engineering industry in the country. Lately it has also gained importance as information technology (IT) hub. Recent reports claim that 60 new companies have established their base in Pune in the first few months of 2004 and correspondingly creating approximately 10,000 new jobs. More than 6000 of these new jobs are in the IT industry. According to the Maharatta Chamber of Commerce, Industries and Agriculture "The projection for the next five years is for a 20 per cent increase in the number of jobs, mainly driven by IT, automobiles, electronics and real estate" ('Pune's job scene is looking up', Pune Times, 31 March 2004) [49].

Formal planning was introduced in Pune after the first Town Planning Act was passed in 1915. The new development based on town planning norms was low density and low rise and was characterised by separation of residential, commercial and industrial activities in specific zones. This legislation has been superseded twice, in 1954 and then in 1966, primarily to enlarge the scope of physical planning. This has brought increasingly larger areas under the purview of statutory provisions, but not changed the mode or basis of town planning. The devastating flood of 1961, due to the collapse of two dams on the river Mutha, caused enormous damage to buildings on both banks of the river, especially in the densely built old city (Kosambi, 1994) [48].

Figure 2.5

Figure 2.6

Figures 2.5 and 2.6 Swarming urbanization of Pune

(Source: Diddee et al. 2000 [44])
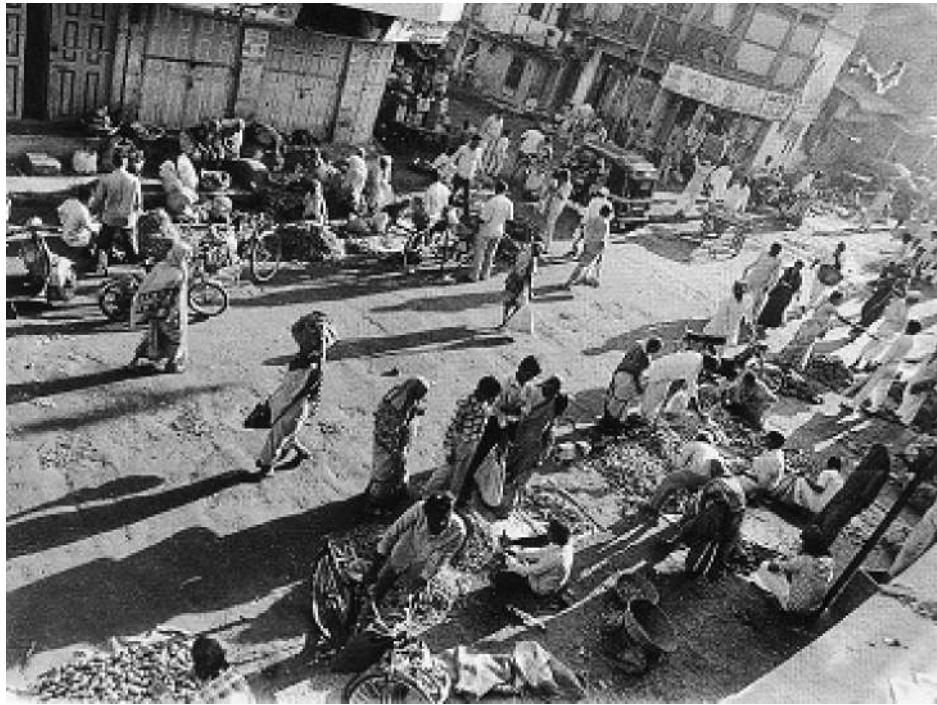
Figure 2.7 Thriving localized bazaars, keeping alive the past in the modern metro

(Source: Diddee et al. 2000 [44])

This accelerated the growth of housing in the suburban areas mainly in the western half of the city. Over the years the old city has undergone transformation. Traditional residences have given way to modern apartment blocks and multi-storeyed, some of the major roads have been widened and modern shopping areas have been developed. Yet, traces of earlier development, especially those related to the occupation of different areas by distinct social groups, still remain (Diddee 2000, Bapat 2005, King 1976) [44, 45, 50].

Over the years, tall buildings, large commercial complexes and modern shopping malls are replacing the low rise and low-density development. The following illustrations represent some of these features:

Figure 2.8 Older part of the Pune Railway station puts up with the rather inelegant and intrusive modern neighbourhood

(Source: Diddee et al. 2000 [44])

Figure 2.9 Modern face of the city's architecture not synchronising with its surroundings

(Source: Diddee et al. 2000 [44])

Figure 2.10 The Pune Municipal Corporation building combines colonial planning, with Indian revival and modern architectural elements

(Source: Diddee et al. 2000 [44])

Figure 2.11 A modern business centre on one of the city's commercial areas

(Source: Diddee et al. 2000 [44])

With the growth of the population the city has expanded in all directions. As a result, distances from residences to places of work have increased considerably for most people. In the absence of mass transit system and adequate public transport many have bought motorised vehicles to facilitate commuting. The increase in the number of cars and two wheelers has been particularly rapid in the last decade. As a result the city is increasingly facing problems of traffic congestion, and air and noise pollution. Various proposals have been made to improve the public transport system, but no concrete action has been taken so far. With this tremendous increase in the number of vehicles the city also faces

tremendous traffic congestions due to the lack of a well-functioning traffic and transportation plan. All this led to marking the city as Asia's fifth-most polluted city" (Bapat 2005, The Sunday Times of India, 1 February 2004) [45, 51].

Figure 2.12 Lack of proper traffic planning unable to keep pace with the speedy growth of the number of vehicles in the city

(Source: Diddee et al. 2000 [44])

2.4   Unauthorised Settlements

Alongside these developments there has been 'unplanned' and 'uncontrolled' explosion of slum settlements that dot the whole city (Bapat, 2005) [45].

Figure 2.13 Slums creeping up the Parvati hill to house the migrant labours in the city

(Source: Diddee et al. 2000 [44])

Figure 2.14 Typical slum neighbourhood
(Source: Diddee et al. 2000 [44])

Despite the town planning efforts since the early 20th century to create an orderly and hygienic development the number of slums and the proportion of the city's population living in degraded conditions have increased rapidly. These settlements exist in complete violation of the city's development plan. Nearly 40 per cent of the population is now living in 503 slum settlements (Slum Census, Bapat, 2005) [45]. Their sizes vary considerably. The smaller ones have less than 70 shanties and the larger ones have more than 3000. These settlements have grown by accumulation. In a large number of cases, existing settlements of the poor and socially underprivileged have received more low-income population. Poor in-migrants (daily wage labourers and construction labours) have tended to find their way to an environment that is culturally familiar and financially affordable to them. An important consideration in choosing the location also seems to be the presence of other previously migrated family members and relatives. The low-income settlements, which have served as nuclei for subsequent growth, are spread around the city. Important ones among them are:

- Inner city areas where low-income and socially underprivileged groups have been traditionally housed
- Former villages around Pune now engulfed by the urban extension
- Former settlements of brick-kiln workers after brick-kilns were shifted away from the city
- Temporary-turned permanent settlements of building construction workers near work sites
- Peripheral settlements of nomadic tribes (Bapat, 1981, 2005) [46,45].

Writing as far back as 1912, on the appalling living conditions in areas, where socially inferior or underprivileged (untouchable) families lived, Mann (1968), made a sensitive

observation. "*The examination of existing conditions makes one ashamed that they can continue to exist under modern city conditions. Some would have many of the worst areas closed, and the people driven elsewhere. To do this, however, merely means transferring the problem and not solving it, but possibly making it worse by planting the people elsewhere under even more wretched and unsuitable conditions.*" (Mann, 1968) [52]

Slums have encroached public as well as private lands. By and large they are located on land judged unsuitable or unattractive for real estate development. Many are situated at hazardous locations such as land subject to floods, marshy land, steep slope of hills, narrow strips of land along railway tracks; land with unsuitable topography, or without proper access etc. As building construction is not officially permitted at such locations they remain available for new unauthorised development or extension of existing settlements. Slums have also occupied vacant land owned by government or land under litigation. In addition, private land earmarked in the city Development Plan for public amenities but not acquired by the local authority has in several instances remained vacant and been occupied by squatters. Many such locations have the advantage of being in or near the inner city area or where there is a greater possibility of finding work. Out of 503 slum settlements that presently exist in Pune 61 are on state owned land that belongs to various departments of the state government, Pune Municipal Corporation, railways, etc. The rest occupy private land. (Pune Municipal Corporation, Environmental Status Report, 2002-2003) [53].

The following figure 2.15, illustrates the location of slums in Pune city and their growth in numbers since the 1940 until 1996. Slums and slum population have further expanded until the present day. Pune City has experienced a steady growth of population and had reached 2.5 million in 2001 (Census of India, 2001) [54]. There has been a concurrent increase in slum settlements. As have been mentioned earlier there are 503 slums pockets in Pune City, 40 percent of the total population of Pune City was living in slums, 340 were declared or slums and 132 were undeclared slums (PMC, 2006) [55]. Along with this growth of the slums in Pune city it is interesting to note that the extension of slum fail to encroach the cantonment areas of Pune. The Kharkee Cantonment in the north and the Pune Cantonment area in the central part of the city are free from slums. These two areas are the permanent military stations. Pune is one of the head-quarter of the southern command.

LOCATION OF SLUMS IN PUNE
WITH DATES OF ORIGIN

Legend:
○ Pre – 1940
▲ 1945 – 1965
■ 1966 – 1980
● 1981 – 1996

Source: P.M.C.
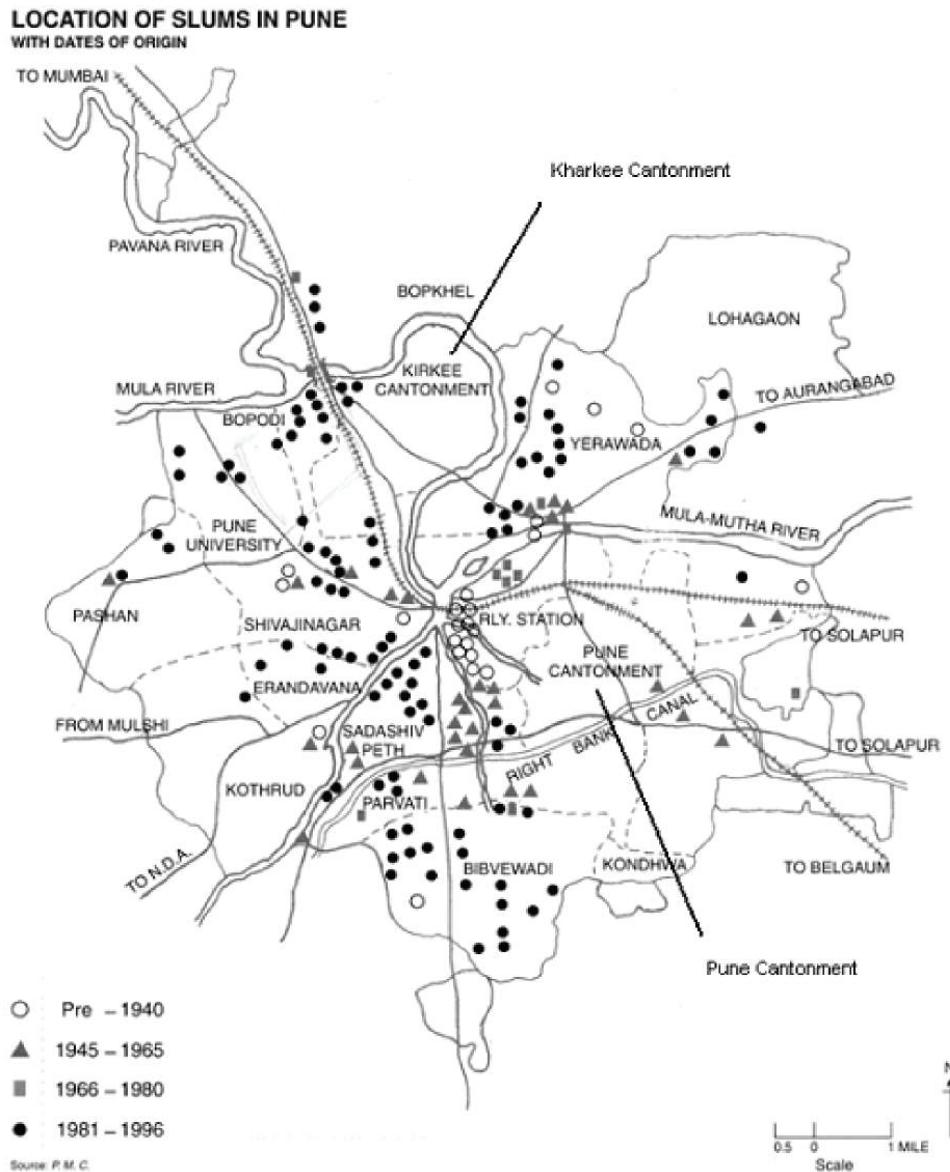
Figure 2.15 Locations of slums in Pune

(Source: (i) Pune Municipal Corporation [55], (ii) Diddee et al. 2000 [44])

2.5   Demographic Changes – 1951 to 2001

The period after 1940 marks a new phase in the development of Pune, that of rapid growth of industries in and around the city. The diversification of economic activities was accompanied by related demographic changes. The rate of growth of population during the decade 1941-51 was nearly 70 per cent. This growth was brought about by in-migration in response to increased job opportunities in armament production during World War II in factories that had been set up by the British (Bose, 1977) [47].

Census data show that the growth of population in Pune since 1951 has been steady and ever increasing. From a city with half a million people it is now a metropolis with nearly

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4.5 million in 2005. Table 2.1 represents the areal expansion and the population growth of the city. The Pune urban area has grown from a mere 5 sq.km in 1817 to present day 700 sq.km, whereas the urban population has grown from few thousands to about 40 lakhs in the same period (RANWA, 2004).

Table 2.1 Areal expansion and population growth of Pune urban area
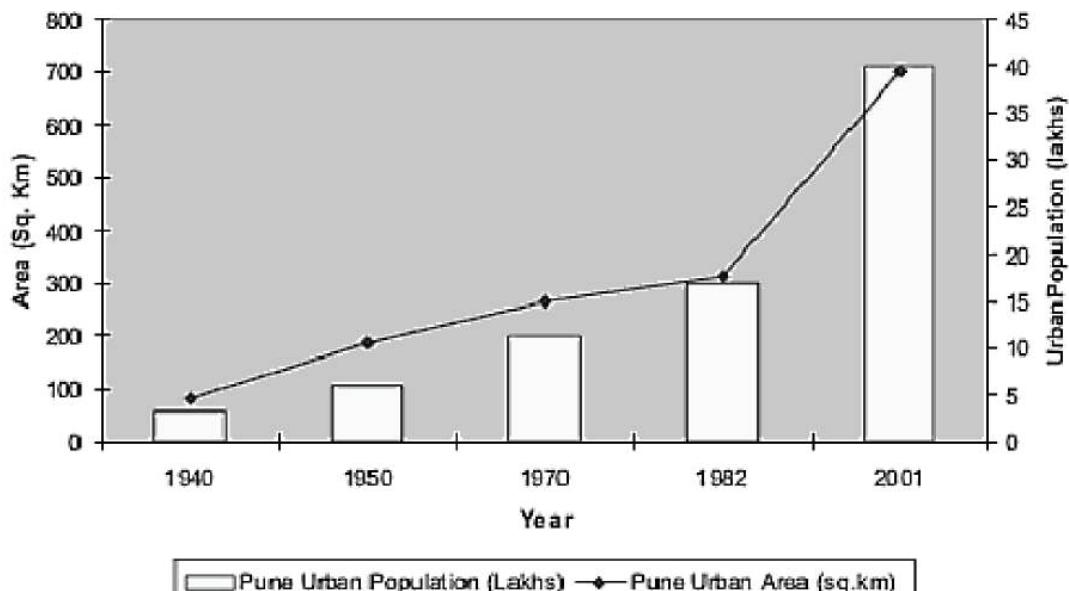
(Source: RANWA and PMC [56, 55])

The diversification of economic activities in and around the city has been accompanied by migration to the city. The growth of large-scale manufacturing was particularly rapid during the 1960s and was accompanied by much higher rate of growth of population than that in the previous decade. A significant increase in population during the decade of the 1970s was brought about by in-migration caused by the severe drought in 1972 and 73 in the eastern part of the State of Maharashtra. Destitute families from perennially drought prone districts came to Pune to eke out an existence and took shelter in slum settlements in the city. The decade 1991–2001 registered a significant growth of population owing to the extension of the city boundary to include several fringe villages or periurban settlements within the jurisdiction of Pune Municipal Corporation. The growth of population substantially increased the average density of people per square kilometre and is now more than three times that in 1951.

2.6   Provision of housing and basic services

To assess the housing situation in the city and access to sanitation four socio-economic surveys are available. They were conducted over a period of six decades from 1937 to

1998. Though not strictly comparable they provide an indication of the changing situation with respect to housing and service provision over the years.

2.7   Deteriorating Living Conditions

There are four socio-economic surveys done in Pune (Bapat, 2005) [45]. The first one of them documented and available was conducted in 1937 (Gadgil, 1952) [57] just before the population explosion of Pune started. The next survey was conducted in 1954 (Sovani et al., 1956) [58], after a decade of speedy growth. The survey conducted in 1967 (Poona Metropolitan Regional Planning Board, 1970) shows the situation in Pune after a quarter of century of industrial growth in and around the city. The last survey conducted in 1998 (Department of politics and Public Administration, University of Pune, 2001) [59] provides information on the living condition in the city that has grown to be a metropolis.

The available data show that the proportion of families living in extremely overcrowded conditions in the city (defined as less than 25sq.ft. per person) increased from 22.6 per cent in 1937 to 31 per cent in 1954. The 1967 survey defines extreme overcrowding as less than 20sq.ft. per person. On this basis 25.9 per cent of families living in formal housing in Pune had to suffer extreme overcrowding. Another 33.3 per cent families had a house space of 21 to 40sq.ft. per person. Taking a proportion of the latter as a crude guide for comparability, nearly 37 per cent of families (in formal housing) had less than 25sq.ft. per person. This proportion would be more than 45 per cent of the total if we add to it part of 11.6 per cent of the population that lived in slums at that time. The data for 1998 categorises all families in the city on the basis of the number of rooms in their dwellings. According to this survey, 28 per cent of the families lived in only one room and another 32 per cent had two rooms. Altogether 60 per cent of the families thus had small dwellings consisting of up to only two rooms.

The 1937 survey points out the uneven manner in which the supply of different types of housing was forthcoming. It observes that building activity during this period, met mainly the needs of the rich and the middle classes. The conclusion from the findings of the survey is that "while a large increase in the population has (created) a demand for accommodation by lower income classes; the supply of suitable accommodation at rentals within their capacity is limited. The result is a considerable worsening of housing conditions for these classes."

In the subsequent 30 years the housing situation further deteriorated sharply. The 1967 survey illustrates the dramatic reduction in the housing supply for the lower income groups. On the whole, considering the current cost of construction of even the cheapest house, a majority of families with monthly income up to Rs.500. such types of houses which would be only next to slums. In 1967, the survey notes, 89 per cent of the

households in Pune earned less than Rs.500 a month[3]. The survey, therefore, concludes that in the face of deteriorating housing situation and creation of slums, coupled with low incomes of a large majority, there is next to no possibility for most residents of ever having an improved place of dwelling. This conclusion marks a sign of subsequent developments as illustrated in the table and the diagram below (Bapat, 2005) [45].
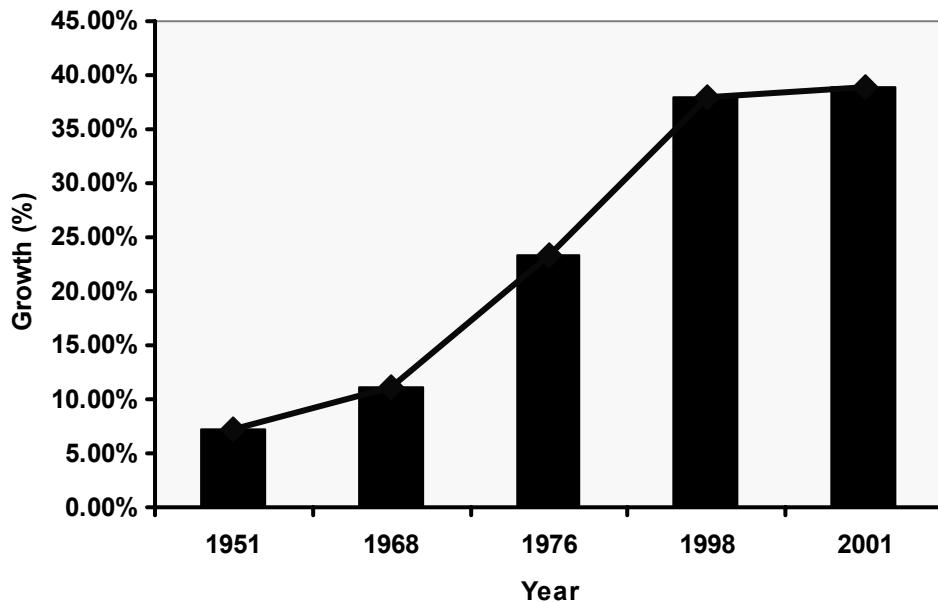
Figure 2.16 Growth of Population Living in Slums in Pune

Source:

1951 and 1968: Pune Municipal corporation report of Survey of Slums (31.12.1968), Pune 1969

1976: Town planning and Valuation Department, Government of Maharashtra, Draft development plan of Pune (Revised), Pune 1982

1998: Department of Politics and Public Administration, University of Pune, Pune: From city to Metropolis, A Socio-economic profile of Pune, 2001 (Working Paper)

2001: Pune Municipal Corporation, Environmental Status report, 2002-2003

The trend of deteriorating housing situation indicates steady erosion over the years of access to 'decent' housing for an increasing proportion of the city's population. While planned development has continued to prescribe standards of space and amenities that are within the reach of a small minority it has resulted in increasing the polarisation of living conditions between the better off and the worse off.

2.8   Water Supply

With the ever-increasing population in the city, resources are getting scanty each day. The socio-economic surveys mentioned above show that though a proportion of the city's population has been unable to access decent formal housing, the provision of piped water

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3 Less then 10 Euro

supply has improved over time. More than two thirds of the families in the city now have independent water taps as compared to a third of them fifty years ago. As against more than 12 per cent five decades ago only about 1 per cent of the families now do not have access to water taps. But ironically having access to water taps, however, does not guarantee regular supply of water. Slum settlements are worse affected in this respect (Bapat and Agarwal, 2003) [60]. During the survey conducted in the Aundhgaon slum regarding the available resources (especially water), conversation with the inhabitants provided with some insights into the daily difficulties and hardships faced by slum dwellers, especially women. A disproportionate share of the labour and burden of ill health related to inadequacies in provision of water and sanitation falls on women and children. It is typically women who collect water from public taps usually located on the roadside, often queuing for long periods and having to get up very early or go late at night to get the water. It is typically women who have to carry heavy water containers mostly on their head, over long distances. It is typically women, who have to make do with inadequate supplies to clean the home, prepare the food, wash the utensils, do the laundry and bathe the children. It is also women who have to buy or beg or quarrel each day for water, particularly when their usual sources run dry or the water supply stops before time.

2.9   Sanitation

The first underground sewerage system was installed in Pune in 1928. The treated sewage was used for irrigation. The old system is still in operation and covers almost 40 per cent of the present area of Pune. Over the years it has been extended to newly developing areas of the city. However, adequate capacity for conveyance, treatment and recycling or disposal of treated sewage does not exist at present. This necessitates the use of septic tanks in several areas (Pune Municipal Corporation, Environmental Status report, 2002-2003) [53].

At present the city does not have adequate capacity for treating the volume of sewage that is generated today due to the large population. Much of it is released into the river and streams untreated – again polluting a source of water mostly accessed by the poor. This release of sewage in the river causes silting accompanied by health hazards. These rivers become breeding grounds of mosquitoes causing diseases like malaria and so on. The ground water has become polluted as a result of a huge volume of sewage percolating through the soil and contaminating the water table (Pune Municipal Corporation, Environmental Status Report, 2002-2003) [53], causing health hazards to people living in slum areas especially nears the open sewage.

A majority of the households, especially those living in slums however still do not have access to personal toilets and have to rely on public toilets. A significant proportion, especially the construction workers do not have access to toilets at all and usually defecate in the open or in the rivers causing high environmental and health risks for themselves and the other who share the same living space. Not having access to toilets, or having to wait in long queues to use filthy public toilets, carries health risks and is also a source of anxiety (Bapat and Agarwal, 2003) [60]. However, since 1999 the local authority has undertaken a large programme for providing slum sanitation conducted by the Society for Promotion of Area Resource Centres (SPARC) (Burra, 2001) [61]. More than 7200 community toilets have already been built and another 3500 are being constructed at present. The large-scale construction of toilets has improved the environment in many of the slums in the city. This is seen as a new beginning of slum up-gradation.

2.10 Urban Poor and Slums in Pune

Slum, by definition is the physical embodiment of the housing evil. A definition that is widely in use is in the United Nations report on land policies, which is " a group of buildings, or area characterized by overcrowding deterioration, unsanitary conditions or absence of facilities or amenities which because of these conditions or any of them, endanger the health, safety or morals of its inhabitants or the community" (Clinard, 1970) [62] . In India, unprecedented population growth coupled with unplanned developmental activities has resulted in urbanization that lack infrastructure facilities. The squatter settlements or slums are the examples. Slums are officially categorized as authorized, semi authorized and illegal, with the majority falling into the last category. The states responsibility to provide habitation infrastructures is limited to authorized slums. Thus large chunks of urban space and population in India lie outside the purview of official development planning, civic infrastructure provision and frameworks of law and order. This is a residual social policy separates the elite from the poor. (Ramanamma, A. and Pal Chaudhuri, D, 2003) [64].

The Aundhgaon slum is characterized by over crowding, deterioration, unsanitary conditions or absence of facilities or amenities, which endanger the health safety, or morals of its inhabitants or the community. Substandard houses, high density and congestion characterize physical attributes, over crowding, absence of basic amenities like water supply, drainage and sewerage and clearance of garbage. Slum dwellers are characterized by up-rootedness, alienation and isolation from cash economy and wage labour, high rate of unemployment and underemployment, low wages, lack of social, economic and political security or support and personal inadequacy and inferiority. This

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factor, along with deprivation to women and children, what prevails is – the culture of poverty.

The urban poor population (slum population) in Pune is estimated at about 40 per cent of population and the rapid growth of slums has been largely contributed by the economic growth of city leading to deteriorating and social and environmental problems in the urban area.

As per survey carried out by PMC, there are 564 slums in the Pune city of which 353 are declared and 211 are undeclared slums. With growing economic activity in Pune, the slum population has been increasing at a tremendous rate. The growth of slum population was quite higher than that of total population. It is observed that during 1971 the annual growth in slum population was about 10 per cent against the total growth in population at 3.5 per cent, this trend continued further but at lower pace and picked up again in 2001. In terms proportion of population living in slum has also been increasing from 15 per cent in 1961 to 40 per cent in 2001. This growth in composition of slum population can be attributed to non-availability of housing stock at affordable cost leading to emergence of large number of slums. Large numbers of slums are located along the riverbed, hills tops and other environmental sensitive areas. In addition about 60 slums are located on lands belonging to government, defence department and reserved lands for crucial purposes and would require to be relocated (PMC, 2006) [55].

2.10.1   Struggle and survival of poor households

Today more than a million people live in the slums of Pune. It is about 40% of the city's total population of the city. Their number has increased particularly rapidly since the early 1970s. Who are they? What kind of employment opportunities have they found in the city? Have they been able to improve their standard of living over time? Answers to questions such as these are provided by a longitudinal study of households living in seven distinct shanty settlements in Pune. The data were collected in 1976, 1980 and 1988 following through the sample households selected in 1976. The survey conducted in 1976 came soon after the phenomenal increase in the number of slum dwellers in Pune. The emphasis of the study was on intra-city spatial and occupational mobility and its implications for the question of shelter. In 1980 the focus was on determinants of health. The analysis of the data prompted the third survey in 1988 to investigate household occupational characteristics. These surveys provide insights into the changing situation and circumstances of the poor (Bapat et.al 1989) [65].

In 1976, when the first survey was conducted there were over a quarter of a million people living in 327 slum settlements spread over the area of the city. The distribution of such settlements, as it emerges from even an aggregate picture of their character and

dynamics, is by no means random but makes up a highly complex and differentiated system that is closely related to the history and economic base of urban development as a whole (Bapat, 1981) [46]. The seven slum settlements that were surveyed were purposively selected to contrast certain characteristics of their populations: namely those of duration of residence in the city, location, and occupational structure. They include old settlements in the inner city, newly established settlements that provided shelter mainly to distress migrants and consolidated settlements away from the central locations of workers in stable employment. These settlements represent a complex system that has evolved to express the needs of different types and successive generations of migrants each faced with a specific set of circumstances and possibilities within the urban context.

The survey conducted in 1976 showed that nearly 15 per cent of the households were residents of Pune for at least two generations, but an overwhelming proportion were in-migrants, often of quite long standing in the city. The households were family based and by and large, were 'committed' to urban living in as much as they had no option of 'retreat' to the place of origin. Slum population was employed over a wide range of occupations open to those 'economically weaker' and socially inferior. A majority of earners, however, were unskilled and casual labourers or daily wage earners. Their jobs offered little by way of security, regularity of income or workers' benefits. Nearly two thirds of households earned incomes below the subsistence level. An historical account of the economic activities of earners revealed that there was very limited upward mobility. Longer urban experience did not necessarily ensure access to stable formal employment. A large section of the labour force was not able to compete successfully for formal sector jobs. Slum population, in fact, comprised two non-competing groups. The first was employed in modern sector jobs mainly owing to relatively higher level of education and social standing in the caste hierarchy and contact with those in formal employment who can help them in obtaining jobs. The second group was effectively barred from formal employment owing to the lack of qualifications and contacts.

Findings of the survey show that, denied access to authorized housing, considering both cost and location, the low-income population establishes settlements outside the urban planning framework. The people improve their shelter over time even on the basis of existing income levels and their own labour. The space in the dwelling is restricted and the improvements modest, but they gradually increase the habitability of the house. The quality of construction and space standards slum dwellings represent a substantial and precious investment made over time in terms of resources, time and labour. Slum dwellers are capable of community organization and cohesion not only for continuity of settlement but also for environmental management. Over a substantial period of time,

however, the range and magnitude of progress in earnings, status, or environment and shelter are restricted.

2.11 General Characteristics of Slums in Pune

- ➢ *Employment*: A majority of the working population in slums works as factory workers, informal activities like roadside food & 'pan' stalls, labourers in construction, daily wagers, and home-based small businesses
- ➢ *Average Household Size*: The average household size in slums in Pune is about 6 versus 4.5 for the city as a whole
- ➢ *Housing Type*: There are mud houses with tiled roofs in congested areas and others have houses that are entirely made of makeshift materials – wood, bamboo and plastic/tarpaulin sheets. The former are older slums with availability of basic services at individual level or at least at slum level. All the declared and non declared slums have access to water supply, sanitation facilities, availability of street lights and other social infrastructure schools, primary health care facilities etc. (Kirby, 1973) [65].

2.12 Socio-economic profile of slums

Slums are highly congested urban areas marked by deteriorated, unsanitary buildings, poverty, and social disorganization. The definition varies widely from country to country and depends on a variety of defining parameters. In general, it is considered as a residential area in an urban locality inhabited by the very poor, urban underclass, they squat of vacate land. Along with the growth of the cities the slums grow cacophonously. Over one fourth of the urban population of India today live in slums, under inhumane conditions. Low-quality housing and lack of physical infrastructure characterize these shantytowns, common to many cities of the developing world. With little access to clean drinking water and sanitation, the inhabitants face a constant threat of disease. Yet, revolutions are also taking place in some Indian slums a quiet revolution is taking place.

For the millions of poor in developing areas of the world, urban areas have always been a means for improving their quality of living and environment, besides getting better jobs and incomes. This is also true of the industrial city of Pune, where a number of slums have grown over the years due to the inter-state migration for the search of better livelihood. In India, in contrast to deteriorating conditions in the rural areas has generated a considerable flow of migrants to neighbouring cities. This trend initiated in the post-colonial period and got a considerable boom particularly in the last three decades.

Priorities of urban migrants change over time, depending on various conditions that they find themselves. But one of the first dilemmas that they face is the question of an

adequate housing. With little resources, financial or otherwise, skills or access to them, the drastic option of illegally occupying a vacant piece of land to build a rudimentary temporary shelter is the only one available to them. Though not all is well with the life in urban areas, the rural poor migrate from rural areas to urban areas dreaming of a comfortable life there. True, it is something different but not better than what they experience in their villages. The pure air, water, and healthy and spacious living place, which they enjoyed in plenty in villages, were all denied to them in cities and towns.

The immigrants with no place to live get settled on pavements, or vacant private or public places or even on garbage dumping places or dirty water cannel beds. They slowly build a roof with coconut leaf and walls built of mud, which are normally called 'huts' (Bapat 1990) [66].

2.13 Spatially locating Aundhgaon – the target area
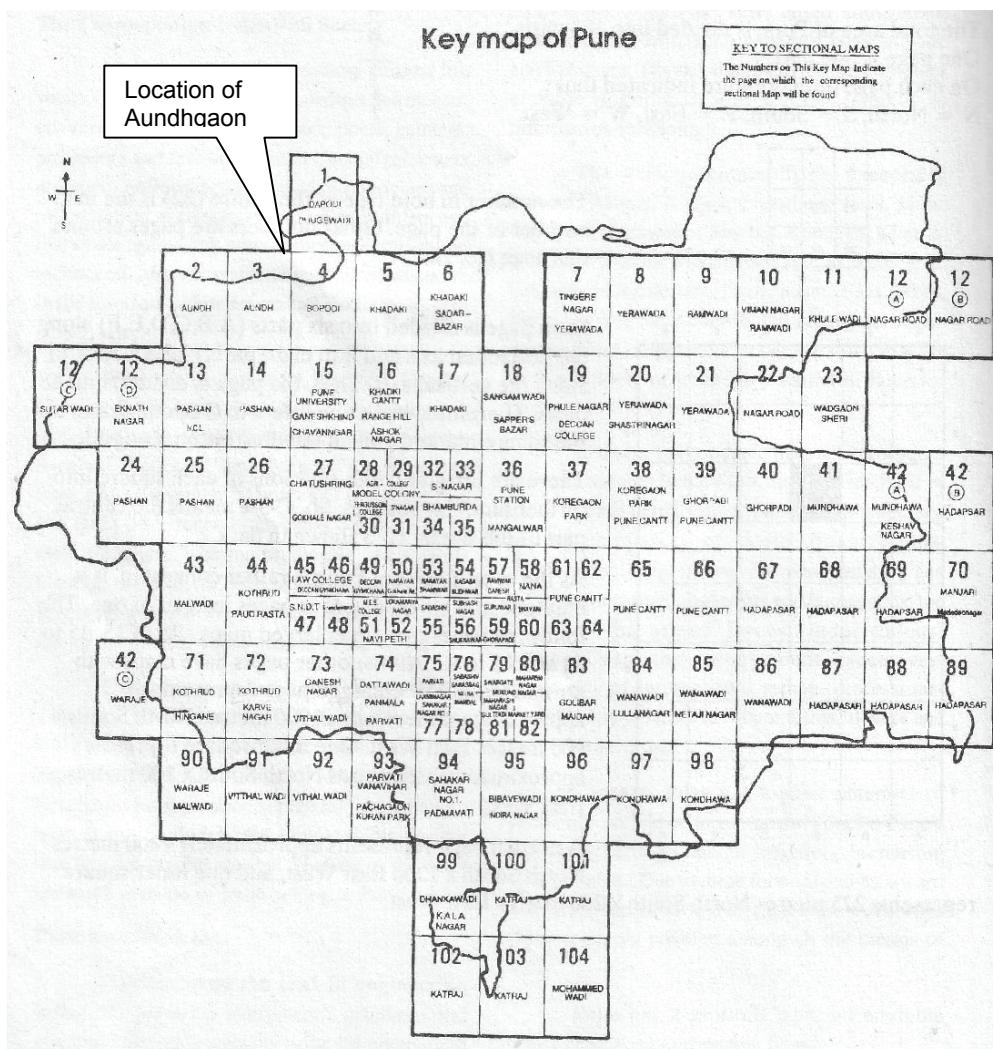
Figure 2.17 Key map of Pune showing the various electoral wards
(Source: Pune Municipal Corporation)

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Figure 2.17 indicates the key map of Pune. For administrative purpose and ease, the city is divided into various electoral wards, helping the city administrators to identify the specific needs of a particular region. Thereby identifying the disadvantaged neighbourhoods, and plan for developing the specific ward. The universe of the research, 'Aundhgaon' is such a similar region, located in the indicated area – ward three of the above map, which is presently in the focus of urban development.

In the following page the detailed illustration of the section three of the above map is provided along with a spatial indication of the location in question.
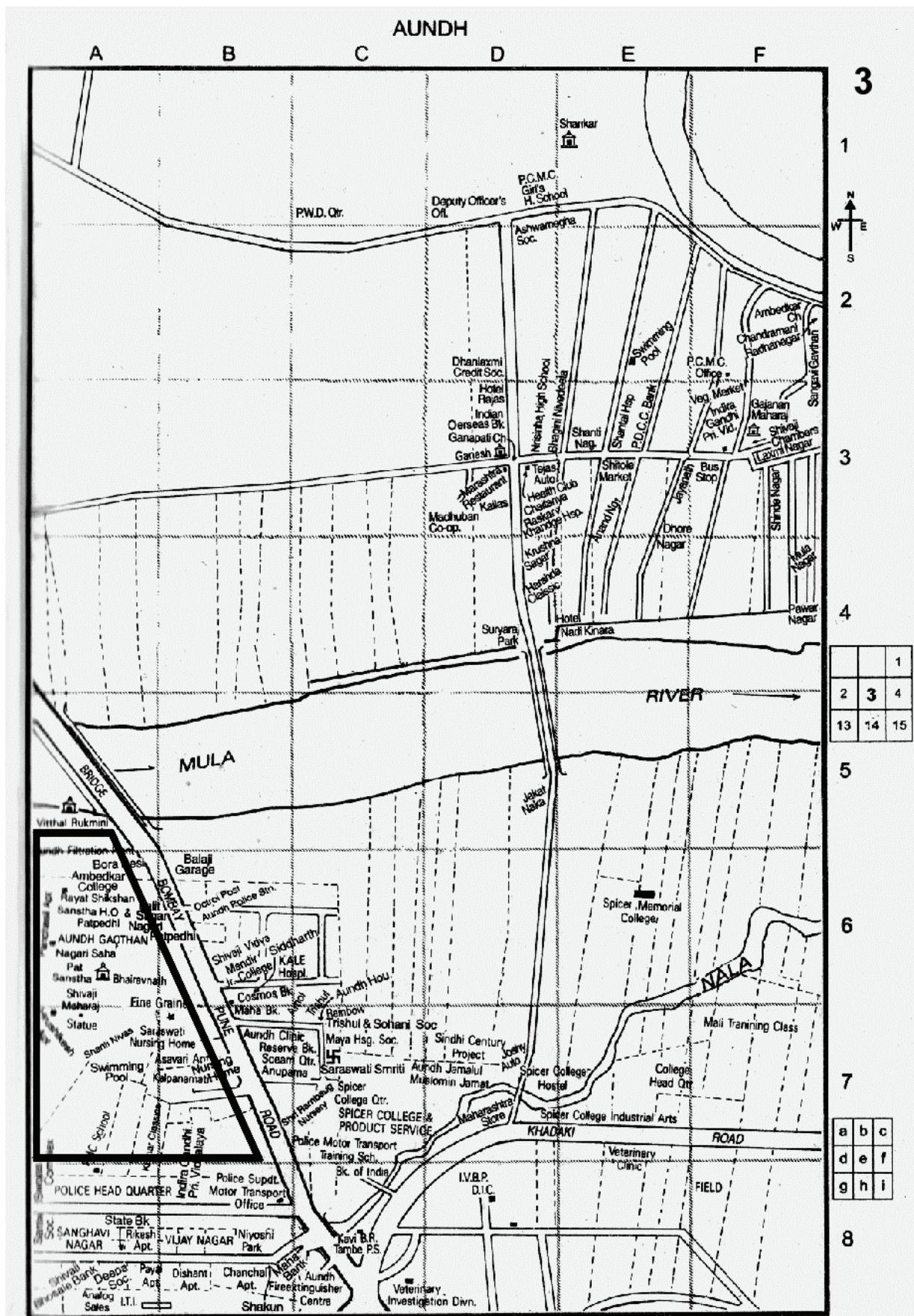
Figure 2.18 Location of Aundhgaon

In figure 2.18, the actual location of Aundhgaon is located which is indicated in south-eastern corner of the above diagram and is indicated in a boundary. The area is indicated with the help of a block and that is the disadvantaged neighbourhood, the area where the slum is located and hutments have cropped all over. It should be noted that the area lies along the Bombay – Pune highway, a region where major road broadening work and construction work is going on and this attracts a lot of construction labours from neighbouring districts and other parts of the country.

2.14 Socio-economic profile of the target area

The target area is the slum in Aundhgaon – a typically heavily built slum area. Slums created for the purpose of housing the migrant labour population. As most of the Indian cities have an unplanned growth, the master plan of the metropolitan development fails to accommodate the urban under-class in its planning endeavour; hence some pockets of the cities continue to suffer from the lack of proper habitation and other facilities needed with livelihood. Overcrowding, congestion and unhygienic conditions are the main features of the area.

There are essentially three defining characteristics, which help us understand the socio-economic profiles of the slum: the physical, the social and the legal with the reasons behind them being interrelated.

Women and children are the worst victims of all the ill effects of the social evils of slum communities. Women and children have no independent voice or status to opt to stay back in their respective village, as they lack economic independence to support their livelihood. Hence they have no other option than to follow their man and plunge into greater difficulties, which they physically, mentally, and emotionally are not prepared to face. They are taken by surprise by the new situations in urban areas.

In this particular slum, a preliminary survey was conducted to understand the condition of women with special emphasis on the violence that they face.

In the presence of relative unemployment, underemployment and poverty, low level of education both among men, and women's active participation in both family and economic activities. As women were into the economic activities it was expected that women enjoyed better status in within the family and the community. But it was not true. The economic activities the women are engaged in is vegetable and fruit vending and working as domestic servants in the adjoining rich neighbourhoods.

However, overall more that 50% of the respondent women in the slum reported that, in spite of being earning members, they were subjected to verbal or physical violence at the time of the survey. Verbal violence was a very common aspect in their day-to-day life.

Nearly all women experienced physical violence at least once a week and at times the condition becomes serious that emergency medical help is required. They were taunted as 'good for nothing', or threatened to be locked up in the house or not allowed to move out. A very common form of violence reported by the in the slum was witnessed during pregnancy. Incident of kicking the pregnant wife by an alcoholic husband is also been documented and with fatal consequences. Women knew when and what triggered the first quarrel between them and their husbands. Often the problems started within a year of marriage and even before the birth of the first child. However, even after the children were born, the situation did not really improve for women. As some women reported during the survey that, once the initial inhibition was broken, picking a quarrel or beating the wife was not difficult for men and many men became used to abusing their wives. Women also reported that after marriage, verbal exchanges led to violence. If the wives tolerated the abusive language of their husbands, anger generally died down. But if women retaliated or defended them or responded angrily, the confrontation usually worsened and escalated to physical violence. During the survey, some women reported that they tended to retaliate when men started blaming wives' parents for their shortcomings. As expressed by two respondents, women did not always anticipate that their initial expression of anger or exchange of some abusive words would lead to almost lifelong abusive relationship. Women lacked the sufficient empowerment to challenge the male authority and resist being subjugated.

A central question in understanding and addressing abuse in such areas is the fact of introducing a shelter for these women and their dependent children, especially the girl child as she is equally unwanted in the home. On the one hand it is the question of a safe space to live – in shape of a shelter and on the other it is important to bring together the welfare and empowerment organizations which work for the betterment of the position of women and children in the city particularly the women living in the slums and most under represented.

2.15 Physical and social characteristics

The Aundhgaon slum, due to its "non-legal" status, has services and infrastructure below the "adequate" or minimum levels. Such services are both network and social infrastructure, like water supply, sanitation, electricity, roads and drainage; schools, health centres, market places etc. Water supply, for example, to individual households is absent. Mostly there are public or community taps provided by the municipal corporation, using either the city networks, or a hand pump itself. Informal networks for the supply of water may also be in place. This is particularly true of the target area in question. For the residents of the Aundhgaon slum, water supply has remained a regular problem with

which the entire days schedule for especially women is affected. The corporation water supply has a particular timings and duration for the water to come and rest of the time the taps are dry. Apart from this there is non-availability of clean drinking water, which has a significant impact on the health of the slum population.

The other service and social infrastructure are equally inadequate to meet the requirement of the ever growing slum population. Along with housing and water one major concern of the slums are been the toilets. Slum dwellers have long suffered inadequate access to toilets. Even where there are toilets, many are dilapidated and unusable. Many people have to resort to using already over-used toilets in neighbouring slums, or are forced to defecate on nearby empty plots, riverbanks and railway lines. Since September 1999, in Pune, the Shelter Associates-Baandhani partnership has been participating in a toilet-building drive. Community toilet blocks are in the process of being built in many slums in and around the city.

Similar arrangements may be made for electricity, drainage, toilet facilities etc. with little dependence on public authorities or formal channels.

Most of the households belong to the lower income group, either working as wage labour or in various informal sector enterprises. On an average, most earn wages at or near the minimum wage level. People living in this slum are engaged in a number of occupations, ranging from contract labourers, to vegetable and fruit vendors, ironsmiths, to cobblers. Women manage the trade of vending fruits and vegetables along with men as well. But the women population in the slum are mainly domestic workers in the nearby rich neighbourhoods and in some cases the women is seen as the soul earner of the household as men in many cases were found without earnings and were alcoholics. Poverty and alcoholism triggered the problem of domestic violence at a significant scale in this area. Other social factors like proper educational facilities for children are absent and the few free schools that exist are over crowded. The girl children of the slum are not encouraged to continue studies after the 6th or the 7th standard as along with the working mother she has to supplement the household chores and income too. (Pal Chaudhuri D, 2001) [67].

Some main aspects that have been identified while determining the survey area are:

- The demographic composition: The Aundhgaon slum has a mixed population, consisting of migrants from the adjoining states in search of employment and livelihoods in the industrial city of Pune. All together the slum is occupied by 72 households, with an approximate population of around 375. The *Aundhgaon* slum consists of a heterogeneous population, which resulted due to the inter-state

migration from different states of India. It also represents and amalgamation of different cultural, ethnic and religious identities.

- Economic status of the population: generally comprising of the lower socio-economic group.
- Overcrowding: the space is overcrowded by building clusters and people overcrowd buildings. Density does not always result in unfortunate social consequences; the issue is primarily one of over crowding. People living in such crowded conditions obviously little privacy, a factor that is of great importance, especially in its effect upon interpersonal relationships.

Figure 2.19 Ariel view of the cluster

Figure 2.20 Community centre

- Health and sanitation: Till sometime back the medical facilities were totally absent, but with the renewal programme in the area, these lacunas have been taken in to consideration by the urban development authorities, and the problems are identified and the area has been encompassed in the mainstream urban development activities. The whole idea is to provide the so far deprived population with the necessary infrastructures needed for living. Through this urban renewal programme the so-called culture of poverty is also targeted be conquered. Along with the other social requirements like, proper housing, clean and hygienic living environment, water, health care facilities and education.

Figure 2.21 Illegal electric connection

Figure 2.22   Living condition
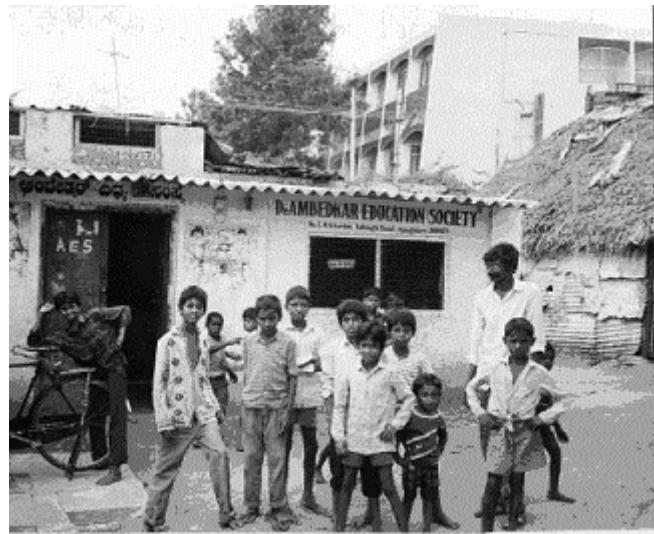
Figure 2.23 Slum school

Figure 2.24 Daily wage labour

Figure 2.25 Vegetable vendors: supplementary occupation of the slum dwellers

Figure 2.26 Handling economies but socially subjugated

Social isolation: the slum is an area of lowest social status and developmental priority, and hence the dwellers face a high degree of isolation from the rest of the urban community. Their chief link with the rest of the community is their activity in the labour market.

2.16 Legal characteristics

The key characteristic that delineates a squatter settlement is its lack of ownership of the land parcel on which they have built their house. These could be vacant government or public land, or marginal land parcels like railway setbacks or "undesirable" marshy land.

Thus when the land is not under "productive" use by the owner, it is appropriated by a squatter for building a house. It has to be noted here that in many parts of Asia, a land owner may "rent" out his land for a nominal fee to a family or families, with an informal or quasi-legal arrangement, which is not however valid under law.

In general, there are several attributes that act as generative forces and determine the quality and size of a settlement. Such attributes could be either internal to the settlement or external.

Along with the other infrastructures, health care facilities for the slum inhabitants suffer form various ailments hence government should provide free medical services for the poor. Awareness generation about nutrition, health awareness and awareness of Aids and other infectious diseases should be a top priority of urban planners. Family planning and importance of education should be proposed, because the slum inhabitants in majority are illiterate and with multiple children.

CHAPTER 3

3 Theoretical framework

3.1 Objectives and Design

In the past few decades, increasing evidence regarding the phenomenon of domestic violence has drawn the attention of several concerned like feminists, human rights groups, social scientists and social work practitioners. Scientists have since then attempted to study the phenomenon from various perspectives, and have proposed several theories to explain the same. The present study deals with two aspects with in the study of violence, firstly, the phenomenon of violence and secondly the organization and provision for the shelter and the further care of the victims, a structure that is studied as a model example to be implemented in Pune.

To accomplish the requirements of the study and to cater to its interdisciplinary nature firstly the sociological theories for the study of violence is reviewed and the planning theories, namely collaborative planning theory to represent the work of the advocacy/support organization to help the victims of violence and combat domestic violence against women.
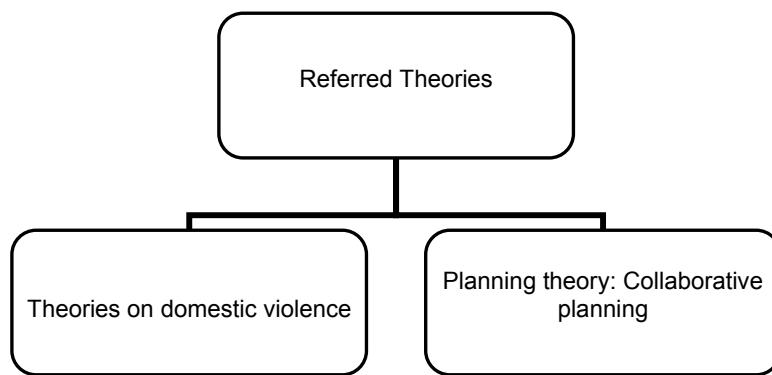
Figure 3.1 Referred theories

3.2   Theories on domestic violence

Before getting into the theories of domestic violence it becomes essential to look into the feminist theories of inequality and oppression.

Lengermann P. et al. (1992) [68] indicates the following traits that characterize the theories of gender inequality.

- Firstly, men and women are not only differently situated in society but also unequally situated
- Secondly, women have very little access of the available resources, they get less social status, power and opportunities of self actualisation than men who share the same social space and location (this is in particular reference to the women in the present study) – be it a location based on class, caste, race, occupation, ethnicity, religion, education, nationality or any other socially significant factor and
- Finally, this inequality results from the organization of the society.

3.2.1 Theories of gender oppression

All theories of gender oppression describe women's situation as the consequence of a direct power relationship between men and women, in which men who have fundamental and concrete interests in controlling, using, subjugating, and oppressing women, effectively implement those interests (Lengermann P. et al. 1992, Ritzer, 1992) [68, 69]. This pattern of oppression is incorporated in the deepest and most pervasive ways into society's organization, a basic structure of domination most commonly called patriarchy. Most theories of oppression and gender inequality are by products of patriarchy. Patriarchy is least noticed yet the most significant structure of social inequality.

Central to this analysis is the image of patriarchy as violence practiced by men and by patriarchal organizations and institutions in society against women. Violence dose not always take the form of overt physical brutality it can be hidden in more complex practices of exploitation and control. But the theme of violence as overt physical cruelty lies at the heart of radical feminism's linking of patriarchy to violence and domestic violence or spouse abuse is one such manifestation.

Multiplicities of theories have been developed to explain domestic violence. Cross cultural studies have also suggested that wife abuse was a common practice in many patriarchal societies where cultural values, including social mores and religious beliefs, dictated male dominance in gender relationships, condoned violence against women, and created separate codes of conduct for men and women (Counts 1992; Gallin 1992; Miller 1992) [70,71,72]. On the contrary women's economic power and domestic authority were found to be associated with low levels or absence of wife battering (Levison 1989; Mitchell 1992) [73,74]. The feminist approach also sees sanction against battering and sanctuary for battered women as concomitant with family power and antithetical to a strictly patriarchal society (Campbell 1992) [75].

The community reinforces family structure and women's position within it, tacitly accepting domestic violence as typical behaviour. It also supports the low status of women by either not valuing or undervaluing their work. This keeps women vulnerable to violence by

maintaining their social and economic dependence on men (Carrillo 1992) [76]. Women's low economic position is also linked to their powerlessness in the state. This powerlessness allows the state to perpetuate family violence through omitting it as an item on its agenda. Since women do not often have the political clout or the time and energy to attain political power, the state is able to ignore issues it perceives as pertaining only to women. The state also supports domestic violence by providing the legal basis for the family (Schuler 1992) [77].

The structural explanation of family violence has received wide support. A study by Levinson determined four cultural factors that are strong predictors of wife abuse, all of which support the structural explanation. The four factors are (1) sexual and economic inequality; (2) a pattern of physical violence for conflict resolution; (3) male authority and decision making in the home; and (4) divorce restrictions for women (Schuler 1992) [77]. Sexual and economic inequality in society leads to unequal opportunities and economic dependence of women on men. The tolerance of physical violence as a form of conflict resolution conditions society to accept violence as a social norm while the centralization of decision making authority with the male in the home supports the standard patriarchal family structure where men are dominant. Finally, the presence of divorce restrictions for women illustrates one way in which the legal system, as a reflection of social norms, reinforces the low status of women and their lack of freedom.

Even though there is much support for the second theoretical framework, the causal factor focusing on individual characteristics cannot be ignored. Because every male in patriarchal societies does not commit acts of violence against his intimate partner, the complete explanation of family violence against women cannot be structural. There must be some individual characteristics in each situation that work together with social norms to determine the tolerance to and use of violence (Connors 1989) [78]. Thus, while it is clear that domestic violence is legitimated by structural factors in society, there is linkage with individual causal factors as well. The complexities and multifaceted nature of the causation require further research.

The analysis of various types of violence against women and the varied patterns of assistance that the society offers to the victims of family violence calls for the analysis through some existing theories (Ahuja, 1998) [79].

Domestic violence against women is a manifestation of gender inequality, especially the marginalized status of women in society. In India with all the developments in the economic sphere, the social and cultural sphere has yet to take a parallel seat in the spree of development. When the initial survey was made in the slums of Pune, regarding the prevalence of violence within the home, one aspect was stood prominent, which was

the lack of social equality for women and women's oppression, which is omnipresent. Hence to describe the condition of these marginalized women living in economically and socially deprived conditions and urban neighbourhoods firstly the theories of gender inequality and that of gender oppression was sought to, to explain the occurrence of the phenomenon.

As the phenomenon of domestic violence is a manifestation of gender inequality and oppression, similarly when talking about the neighbourhood and community planning for the safety of the marginalized women, in this research reference is made to the theory of collaborative planning. The reason for the inclusion of both socio-gender theories and theory of planning is made keeping in mind the interdisciplinary aspect of the research.

Hence from the above discussion it can be deduced that on of the theoretical framework postulates that the cause of domestic violence lies in the structure of society (Connors 1989) [78]. Its ideas are influenced by the pervasiveness and acceptability of family violence. At the core of this theory is the unequal balance of power between men and women that is institutionalised within the patriarchal family (Heise 1989) [80]. Domestic violence is seen in a social context tolerating the subordination of women. It is explained as structural rather than as isolated within individual relationships because the violence is located in the framework of cultural, socio-economic and political power relations with factors in the family, community and state reinforcing social norms that allow domestic violence to occur (Schuler 1992) [77].

Largely in the Indian society, (at all levels, across all classes and castes) male patriarchy is commonly cited as a main reason behind domestic violence against women (Vasaria, 2000) [16]. Women's experience of gender subordination is therefore complex. Theories related to domestic violence can be grouped into three categories; psycho-analytical theories, social learning theories and the socio-political critique. Psycho-analytical theories are those that focus on the emotions/feelings instilled during child rearing which make women and men behave in a particular fashion. The social learning theories view violence as a direct consequence of socialisation processes and the family environments from which the women and men learn to be 'helpless' and 'aggressive' respectively. The socio-political critique, highlight the role of patriarchy in the manifestations of violence which forces women into subordinate positions (Visaria, 2000) [16].

3.3   *Collaborative Planning*

The present study is an interdisciplinary in nature and the effort to look into the phenomenon of domestic violence against from a planning perspective. As the aim is to work out a plan for the welfare of the victims of domestic violence, it became imperative to incorporate both a social theory as well as a planning theory to accommodate the various

quarries of the research. The requirement of the research in the first phase was to understand the phenomenon of domestic violence and to develop a victim empowerment model. Hence the study was conducted in Kassel to find out how the advocacy organizations along with the government organizations operated in collaboration to create this victim empowerment model. Hence the network that works in Kassel was studied for the purpose a similar one in the city of Pune. Hence to cover this aspect of the work it was and to study the network from planning perspective, the network was perceived through and collaborative planning theory.

The target is to organise and empower a particular group of women and this organization and empowerment is towards their better future.

We live in times of crisis, rapid change and uncertainty. The complex social phenomenon needs intervention from all sectors of the society. A single institution fails to deal with a social crisis and problematic situation. Hence what is necessary in the present time is the collaboration and communication among various organization to deal with social problems and crisis situations. What is needed is the interaction, dialogue and communication among individuals and organizations (Innes et al. 2003) [81].

The critical theory of Jürgen Habermas provides a rich layer of ideas regarding how to reconstitute the public realm through open, public debate, which has been the key concept of the study. Habermas's work on communicative action has a changing impact in the field on ideas of planning methods (Healey 1997, Forester 1993) [82, 83].

It is also influences practical policy-making as discussions are organized between different groups. Habermas asserts that during such discussion various aspects that is to be paid attention to for the betterment of the common goal, arise. Participants engage in open debates and discussions, through which they explore each other's concerns and context of these concerns (Healey, 1997) [82]. This requires that the participants acknowledge and respect the claims of the others, where different participants articulate their claims with a common good. Habermas claims that one must construct ways of validating claims, identifying priorities and developing strategies for collective action through debate, interaction and communication. It is the main idea of Habermas' theory of communicative action. This is how political communities interact within public spheres, how participants interchange ideas, sort out valid, work out what is necessary and evaluate the process and ways of implementation. Planning in this conception becomes a process of interactive collective reasoning. Hence according to Habermas, it is through communicative efforts that structures (and cultures) are formed and transformed and inherent in the communicative effort is the acceptance of a degree of collaboration and reciprocity (Healey 1997) [82]. Habermas also points out that in communication some

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common principles must be accepted. Conversations imply the exchange of knowledge and understanding. Hence public policy making and process of local planning may be re-conceptualised as process of inter-subjective communication in the public arena through with dynamic reciprocated learning results. Such processes have the capacity to create changes (Habermas 1984; Healey 1997) [84,82].

It is in this of relation-building processes that the idea of collaborative planning is grounded. It focuses attention on the relational webs or networks in which we live our lives. Collaborative approaches in this context are focused explicitly on the task of building up links across networks to form new relational capacity and for the betterment of the concerned issue. This very aspect of collaborative planning highlighted by Patsy Healey has been the backbone of this work on networking of organization for a common good and common goal to achieve better living situations and giving better survival conditions to victims of domestic violence.

3.3.1 Collaborative Planning

The term 'collaborative planning' was developed during the 1990s into one of the key phrases in planning theory vocabulary (Harris, 2002) [85], to refer to a specific body of work deriving from planning theory, it cannot be seen as emerging as an isolated form. Collaborative planning is most suitable interpreted as a democratic management and control of the proposed structure (Allmendinger, 2002) [86]. According to Healey, collaborative planning is about why urban regions are important to social, economic and environmental policy and how political communities may organize to improve the quality of their places (Healey, 1997)[82]. Healey's expression of collaborative planning undoubtedly indicates a very practical orientation, illustrated most acutely the statement about how (political) communities may *organize* to improve the quality of their places (Harris, 2002) [85]. Hence collaborative planning is intended by its proponents, to serve both as a framework for understanding and as a framework for practical application. Healey's presentation of a model of collaborative planning is wide ranging and integrates a series of topics closely related to issues of contemporary concern in the planning discipline. These concerns are listed below. All of them might not be directly related to the present work but some are. The concerns among others are:

- ➢ notions of community
- ➢ relations of power
- ➢ institutional design
- ➢ mediation and conflict resolution and
- ➢ spatial planning (Healey, 1997) [82]

This identification of this broad range of issues illustrates the ambitious scope of what collaborative planning encompasses but again the advocates have pointed out that successful integration of all these elements is a considerably difficult task but the integration of some of the parameters could be beneficial.

Collaborative planning involves a group, team, or partnership of people working and learning together. It is characterized by regular interaction among other diverse players who solve problems or complete complex new tasks by working together.

In this study, collaborative planning theory is applied to symbolize the exchange of support measures towards the victims of domestic violence. The here it is a method of planning used to think critically about the ways in which distressed women, especially those who are victims of family violence can be housed and given proper rehabilitation measures through the intervention of the civil society organizations. Women and children's lives might be improved, particularly keeping in mind the most needy urban under class of our communities, living in slums of Indian cities. This research initiative seeks to link the needs of the victims of domestic violence with the various organizations that cater information and help to these victims. Finally to apply the victim empowerment model studied in Kassel, Germany, to the victims of family violence residing in the disadvantaged neighbourhoods of Pune.

What is important in the process is capacity building. According to Innes capacity is characterized by regular interaction among diverse players who solve problems or accomplish new tasks by working together (Innes, 2003) [81]. These basic ideas are recognized as fundamental towards creating a better society with a communicative approach towards problem solving (Innes & Booher 1999b; Innes & Booher 2001) [87,81]. The interaction of human capital, organizational resources, and social capital existing within a given community that can be influence to solve collective problems and improve or maintain the well being of a given community. It may operate through informal social processes and/or organized effort (Chaskin 2001) [88].

This capacity is built through collaborative planning and action (Healey 1998) [89]. Collaboration breaks itself leads to breaking down the institutional barriers to productive problem solving. Research has proved that in the present day collaborative planning is used more propagating an inclusive approach replacing the top-down, hierarchical, modernist model.

The study focuses on the means by which the collaborative work between of the surveyed organizations can improve the overall situation of the victims of family violence of the slum neighbourhoods. The traditional practice of planning, often fails to provide effective planning for the full range of community components that affect families and children at the neighbourhood level. But indeed there are some drawbacks in this system of

collaboration that is confronted in the initial stages. Some common characteristics of this problem include:

 ➢ The inability of some municipal planning offices to work collaboratively with other organizations doing community development and human service delivery work at the neighbourhood scale;

 ➢ Emphasis in many public planning departments on the physical realm of land use and capital improvements, to the exclusion of other often non-physical interests affecting quality of life (human services, education, crime prevention, and economic development).

This project explored the way in which this new form of collaborative planning can take place by:

 ➢ Examining the current state of neighbourhood planning as practiced by city planners;

 ➢ Setting forth the issues that stand in the way of full collaboration in the neighbourhood planning;

 ➢ Exploring models and examples of successful collaborations that improve the quality of life in neighbourhoods;

 ➢ Recommending how state planning legislation can support collaborative neighbourhood planning;

 ➢ Setting forth a policy in support of good practice and overall policy in this area.

3.3.2 Network Power of Collaborative Planning

Collaborative planning theory is compatible for this research in great part as it can result in network power. Network power is particularly critical in contemporary conditions where traditionally powerful players are unable to accomplish their objectives alone. This is very true in the Indian context where the research outcome is to be applied. Consensus building and other forms of collaborative planning are increasingly in use today as ways of achieving policy results in an era distinguished by rapid change, social and political fragmentation, global interdependence, and conflicting values (Booher and Innes 2002) [90]. Network power can be thought of as a flow that can be partially guided by planners and others from a trans-disciplinary perspectives, a form of power in which participants all share, finally causing the betterment of the society. According to Booher and Innes, it comes into being most effectively when three conditions govern the relationship of agents in a collaborative network. These three conditions are diversity, interdependence, and authentic dialogue. For the present work interdependence and authentic dialogue stands ahead than the former. With the meeting of these prerequisite the participants in the network can develop adaptive innovations that were not apparent or even open to them as

individual agents or are possible to be accomplishes as individual agents. This network as a whole is more capable of learning and adaptation in the face of fragmentation and rapid change than a set of disconnected agents. Shared meanings emerge from the dialogue and participants can develop identities that link them together. As a result, they are enabled to act both independently and cooperatively for mutual benefit without central direction. Planning education needs to incorporate new subject matter to better prepare planners for these roles.

In the present times, network power works most effectively. Network power is collective among many linked players and from communication and collaboration among individuals, agencies, and businesses in a society. Network power, emerges as diverse participants in the network focus on a common task and develop shared meanings and common heuristics for action. It grows as these players identify and build on their interdependencies to create new potential. In the process, innovations and novel responses emerge. These innovations, in turn, make possible adaptive change and constructive action of the whole.

Actions take place in a limited physical space, around a common resource, or within particular localized social and political contexts. Finally, connectionist networks are self-organizing systems capable of adapting to environmental stress or change and evolving to greater levels of performance without central guidance (Epstein, 1999; Cilliers, 1997) [91, 92]. Power in a network is a notion that makes sense if we think of the world as a complex adaptive system, within which individuals work and communicate and learn, rather than as a machine that we can manage and control with the right knowledge.

This idea of network power is consistent with Giddens's perspective which contends that there are three types of power: the power of action; the power of ideas, modes and methods; and the power of deep structure (Giddens, 1984) [93]. Network power depends on the flow of ideas through networks and on the power of action by each of the agents within networks. The networked patterns of action in an informational society with the rapid communication and change that are the norm today suggest that change of deep structure may occur more quickly in contemporary times than at other points in history.

Thus, the essence of network power is the ability to improve the choices available to the participants as a result of collectively developed innovative ideas. A group of competing interests can emerge through a process of collective intellectual bricolage and role-playing (Innes and Booher, 1999a) [94]. The choices available to individuals through participating in network collaborations can be wider and often more attractive than what can be gained through more traditional power struggles or manoeuvring. This is the most important explanation for why powerful players participate in such activity.

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Network power is not a new phenomenon. On the contrary, it proliferates in nature (Innes 2002; Kauffman, 1995; Holland, 1998) [95, 96,97]. In social settings, network power has probably always existed, though it has not been labelled as such or extensively documented. The emergence of the informational age has created a context for the emergence of network power to an increasingly important degree and, accordingly, this form of power is increasingly part of planning practice (Innes 2002) [95].

Hence the network must possess the following elements in a cyclical fashion. They are:

- Dialogue

- Collaboration

- Shared meanings

- Shared norms

- Diversity and interdependence and

- Cooperative action
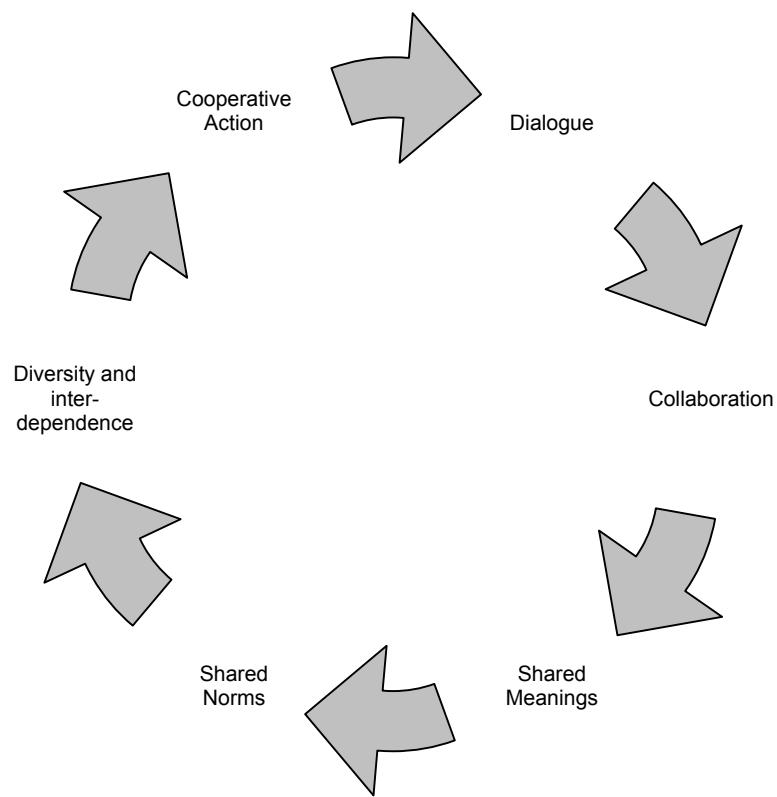
Figure 3.2 Process of the network interaction

The purpose of this research is all about the phenomenon of network power in planning, the conditions under which it comes into being, and its consequences that will help fight the phenomenon of violence, finally to application of this model in another environment. This effort is inspired by the to understand the emergence of many types of network

collaboration today, from consensus building to community partnerships for community development, to working together producing valued outcomes for society (BMFSFJ 2004) [98].

3.4 The Gender dimension

Planning involves formulating a vision of a more desirable situation for society and to accommodate the requirements in future. The "plan" is the expression of this vision showing the spatial arrangement of land uses and a proposed course of official action to influence land use. Between the existing situation and what is desired in the future lies a great deal of change. The general field of planning should be concerned with the process of change, in particular guiding what happens to human communities of all sizes and natural environments. It is a process of identifying and analysing problems and exploring and assessing options open to a community and deals with human initiated change and seeks to predict and control the results of human actions.

According to Wolfe, planning should be for the betterment of the community (Wolfe, 1994) [112] and further comments that a fundamental assumption of planners is that change can be managed for the betterment of the community. The notion of community betterment is an important one, as it provides both a moral and practical legitimacy for planning. In present times, planning is applied to the full range of problems that arise in the public domain (Freidmann, 1987) [100].

Planning as a process is continuous. Modern planning is concerned with the process of making plans. It is a continuous, ongoing process, as plans are monitored and re-evaluated under changing demands and circumstances. Planners from different fields frequently collaborate and consult with each other. In evaluating a development proposal, the input from various planning specialists may be needed.

Planning is a visionary activity in which humans strive to improve conditions over what would occur otherwise. The promotion of the general welfare of the public is a value to be instilled in every planner. In order to helping formulate the vision of a community's future, planners must provide significant leadership, drawing upon their skills, expertise and experience. With such a key role, they have a duty to the community to work in its best interests. For planners, social responsibility goes along with efforts for community betterment (Perks and Jamieson, 1991) [101]. Having said this, the inclusion of gender dimension in planning and planning strategy becomes indispensable focusing on the present work.

3.5 Importance of Including a Gender Dimension in Planning

In recent years, there has been a proliferation of analytical frameworks intended to facilitate the integration of a gender perspective into the planning process in response to the concerns (Kabeer,1999) [102]. Firstly on the part of the gender advocates it has represented a recognition that unless insight from feminists scholars and activism are synthesised and systematised so that their relevance for policy and planning is easily apparent to those who are practically engaged with these activities, such insights will play a minimal role in informing policy design and influencing its outcomes. On the other had the 'gender-blindness' of the past policy efforts has entitled avoidable developmental costs and an interest in analytical tools to ensure that the same mistakes are not repeated.

In India, this 'gender-blindness', is manifest in every aspect and every phenomenon of life. One major reason for this 'gender-blindness' of the past policies relates to the assumptions and the ways of thinking.

Scholars have documented that, urban planning and policy programmes have always been gender blind and this has resulted to provide a conceptual rational for the identification of gender planning as a planning tradition in its own right (Moser, 1993) [103].   Before getting into the justification about the need for gender planning approach for this ongoing thesis, a short discussion is presented on the emergence, from the time of its identification to its present stage.

3.6 Gender planning: The Evolution

Planning initially was identified as a professional activity, from which a range of various traditions had evolved over a considerable period of time. These traditions are categorized into three generations.

1. The classical tradition of the 1890s:

This classical tradition was concerned with the physical and the spatial problems concerning the growth of cities. During this era the emphasis was on the urban design, town planning and the land-use planning followed from the 1930s by regional planning and transport planning. The planning methodology, most identified at this period was the 'blue-print' approach to planning, comprising of three components:

Survey ⟶ Analysis ⟶ Plan

Figure 3.3 The blue-print plan

(Source: Moser 1993)

This comprised of simple stages from survey to analysis and followed by plan, as illustrated in Fig. 3.3 Planning theorists and practitioners in the past decade have rejected this approach on grounds of its naïve socio-economic ideas and the political and intellectual ideas on which it was based. According to Healey (1989) [104] (as documented by C. Moser), the blueprint planning assumed a consensus on values and policy directions in the management of change encapsulated in the notion of 'public interest'

Nevertheless the 'blue-print' approach was criticised and rejected by the planning theorists and practitioners on the ground of its naivety of its social and economic ideas and the political and intellectual ideas on which it was based. To Healey "the blue-print approach was both politically authoritarian and epistemologically naïve."

2. The applied tradition of the 1950s:

With the increasing complexities in the global economic system, during the 1950s and 1960s came the 'applied tradition'. There was a paradigm shift from the spatial and physical domain to the underlying economic, social and governmental systems that generated patterns of growth. The primary concern of this phase was the promotion of rationality in planning. The applied tradition characterized planning as a set of rational procedures and methods for decision-making. The so-called rational comprehensive methodology of procedural planning consisting of several logical stages, starting with the problem definition and development through data collection and processing. The formulation of goals and objectives and the decision of an alternative plan follow. Finally there are decision-making, implementation, monitoring and feedback. Hence the entire procedure goes through a cyclical process. This emerged as a pragmatic alternative to the failure of more traditional planning methods.

Rational comprehensive planning rose in response to problems brought by urban growth in the 19th century, when scientific methods were applied to find solutions to urban problems (Hodge 1991) [105]. As the name implies it applies rational decision making to plan. The typical elements are:

- Goal setting
- Identification of policy alternatives,
- Evaluation of means against ends and
- Implementation of decisions with feedback loops and repetition of the process.

This method requires exhaustive collection of information and analysis. It stresses objectivity, the public interest, information and analysis, which allowed planners to identify the best possible course of action.

According to Forester (1987) [106], the requirements of rational comprehensive planning were:

- A well defined problem
- Array of alternatives to consider
- Base-line information
- Complete information about the consequences of each alternative
- Full fill information about the values and preferences of citizens and
- Adequate time and skills.

Moser, apparently illustrates the different stages of the process as:

- Problem definition
- Data collection and processing
- Formulation of goals and objectives
- Design of alternative plans
- Process of implementation
- Monitoring feedback (Moser, 1993) [103].

Nevertheless, rational comprehensive planning, in a modified form remains as a predominant planning methodology and is widely used by governmental as well as non-governmental organizations.

3. The transformative traditions:

Development, cultural and environmental planning and to which also gender planning is added. In much current practice 'women' or 'gender' is simply grafted in the existing planning traditions.

3.7 Issues in gender planning

Gender planning includes several critical characteristics. Firstly it is both political and technical in nature. Secondly it assumes conflict in the planning process. Thirdly it involves transformative processes. Fourthly, it characterises planning as a debate. Analysis of the above mentioned reasons related to the role and needs of both men and women in society. This overtly highlights the political nature of gender planning. It challenges the views that gender-planning methodology can simply adapt an existing neutral, unbiased and universal applicable set of technical procedures. It also raises questions as to the extent to which planners themselves play a role in shaping the minds of people. Planners are experts in providing value-laden advice and along with other actors hence cannot be neutral (Healey, 1989) [104]. The goal of gender planning is the emancipation and empowerment of women, where the political dimension of negotiation is its central concern.

3.8 Benefits of gender planning

The benefits of incorporating a gender dimension into the planning process are multiple. Gender sensitive planning adds accuracy and value by ensuring that all relevant stakeholders are included and addressed. This translates into economically efficient planning, effective development as well as social equity. How is this achieved? The process demands that research, planning, implementation and monitoring be carried out involving all stakeholders (Wieringa, 1998, Moser, 1993) [107, 103].

When the voices and participation of all actors are recognised, the risk of failure decreases as planners knows whom they are addressing. Gender planning allows designing sustainable actions, and predicting and measuring the impacts of those actions.

A focus on gender inequalities in planning does not imply that all women are worse off than all men. Rather than social inequalities exist between men and women and must be recognised prior to planning and implementation. It is impossible to understand the particular environmental links one group of women may have in a given area without a similar knowledge base of the men in the same area. Access and control over resources is one example of social inequality that must be uncovered before planning and implementation can occur.

The rationale for integrating gender perspectives and concerns is based on two important premises:

- The recognition that gender equality and equity are matters of fundamental human rights and social justice, and
- Growing awareness that equality – equal rights, opportunities and responsibilities for men and women – is a precondition for sustainable development and sustainable use of natural resources.

Gender planning is a policy instrument of empowerment, which could be executed by development organisations, self-help groups and grass-root level organizations. As the policy instrument of empowerment, gender planning is based on the two assumptions of the empowerment approach:

- Firstly, the existence of unequal gender relations do exist, in which women are in a subordinated position which negatively influences their lives, and
- Secondly, that these relations of power and gender are not static and that they can be changed by women along with the organizations and net-works that assist and cater to their emancipation.

Gender planning, as the instrument for empowerment and is described as 'approach to development planning, based on the explicit acknowledgement of the existence of

unequal gender relations between women and men in society, consolidated by symbolic codes, normative concepts and institutional practices' (Wieringa, 1998) [107].

Gender planning is a tradition of planning in its own right, with its own planning methodology. It belongs to the transformative traditions of planning. The objective is the emancipation of women, by changing existing gender relations, roles and views in order to reach gender equality, equity and empowerment (Moser, 1993) [103]. Gender planning is rather political in nature, negotiation being the basis of the agenda. Existing methodologies, based on consensus, as Moser states, are not suitable for gender planning. Therefore, the methodology of gender planning is 'planning as debate' (Moser, 1993) [103]. By negotiating and manipulating symbolic codes, normative concepts and institutional practices, development projects and programs could influence existing gender relations and facilitate the empowerment of women, on the basis of gender planning. Remembering the dimensions of gender and the concept of 'room to manoeuvre', one could say that in this way, gender planning deals with stretching the limits, referring to the three dimensions of gender, in order to create (more) room to manoeuvre for women. The dimension/limit of individual identity is indirectly integrated then, being influenced by, and influencing the other dimensions. In gender planning, the dimensions of symbolic gender, institutional gender and individual identity are used to get insight into the background and nature of different roles, positions, needs and interests of men and women in society. Additionally, they are used as lines of intervention, which means that policies and strategies are elaborated on that, would be directed to one or more of these dimensions and would have their effects on one or more of them. This will be made clear further in the next paragraph (Moser, 1993) [103].

Another characteristic of gender planning is the active participation of the target group in the project cycle. In its being a transformation tradition of planning, gender planning integrates a feminist perspective, in objectifying the construction of a collective identity of women, in which each woman considers herself as agent and in which each woman is able to inscribe her own subjectivity, which starts to be promoted from within the women's NGOs.

On the basis of the characteristics, of gender planning could be considered as the most fruitful way forward for issues related to gender planning, the policy instrument of empowerment. This is because of its stress on co-operation with women's groups and civil society organisations, its insistence on the relevance of feminist theories and its potential openness to the diversity and complexity of social relations. This implies that interventions on the basis of gender planning integrate the requirements for empowerment programmes into their policies.

3.9 Executing gender planning: empowerment as strategy and objective

The meaning and characteristics of gender planning as the policy instrument of empowerment in practice is reflected when gender planning is put into practice. In doing this, an operationalisation is made of empowerment as a strategy and as an objective. In executing gender planning, development organisations like women's NGOs and other grass-root level organizations working for the emancipation of women are the intervening subjects, working for development and are aspiring change and transformation in society with respect to gender issues. Therefore the foremost objective of this study was to study the civil society organizations that work as a network and also enact a intervening role with respect to combat domestic violence/family violence against women within the home, and at the larger end work towards gender and development. Additionally, in the next chapter that deals with the data analysis aspect, some concrete insight will be provided as to in which way this network of organizations in Kassel city along with the collaboration with the Hessen state-government, is facilitating to combat family violence and further more how this model could be successfully in developing societies like India.

Gender planning is based on a policy of transformation. Social change is aspired. In their execution of gender planning, NGOs and international organizations could therefore be considered as agents of change. Macdonald, Sprenger and Dubel refer to the change agent working on gender in or with an organisation (Macdonald et.al., 1997) [108]. They refer to the role of the NGOs and international organizations as agents of change –agents that not only tend to change a particular social phenomenon, but in the long run also act as an agent that tends to change the society in general. Gender and gender inequality as concepts and more prominently practising concepts are as strongly embedded in the structure of different organisation as it is in the structure and culture of societies. This is omnipresent in developing societies, e.g. in India.

The role of women's NGOs and women's organizations as agents of change is to facilitate the process of social change and transformation, by creating the conditions and giving impulses. The purpose is that the women in the target group themselves would translate conditions of change into real transformation of existing views and values and/or of structural practices and/or of their individual gender identity, in their own culture or social group. On the basis of this, one could state that in creating the conditions of change for women, organizations as change agents are increasing women's opportunities to become strengthened. Women for example, would be enabled to improve their own strategies or devise new ones, in order to work for their own political empowerment. This is better possibly manifested in form of 'network of organizations' with a central goal and various means to achieve the goal.

As change agents, these organizations should act on the basis of the characteristics of the context of intervention and should try to manoeuvre or plan within its scope. They should elaborate and continuously adapt their strategies in such a way, that they create more room to manoeuvre for themselves to execute their policies effectively, in which the change agent needs flexibility and inventiveness (Macdonald et al. 1997) [108]. Regarding women organizations as agents of change, one could say that, in constantly trying to create more room to manoeuvre for them to become better able to facilitate women's safety, empowerment and representation. This study points out the functioning of the net-work of different organizations in Kassel (primarily women's organizations), work in unison for the eradication of domestic violence and post analysis and study of the network it will be applied in praxis in India. The factor that stands out is that, its not only the civil society organizations but the Hessen state government takes the initiative to organize bi-yearly round-table conferences, '*Aktionsbündnis gegen häusliche Gewalt*' to account for the interventions and the plans of the various organizations to act against domestic violence and acquaint the victims – both women and their dependent children, with rescue and rehabilitation possibilities. The plan of each sector of the society, in this endeavour is surfaced in this round-table. The participants are usually the decision-making factors of the organizations they represent.

Through this work a methodology will be established as to how to form a model of the various organizations working towards similar social phenomenon and goals and the application of the same in India to, determine how various organizations could be connected in a network to facilitate prevention and intervention endeavours towards the aspect of domestic violence and further scope of rehabilitation possibilities, with the ultimate, state-of-the-art motive to political empowerment of the target group. For example, the study will determine what are the kind of organizations that are involved in Kassel that work towards the prevention and intervention of family violence, whether this networks of established strategic alliances with other organisations and partners, is possible to apply in developing societies facing the similar social phenomenon of domestic violence. Once the method is established it could be applied in cases of other social phenomenon also, e.g. juvenile delinquency, child labour, widowhood and similar social phenomenon.

An important underlying rationale of gender planning concerns the fact that men and women not only play different roles in the society, with distinct levels of control over resources, but that they have different needs. Hence what stands important at this juncture is the description of gender needs and its translations planning terms as gender needs. In this context it recognizes the distinctions between practical and strategic gender needs. Moser (1993) provides with a description about the way the state in

different political contexts effectively controls women's strategic gender needs through family policies related to domestic violence, reproductive rights, legal status and welfare policy. The authenticity of these gender-planning tools is examined in terms of several interventions in different sectors. At the same time it is important to keep in mind not to ignore important issues such as race, ethnicity, class and caste (in India).

3.10 Identification of gender planning needs

Planning when is directed to the needs of the marginalized and the disadvantaged women in the developing nations and societies should be based on the interest of the subjects (Boserup 1970, Sen et.al 1987) [109, 110]. Molyneux, when identifying interests it is useful to differentiate between women's interests, strategic gender interests and practical gender interests. When identified the different interests of women, thereafter it is possible to translate them into planning needs. Along with this distinction a gender policy and planning can be formulated and further the tools and techniques of implementing them Molyneux, (1985) [111]. Molyneux, clearly draws a distinction between strategic and practical gender interest of theoretical connotation for gender analysis. And for gender planning what stands important is the distinction between strategic and practical gender needs. It is this that provides gender planning with the fundamental planning tool.

Distinction of the strategic and practical gender needs provided by Moser (1993) [103] has been applied in practise for the purpose of gender sensitive planning.

3.10.1 Strategic gender needs

Strategic gender needs are the needs that women identify because of their subordinate position to men in their society. Strategic gender needs vary according to particular contexts. They relate to gender division of labour, power and control and may include such issues as legal rights, domestic violence, equal wages and women's control over their bodies. Meeting these strategic gender needs helps women to achieve greater equality. It also changes existing roles and therefore challenges women's secondary position (Moser, 1993) [103].

Strategic gender needs are those that are formulated from the analysis of the women's subordination to men. Deriving out of this analysis strategic gender interests necessary for an alternative, more equal and satisfactory organization of society than that which exists at present can be identified. Strategic gender needs are identified to overcome women's subordination that varies, depending on the particular culture and socio-political context within which they are formulated. Hence strategic gender needs includes the following:

- Abolition of sexual division of labour,
- The alleviation of the burden of domestic labour and childcare,
- Removal of institutional forms of discrimination,

- The adaptation of adequate measures against male violence and control over women,
- Establishment of political equality.

3.10.2 Practical gender needs

Practical gender needs are the women identify as their socially accepted roles in society. The practical gender needs dose not challenge the gender division of labour or women's subordinate position in society. These needs are developed as a response to immediate perceived necessities, identifies within a specific context. They are practical in nature and are often concerned with the inadequacies in living conditions such as availability of resources like water, health care, security at home and outside and employment (Moser, 1993) [103].

These needs in contrast from the strategic gender needs are formulated from the concrete conditions, that women experience rather than through external interventions. Practical needs are therefore a response to an immediate perceived necessity, which is identified by women within a precise context.

Gender need differentiation provides a useful tool for planners. It helps in diffusing the criticisms of those who find feminism unacceptable. It is helpful for planners and policy makers who are responsible for meeting these gender needs and in assisting their adoption of more challenging solutions.

3.11 Planning as social mobilization

Planning for the emancipation of a particular group or community is seen as social mobilization. The concept of social mobilization emerged from the recognition that a genuine participatory approach to development is essential for success and sustainability. Civil society participation in development efforts is therefore increasingly recognized by development agencies and governments as essential for promoting good governance - improving responsiveness of national policies and programs to citizens' needs and ensuring transparency and accountability in policy making and implementation processes. Genuine participation of citizens however, goes beyond dialogue with or contracting a few non-governmental organizations. It must engage both men and women in their various capacities, socio-economic status, affiliations and locations. Engaging people requires efforts and mechanisms that can empower all, but most especially the disadvantaged members of society, to participate effectively in development processes.

Social mobilization is an approach and tool that enables people to organize for collective action, by pooling resources and building solidarity required to resolve common problems and work towards community advancement. It is a process that empowers women and

men to organize their own democratically self-governing groups or community organizations, which enable them to initiate and control their own personal and communal development.

Effective social mobilization goes beyond community organizations, harnessing the potential and efforts of government, non-governmental sector and citizens to work towards sustainable social, economic and political development. The benefits of social mobilization to community organizations and its impact locally and nationally can be best sustained within an enabling political, policy and regulatory environment and where mechanisms for linking experiences and lessons at the community level to policy are developed and further transmitted to the areas where their need is recognized (Pandey, 2002, 2005) [112, 113].

Social mobilization as an approach empowers people to participate actively in development processes. It is an essential tool for mobilizing and engaging isolated, passive and poor members of society, hence its popularity with poverty reduction and decentralized governance programmes worldwide. Its effectiveness depends to a large extent on the appropriateness of the approaches used within a given cultural, socio-economic and political environment. On the whole, it is an effective tool for building a well-informed, proactive and strong civil society, making it a valuable partner for government and the private sector in shaping national development that is equitable and sustainable.
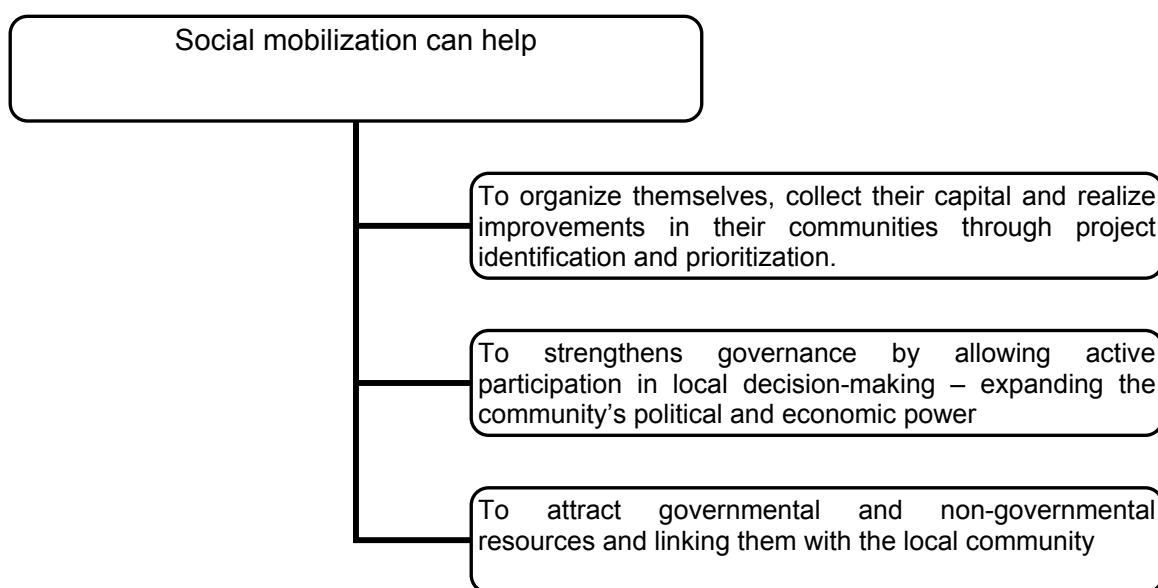
Figure 3.4 How social mobilization can help?

(Source: Pandey UNDP, 2005 [113])

3.12 Planning as a learning process

Along with the traditional view of urban planning as a process of professionals preparing the decisions and land use plans, urban planning may be considered as a more comprehensive process including social, ethical, environmental and political aspects (Lemmetty, 2005; Friedmann, 1987) [114, 100]. This brings in a need for a more dynamic and interactive organization of networks and partnerships. The aim of this interdisciplinary research is to create a concept of urban planning as a learning process. Learning from the co-ordinated community network in Kassel, which work as a unit to combat domestic violence against women and to cater to the needs of the victim of violence and further to apply it in the disadvantaged urban neighbourhoods in Pune city.

Traditionally, the most powerful instruments of urban planning are different sanctioned land use plans on regional, general and detailed levels. From this point of view, urban planning can be seen as a community of practice, which is institutionally bound up with the political decision-making and with the professional expertise responsible for preparing the decisions and plans.

Besides this narrow but judicially clear definition, urban planning can be seen as a more comprehensive concept including several social, professional, ethical and political processes by which the community have an effect on quality of life and environment of its members, and their future development. From this point of view, urban planning is no longer only a question of preparing land use plans but a wide range of timely managed processes including different plans, decisions and actions. This requires a more dynamic organization of networks and partnerships to enhance the quality and to increase the innovations in urban planning processes. This was the very core of the present work. The recent trends in planning theories have been guided by the social sciences. This has resulted in theories of communicative planning which has been referred to in this work. However, interaction and communication among organizations is crucial for learning, knowledge co-creation and innovation (Lemmetty, 2005) [114]. Hence in the development of backward and disadvantaged neighbourhoods of cities, and for the development of marginalized women in distress, such collaborative networks are a demand of the present times.

The final aim should be to elaborate a collaborative and learning urban planning process in which all the stakeholders can make a contribution. This will eventually give way to a more transparent, conversational and instructive planning process.

CHAPTER 4

4 Methodology

4.1 Genesis of the Study

The idea study emerged during the research on child labour in slums of Calcutta and Pune. The study of the urban under-class was always a focus of interest and during the research on the socio-economic profile of child labour in slums of Calcutta another aspect of the disadvantaged neighbourhood, which was in immediate need of concern was phenomenon of domestic violence amongst the urban under class. A preliminary survey was done in the slums of Pune to understand the socio-economic profile of the women, status of women in households and the occurrence of domestic violence.

During the survey the important aspect that was pointed out was the

- Need for rescue shelters for the victims (women) and their dependent children, and
- Need for an alliance of the civil society organization to work together to combat domestic violence.

Hence keeping this in mind the research was conducted in Kassel to accomplish the needs. Accordingly the interview schedule was prepared to conduct interviews with the various experts in Kassel who work in unison to combat domestic violence.

This study was undertaken as part of a larger prospective study on domestic violence against women, and the network of advocacy organization that extends help and support. Hence to include the various aspects of investigation in the present study, the research is "multi methodical" and "multi- dimensional" in character. Hence perceiving the need both primary as well as secondary data sources are being used in the process of data collection.

This study is done from an interdisciplinary perspective, drawing from or characterized by participation of two or more fields of study; namely here planning and sociology. The justification being that, the research aims at planning for a refuge for the distressed women. The research broadly aims at organizing the lives of the victims of violence of the lower socio-economic class, from the planning perspective.

The approach in this inter-disciplinary research was exploratory in nature to understand the way of handling the phenomenon of domestic violence and the corresponding formation of advocacy services for the victims. The aim was to learn form the system and apply it in a similar context in Pune city and this was done keeping in mind the differences in the two cultures.

The problem in question, i.e., domestic violence against women, and their problem of safe refuge and rehabilitation, is both a problem in India as well as Germany. The activities of establishing sustainable shelter homes and other advocacy organization and measures for these women have reached a substantial mark in Germany, where as in India, they are still far from reality. The first shelter for the battered women was established in Berlin, in 1976. Keeping up with this philanthropic activity, there are approximately 400 shelters, which are filled to capacity and every year provide refuge to about 40,000 women and children. At the beginning the shelters were the feminist movement's response to male violence against women but today they are a core element in a more firmly established social response system.

Hence the research tries to encompass this particular feminine need considering it in the broader framework of city planning in India.

Qualitative data had been collected for the study. When talking about qualitative methods the term "qualitative" is applied to several procedures of data-collection as much as to different procedures of data analysis. In relation to data collection, the qualitative methods include non-structured procedures from observation to interview, self-reports or written narratives. The focus is within the situation or within the individual; the information collected is not established a priori, as the gathering of information is open-ended in nature.

The following diagram illustrates the steps in data collection and interpretation and accomplishing the need of the study.
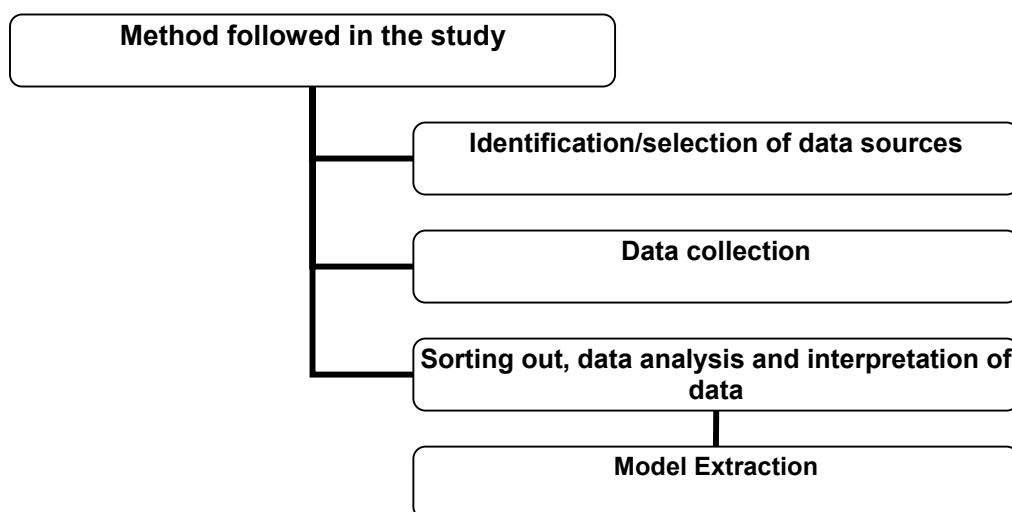
Figure 4.1 Methods followed in this study

4.2 Identification

The focus of the research was to learn the efforts of the various organizations and their work towards helping the victims of domestic violence. For the purpose of collecting first hand primary data interviews were conducted with the experts from the various short-listed organizations in Kassel, organizations that work towards helping the victims of family violence. In selection of the organizations it should be mentioned here that 'snow-ball sampling', was done and the organization listed below (which were surveyed on their work on domestic violence) was mostly recommended by the '*Frauenbüro Stadt Kassel'*. Those organizations then were approached, interviewed, and asked for additional names. In this way, a sufficient number of subjects can be accumulated to give a study adequate power.

The organizations that were contacted were:

- the Women's council, (*Frauenbüro Stadt Kassel*)
- the women's shelter home in Kassel
- Frauen informieren Frauen (FIF) e.V. Kassel
- Kasseler Hilfe
- Pro Familia
- Diakonischeswerk
- Kasseler Mädchenhaus
- Kinderschutzbund
- Youth office (department working with delinquent children from disturbed homes)
- Klinikum Kassel (the department working with the victims/patients of domestic violence)
- The police (information gathered about the work of the police on domestic violence from the presentation and discussions at the actions alliance against domestic violence).

4.3 Interview

An interview schedule was prepared towards this end. A structured interview schedule was prepared for the purpose of data collection. Such interviews involve the use of pre-determined question. This was to ensure that all experts responded to the similar questions. But instead of close-ended questions, for the need of the research open-ended questions were used so that the experts/respondents had the liberty to share as much information permitted within their scope about their organization. The experts interviewed for this study are mostly working in their respective organization for a long time and are very experienced in the area of violence against women and the on going work regarding the legislation on domestic violence, or combating family violence from society or proposing and organizing for the rehabilitation of the victims and their dependent children.

Hence though the question in the interview schedule was predetermined a great amount of flexibility was kept in the responses received from the experts.

The research is exploratory in method and the continuous effort was to increase the understanding the various was in which the phenomenon of domestic violence was being tackled by the various responsible organizations. The finding from such exploratory work, help in the development of further problem solving methodology on a particular phenomenon.

Though the questions were as open ended, the question and their order was predetermined and in-depth. Interviews were conducted with the experts from the organization and also in the initial stage it with someone who could speak English. In cases where the interviewee/the expert was unable to correspond in English, help was sought from a colleague in those situations. Along with pre-determined question the respondents are at their liberty to share their knowledge about the particular phenomenon. The respondents are given ample scope to elaborately talk about their experience.

Main emphasis of data collection is concentrated on the procedure on the following:

- Expert interviews, to evaluate the process of the establishment and the development of the of the organizations in question and their work towards the problem of domestic violence, particular emphasis was paid towards the development of the women's shelter home in the disadvantaged neighbourhood in *Nordstadt,* Kassel,

- Development of the advocacy organization which now work as an alliance to fight domestic violence and formulate the support measures.

Having considered all the above an interview schedule was prepared and a pilot interview was conducted to realise the flaws in the inquiry. The interview schedule was then altered accordingly and the final process of interviews was conducted and a vast amount of data was generated.

The other sources of data used for this research are:

- The review of "grey literature", containing the research and information regarding the area. All types of literature not available through the normal bookselling channels, including reports, trade literature, translations and ad hoc publications." In other words grey literature can be seen as information resources that are not always easily available. Grey literature includes (but is not limited to) brochures, pamphlets, company reports, memoranda, market research reports, etc.,

- Review and adaptation of the statistical data of the organizations who had provided them,

- Literature review had also done of the library documents related to the women's shelters and the literature on the disadvantaged neighbourhoods. This is done to

comprehend the research that has already been done and statistical reports as well as the analysis of secondary data sources,

- Documents, reports and internal strategy papers of the '*Frauenhaus*' in Kassel as well as other organizations short-listed,
- Project reports on neighbourhood management in Kassel and other cities are also accessed to understand how the disadvantaged neighbourhood in Kassel *(Nordstadt)* was attempted to be developed in all respects by the city,
- Research reports on similar themes,
- Government reports, police reports and reports of international organizations and NGOs (mostly provided by the organizations that were surveyed in Kassel).

4.4 Sorting out data and data analysis

Analysis of the data collected was done using the principle of narrative analysis. Narratives are oral versions of personal experience. Narrative analysis is a strategy that recognises the extent to which the narrated events provide insights about lived experiences ad fact s that are in enquiry. (Sandelwoski, 1994, Thorne, 2000) [115,116]. Narrative analysis was used for the fact that the aim of the research was to understand and document the establishment and development of the various organizations in Kassel that work for the cause of domestic violence. Hence their first hand experience had shaped the structure of this work and further their experience will be helpful during the implementation stage as well in Pune.

The use of narratives as data has come under scrutiny (Phillips, 1994) [117]. To make use of narratives as a data source was interesting in obtaining a full coverage about the events that prompted the organizations to work towards the cause of domestic violence and to obtain a personal account of the work of each organization from the experts. Narratives are re-fashioned in light of present work experiences. The field of narrative analysis within qualitative research is broad-based. There is no definitive approach or methodology. It is all about documenting the experiences of a certain course of development. Narrative analysis is analysis of chronologically recounted information, with a focus on how elements are sequenced. Narrative analysis is seen as a more in-depth alternative to survey research. Some advocates see it as an "empowering" social science methodology insofar as it gives respondents the venue to articulate their own viewpoints and evaluative standards. Researchers find it helpful to organize the narrative according to temporal sequence (Labov, 1997) [118].

As noted by Labov and Waletzky (1967) [119], narratives, and particularly the evaluative elements of narratives are social phenomena. Narratives vary by social context and evaluative data extracted from narratives will vary by the social context within which they

are collected. Consequently, it may be fruitful to gather narratives on the same reference objects from otherwise similar respondents in varying social contexts. Likewise, gathering narratives on the same objects from the same respondents at different points in some development process will yield differences in evaluative components and consequent insight into the process.

4.5 Documentation

After the analysis of the data, using narrative analysis, the documentation of the work was done. The oral versions of the personal experiences of each of the experts from the organizations helped to gather insight into the method of establishing the similar pattern of prevention and intervention work in Pune city. A particular method adapted by the organizations as well as the action alliance – 'the network', was understood with the help of narrative analysis and then attempted to be implemented for a similar crisis in a different socio-cultural setting.

Women's groups all over the world have continuously campaigned to draw public attention towards the issue of gender violence. Unfortunately, an accurate estimate of the dimensions of the problem has been difficult to obtain because of the gross under-reporting of the phenomenon.

In India, there has been very little research done on the subject of organizing structural preventive measures for the victims, in spite of the fact that the aspect of violence against women both at the public and the private domain was the main focus of the women's movement. This is largely because, like in the rest of the world, in India too there is a tendency to overlook the incidence of the phenomenon with only the few heinous cases attracting media and public attention. According to Mahajan, (1990) [30], we have limited knowledge on family violence and further limited knowledge on the support services to be extended to the victims. Not much research has been done, he says, and for a variety of reasons. Firstly, the semi-sacred nature of the family in our society makes research into family violence a taboo. Secondly, research into the family has been largely devoted to the study of the joint family, which diverted attention from family conflicts in general and physical violence in particular. Thirdly, paucity of research on family violence can be attributed to the apathetic attitude of society, which has relegated intra-family violence to a form of individual pathology and has led members of the family to believe that physical conflicts in the family do not constitute violence.

Gender based victimization, which includes family violence, is a global issue reaching across national boundaries as well as socio-economic, cultural, racial, class and caste distinctions. It is a problem without frontiers – that has no boundaries. Not only is the problem widely dispersed geographically, but also its incidence is also extensive, making

it a typical and accepted behaviour. In the past twenty-five years, has the issue been brought into the open as a field of concern and study (Connors 1989) [78]. Though even today much of the research is new and centred in the West, but nevertheless there are few important studies on violence inflicted on women from the eastern-oriental perspective too. Especially in India the aim of the entire discourse is towards organising the victims of violence in a safe-shelter, this with a special emphasis the urban under-class. The focal point of the research on violence against women in general is on the prevention and intervention strategies. This discourse is rather young in India, but nonetheless, the phenomenon is looked at from a very interdisciplinary perspective.

The necessity to look into the social concept of domestic violence in urban slums from the planning perspective is because, the research not only identifies the target area as an urban location with a high incidence of violence, but it also aims at organising for a safe shelter and additional support network for the women victims and their children.

Planning by definition, involves formulating a vision of more desirable situation for the society/community. As a branch of architecture it deals with the design and organization of urban space and activities, and determines plans for the future physical arrangements and conditions of communities. According to Wolfe planning, is for the betterment of the community (Wolfe, 1994) [99] and further comments that a fundamental assumption of planners is that change can be managed for the betterment of the community. Hence speaking of community betterment it is imperative to encompass the concept of planning, as it provides a proper direction towards the community organization.

In recent years, upsurge of civil movements in several parts of the India – more specifically in high growth profile cities – has drawn attention towards the human rights of slum dwellers. The deprived sections of Indian population are being organised by voluntary groups (NGOs) for their 'empowerment' and 'capacity building'. Right to live with dignity, gender issues, housing rights, campaigns against domestic violence or atrocities on 'Dalits'[4], are a few concerns under scrutiny. As regards slums, entitlement to squatted lands, empowerment and capacity building of the inhabitants and environmental improvement are the main objectives today voluntary organization and the urban planning department of the city administration (also in India) are taking keen interest on such initiatives. NGOs have exerted adequate pressure on policy-makers to change their attitude towards the urban poor.

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4 The Dalit people of India have been the most widely oppressed caste for more than three thousand years. Indian Dalits comprise nearly 1/4 of the total population, a massive 250 million men, women, and children. Dalits are considered the "outcasts" of Indian society - the "untouchables",

In the liberalisation era, improvement of urban environment, including the shanty towns, is also on the agenda of many state governments. International funding on selective basis is now available for tackling housing poverty and extending basic services in slum settlements. Improving slum environment is considered one of the basic requirements by governments to attract foreign investment. Another important factor that has favourably changed the attitude of planners, politicians and local leadership towards the slum dwellers is the fact that in economically strategic cities slum population has already exceeded the non-slum population (as in Mumbai and Pune) or it may reach that level soon (as in Delhi). Slum dwellers being the main vote banks of politicians, the latter cannot overlook them any more. Policy-makers have to realise the fact that given the rapidly growing population of the urban poor, conventional planning in favour of this less privileged sections of city population has to change. Not only that, efforts are being made to incorporate the aspect of gender planning, the goal is to ensure women through empowering themselves, achieve equality and equity along with men with in the community of developing societies in particular. It describes the conceptual rational for a new planning tradition based on gender roles and needs and identifies methods and tool to integrate gender into planning. This aspect of gender planning would be dealt with elaborately later.

Hence in this direction it becomes imperative to work on the application of intervention and prevention strategies to combat this universal phenomenon. Such strategies are often culturally sensitive and need to be responsive to local conditions.

CHAPTER 5

5 Organizations in Kassel city working towards the prevention and intervention of domestic violence: interpretation of the data collected

5.1 Measure to be adapted to prevent intimate partner violence

Efforts to combat intimate partner violence have largely focused on: support for victims' legal reform and police training treatment programmes for perpetrators. Women's crisis centres and battered women's shelters have been the cornerstone of programmes for victims of partner violence. These types of programmes offer individual counselling, job training and assistance in dealing with social services and legal matters. Many also provide referrals for drug and alcohol treatment. Legal reforms – particularly criminalizing domestic violence – and efforts to reform police practice are also common approaches to address partner violence. Experience has shown, however, that these types of reform are not likely to be effective unless accompanied by significant changes in institutional culture and practice. Treatment programmes for abusers typically use a group format to discuss gender roles and teach problem-solving skills. Counselling programmes for men who abuse their partners have proved successful in helping some men modify their behaviour, but there is generally a very high drop-out rate and many men who are referred to these types of programmes never attend sessions. Other efforts to address violence by intimate partners focus on specific settings such as: hospitals and other health care settings schools communities.

Women come into contact with the health system throughout their lives. This makes the health care setting an important place where women undergoing abuse can be identified, provided with support and referred if necessary to specialized services (WHO, 2002)[5] [120].

Existing interventions in health care settings focus on training health care providers to identify and respond to abuse victims and drawing up guidelines for the proper management of abuse.

Schools are an important setting for primary prevention activities. While most programmes in schools address youth violence and bullying, there is considerable scope to integrate material into these programmes that explores relationships, gender roles, coercion and control.

Promoting healthy relationships in younger age groups is a key to preventing violence and destructive patterns of behaviour.

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5 WHO document on 'Intimate partner violence' World Health Organization 2002.

Coordinating councils or interagency forums are an increasingly popular means of monitoring and improving responses towards intimate partner violence at the community level. Their aim is to exchange information, identify and address problems in the provision of services and to promote good practice and awareness.

Other activities within communities include outreach to victims, and prevention campaigns and small-scale media to raise awareness about the problem and to change social norms and behaviour.

Community-based domestic violence services, in the developed countries have grown significantly since their emergence in the 1970s. In addition to crisis-oriented services, such as telephone hot lines and temporary shelter, many of these agencies provide legal, health, mental health, counselling and assistance in finding housing (if urged by the victim), relocating, and planning for safety (Saathoff et al. 1999) [131]. These services had developed in response to the deleterious effects of domestic violence on women and children. Community-based service providers have developed and designed the programmes keeping in mind the various requirements of the victims.

This chapter analyses the data collected from each of the domestic violence prevention and intervention organization.

There has been significant growth in services towards assisting the victims of domestic violence in the western world including Germany, while in the developing nations like India substantial segments of the target population still are not reached, and most organizations do not yet have a sufficient range of services to meet the diverse needs of the victims, both women and children diverse needs. Challenges posed by ignorance to wards the severity of the damage caused by violence with in the family, inadequate funding towards meeting the various demands of the problem, needs for specialized and qualified staffs to deal with such social problems, and a dearth of data on the current intervention programs carried out throughout the world, all this hamper domestic violence service providers' ability to meet the needs of the victims.

This chapter attempts to highlights the promising new directions in service delivery carried out in Kassel. Community-based domestic violence organizations increasingly are using innovative strategies to address needs. These agencies attempt to educate the public and professionals about domestic violence against women and children and its impact on the larger society. In addition, these organizations are building important collaborative relationships with each other to be able to provide better services to the victims. These and related developments suggest cautious optimism that future years will see continuing progress in attempts by community-based organizations to address the needs of women and children whose well-being is jeopardized by their exposure to domestic violence.

Despite years of addressing domestic violence at various levels across countries, there still remains visible gaps and lack of co-ordination efforts in some regions, especially in the developing world. Seeking to address this gap, many community levels approaches have significantly improved the level of communication and co-ordination among the agencies intervening in domestic violence cases. Different approaches to networking these advocacy services have developed by projects across the western world, e.g. USA, UK, Canada and Germany. This research was a similar effort towards documenting such a network in Kassel city to plan for a model for Pune city in India.

With the onset of this research in Kassel in the year 2003, initially the various organizations working on the theme and with the theme of domestic violence was identified with the help of the women's office/council in Kassel city, known as the *'Frauenbüro'* then contacted for a appointments followed by expert interviews.

5.2 The main questions were:
- Regarding the type of the organization
- Growth, development and evolution of the organization
- Funding sources
- Location of the organization and the population that it caters to,
- Work of the organization towards the phenomenon of domestic violence against women and children in Kassel city and its suburban areas
- Participation of the organization towards the collaborative effort of combat domestic violence and to organize help for the victims.

Keeping in mind these broad questions, an interview schedule was prepared and the process of data collection was initiated and conducted. The objective was to have a through understanding of the evolution of the respective organizations, their strategies and fight against domestic violence, the offered help towards the victims and further the intra and inter organizational discussion of the best possible to protect the susceptible victims.

During the interviews sessions and while discussing the work of the organization with the issue of domestic violence in Kassel, what was discovered that all the organizations have widely adapted an important strategic principle now widely used by experts and activists working to combat domestic violence. These are the Three P's, which denote the key areas relating to violence against women and children, which are:

- Prevention: prevention of crime against women and children
- Provision: adequate provisions of quality support services for the victims of domestic violence and
- Protection: advocate appropriate legal protection for the women and children.

5.3 ‚Frauenbüro' – the women's office in Kassel city

At the initial stage of this work the first discussion was conducted at the *'Frauenbüro'-* the women's council in Kassel city. Before going in to the analysis of the data collected and explanation of each of the organization a brief description of the women's office in Kassel stands important. It was through the help of the women's office in the *'Kasseler Rathaus'*, that the other organizations were contacted.

In Germany the struggle for equal opportunity for women in society and the emancipation of women started prior to the creation of the first local women's office. Prior to this there was a long period when the extent of violence against women and girls was scandalized by the media, and when there was intensive publicity about the discrimination of women in jobs and vocational training, in the procedures of divorce and many other fields of life. This publicity or rather the bringing certain aspects into prominence started with the women's liberation movement in the 1970s. Women's groups and women from trade unions and political parties, pointed out that in politics women's interest was not considered and that the percentage of women representatives had to be increased so that the interests, needs and demands of women could be represented. The proposal to place women's commission in senior administration was seen as a compromise and a possible preliminary measure. They were meant to lobby women in local administration and politics in order to help women achieve their aims at the political and the administrative level (Chelmis, 1985) [122][6].

Parallely the policy of equal opportunity began to be institutionalised in the country from the 1975.

In Hessen the women's commissioners were first employed in the mid 80s and the very first one in the town of Kassel in 1984, following council decisions in several towns and districts. Their area of activities was outlined by the councils and included responsibilities in local politics, public awareness and administration.

These initial few steps to institutionalise the political representation of women coincided with an awareness that it is necessary to deal with women's need in local politics. This eventually led to the integration of equal opportunities in the constitution, which had to ensure equal rights of men and women by creating women's offices. While creating these

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6 The document is in German. The required portions was translated by Debjani Pal Chaudhuri (DPC)

offices further institutions for the encouragement of the equal opportunities were created at the municipal level. Women's commissions, women's committees, and women's councils had all generated and encouraged the discussions on women's policies. This had strengthened the position of the women's commissioner and had assisted in decision-making in the council meetings. During the discussion with the various women's organizations and councils issues were problematized and accordingly solutions were formulated. This trend exists until now.

The institutionalisation of women's commissioner in 1992 and the equal rights bill of 1993 guaranteed the status in the long run.

5.3.1 Women's offices – the organization:

The three most common organizational models in the administration are:

- Being a part of the senior administration with special portfolio
- Being integrated into a department and
- Having an independent office.

5.3.2 Location of the *Frauenbüro*

Figure 5.1 Location of the *Frauenbüro*, in the City Hall of Kassel

(Source: Informationssystem Kassel, Stadt und Region)

The women's office is located in the city-hall of Kassel (*Kasseler Rathaus*) at *Obere Königsstrasse 8, 34117 Kassel*. The location is easily accessible by public transport,

namely trams, which makes it easy for women seeking information to reach the *'Frauenbüro'.*

5.3.3 Responsibilities of the women's commissioner

It is the responsibility of the local council and the local administration to implement equal opportunities for women and girls. The office pursues women's interests in all fields of local politics. There exists cooperation between local politics and local administration which ensures that the task of the *'Frauenbeauftragte'* the women's commissioner covers the whole spectrum of administration. The basic argument is that there should be proper representation of women's interest in each and every field of political and administration.

The job of the women's commissioner includes suggestions and action for the implementation of the situation of women and girls in the municipality and neighbouring districts under the jurisdiction of the municipality and public awareness about the discrimination and violence that exists in society and accordingly making provisions for combating them.

There are programmes to improve the situation of socially disadvantages women comprising of women among the low income groups, unemployed and homeless women, migrant women, refugee women, single mother and their children, women victims of domestic violence and the like. It is the responsibility of the women's commission to intervene by getting together with other women's organizations, women's pressure groups. For example, in the present question of domestic violence, and also in the question of town planning and housing making the infrastructure gender sensitive. The women's office offers its skills when advising and accompanying the pressure groups and projects advise on acquiring public subsidies and establish networks for the various local women's groups and projects. It takes note of the ideas, proposals, recommendations and decisions from the groups for the emancipation of distressed women and presents them to the administrative level.

5.3.4 Responsibilities of the women's commission

The main domain of work of the women's commission is the promotion of women in personnel development of the public sector. Through plans for the promotion pf women ad through a given quota she tries to increase the promotion of women in public sector. The office also propagates the creation of conditions, for the emancipation, progress and safety of women and their dependent children. It acts as a data bank of information for women in need. The rage of information covers practically all areas of women's requirement. The office has appropriately taken heed of the various requirements for women coming with various problematic backgrounds.

The women's offices are rightfully the answers to the classical patriarchal administrative systems considering the rightful position of women in society.

It was the women's office and the women's commissioner of Kassel city that had helped to flag-off the process of the expert interviews needed for the accomplishment of this work. The initial intimation and information regarding the various organizations, which work, as a network to combat domestic violence and to assist the victims and the children in all respect was received from the women's office. Also the information regarding the action alliance against domestic violence and membership to it was possible due to the women's council.

5.4 *Organizations surveyed in Kassel that work in a network to prevent domestic violence and help the victims*

5.4.1 Women's shelter home in Kassel

The flight of victims of family violence and her children into a women's refuge does not only reflect that this accommodation is often the only way out from a situation existence threatening emotionally and physically, it indicates the desire for change of this situation to a quiet life, well protected life, at the same time, a life with security and self-determination for the victim and her children. (Terlinden & Dörhofer 1987) [123]. The women's shelter home or the *'autonomes Frauenhaus e.V. Kassel'*, is recognized in this project as one of the most essential organization in this research, playing a pivotal role. Before getting into the function of this women's shelter, a brief look at the history of its establishment is important.

After the problem of violence and maltreatment against women was made public and was publicly discussed by the women's movement nationwide in Germany, a women's shelter and refuge group was founded in the *'Frauenzentrum Kassel'*, woman centre Kassel in November 1976.

The Kassel women's refuge group made a survey with the doctors, with the police, hospitals, with the AWO (worker welfare) just to inform all of them about the problem of violence against women and maltreatment in the family. As a temporary solution, earlier in cases of family violence the victims were accommodated in the old age homes or the nursing homes of the AWO where could avail of a temporary shelter for a few days. For the first time the municipal authorities were requested for a provision for an appropriate shelter for the victims of family violence. The women's refuge group got the condition made for a support and the demand moved a month later. This was the grounding of the women's shelter home in Kassel.[7]

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7 Translated from the , Geschichte der Frauenhaus in Kassel', provided as print materiel from the Frauenhaus. Translated by DPC.

In the women's shelter home in Kassel, like all other shelter homes through out Germany, women who are victims of domestic violence and her children get refuge, protection and support. Consultation, admission and counselling or contacting the shelter home is possible over the telephone round the clock, without any bureaucratic efforts i.e.:

- Every women who calls or contacts the shelter home has to mention the reason for her refuge in the shelter home and not justify it,
- No (official) file is maintained on the women who wish to take refuge. All that the women shares with the staff of the shelter home are never passed on to any third party,
- Since 1998, every woman who approaches the shelter home must pay rent for the stay in the women's refuge since. As a rule, the rent is taken from the social welfare office (translated from Frauen-Reader 2003) [124][8].

The shelter home usually dose not reject any women who wants admission, but in case when there is not more place or beds free, the shelter home along with the victim looks for an appropriate place for the victim, e.g. in another women's shelter. Every inhabitant organizes her daily life and that of her children, herself. Decisions regarding the rules of living together with others in the house, and the house organization are taken by the inhabitants and the house staff together during the house meeting.

The independent women's shelter home in Kassel, gives refuge to women from various age group, nationalities (like Germans, Turkish, Afghans, Persians, Polish, Russian etc.), religion, culture and traditions, and interests. Women who take refuge in the shelter home come face to face with the fact that, there are other like her who have faced violence at home and that she is not an individual case. Women here experience the fact that violence in the family and the relationships happens to others too and forgets that it is only her destiny. During the stay at the shelter home, women develop a new perspective to life and begin to question the traditional role and subjugation of women in a patriarchal society. The duration of stay of an inhabitant depends on the inhabitants themselves.

The refuge stands at the heart of the battered-women's movement and is important for a variety of reasons (Dobash and Dobash 1992) [40] [9]. For the woman, it serves as a physical place where she can temporarily escape from violence, find safety and make decisions about her own life. Contact with other women helps overcome isolation and a sense of being the only one with a violent partner. For the movement, it provides the

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8 Frauen-Reader ,Wegweiser durch Projekte, Verbände, Netzwerke und Service-Einrichtungen', Stadt Kassel, Magistrat – Frauenbüro. Hayn Druchwerkstatt, Kassel, Dezember 2003. Part required for the research was translated for use. Translated by DPC.

9 This work demonstrates how refuges and shelters stand at the core of the battered women's movement, and how the movement has challenged the police, courts and social services to provide greater assistance to women in both Britain and the US. This work, since then have been a basic reference point for the need of shelter homes for women who are victims of family violence.

physical location from which to organize and serves as a base for practical and political thought and action. Refuges vividly illustrate women's continued dependence in marriage and economic disadvantage whereby they must rely on a man for the basic necessity of accommodation. It raises most powerfully the issue of women's autonomy by exemplifying so clearly their present state of dependence upon others whether the husband, family, the state or charity for the material basis of daily existence. Thus, the refuge itself becomes a fundamental means, by which feminist politics is developed, sustained and rekindled within the context of the problem itself and in close contact with the daily lives of sufferers.

The refuge provides an almost unique opportunity for creating a change for women that not only assists women who have been battered but also stretches beyond those who seek refuge. The provision of a physical space so thoroughly enmeshed in he problem itself and in the lives of the women and refuge workers is unique for most social movements, and it is doubtful that a movement, rather than just a provision of service, could have developed or been sustained without it.

Historically, the refuge has often served as a haven for women in distress, those escaping cruel fathers or husbands or those without means of support. The concept of the refuge represents a haven, a place of respite or a last chance to escape oppressive or dangerous circumstances.

5.4.2   Appearance of the house

From the outside, most domestic violence shelters are unrecognisable. They look like any other residential building. It is at least true for the women's shelter home in Kassel. It is located in the heavily built area of *Nordstadt,* Kassel. A shelter can be anywhere and blend in. Domestic violence shelters are designed specifically to support women and children who are victims of family violence and who are looking for a safe shelter and escape from the dangers of further violence – a place which will immediately take care of their needs of the hour. Like all other shelter homes, the shelter home in Kassel runs specially designed facilities that are built to strict specifications to reflect the immediate and the long-term needs of women and children who come there as a result of ongoing violence at home. In specially designed shelters like the one existing in Kassel women and their children are assigned to a private room that has enough (real) beds to accommodate the woman and her children. There are no private baths or kitchens but shared ones. It is an organization is registered with the city authority in Kassel.

The women's shelter home in Kassel is an emergency housing is considered to be shelters, safe apartments, or rooms in host homes where a battered woman and her children can stay. Typically, women enter emergency housing before moving into transitional or permanent housing. The shelter homes help the victims, through the

immediate crisis caused by leaving her batterer and separating from her community, and help her to begin the process of learning to live independently along with thinking about her further life and the future of her children if they have accompanied her.

Transitional shelters provide services to battered women, such as emergency medical services when needed, legal help, help with the matter of counselling, along with special provisions of counselling for children, several workshops, and peer counselling support groups to make it easier for them to regain their independence and live on their own. They focus on practical, concrete skills of independent living while offering therapeutic counselling for women and their children.

The working staffs of the shelter home also assist the victim finally to look for a low cost and independent house for further living, when she is capable of handling her problems by herself. Finding permanent housing for a battered woman and her children may involve her renting a private apartment or moving into supportive housing managed by a social service organization. These organizations may offer continued services to the family to ensure that they are able to remain independent (Dobash and Dobash 1992) [40].

5.4.3 Arrival at the shelter home

Women's shelter home, it stands the very last option for a woman. The event at times is pre planned and sometimes is also a sudden occurrence at the wee hours of the night. Women at times arrive with nothing but the clothing they're wearing. Entering the front door of our shelters is, for many of our clients, a new beginning. It is important to mention at this juncture that during the counselling sessions in the shelter homes and in all other philanthropic organizations one aspect is repeatedly mentioned to the women and that is when they decide to leave the home and look for shelter in the shelter homes they should at least bring along with them papers of identification, citizenship and residence permit. Such papers are important for the legal procedures. This is especially true of the migrant women coming to the shelter home for professional help to rescue them from the violence at home.

The primary reason women seek shelter is to secure the safety of themselves and their children. In many instances, the threat of injury or death is so great that no other alternative but shelter exists. Despite the risks involved in staying in a violent home, the decision to leave is a difficult one, as women and children may be forced to sever relationships with families and friends. Although many women are able to maintain contact with family members, the batterer may know their addresses, posing a risk to the woman if she has contact with them. In this context the shelter home in Kassel aims to create a safe place for women to stay by providing confidential shelter.

At the shelter home the battered women receive help in a number of ways. They often contact the home either by calling the hotline number, available at all social organizations and the police and medical centre in Kassel or by directly coming to the house. The house receives number of calls everyday, which are answered by trained domestic violence counsellors and offers crisis counselling and referrals to other services. If the counsellor and woman agree that shelter placement is necessary, the counsellor will attempt to find a shelter bed for her. If necessary, the shelter employee and/or hotline counsellor will help her arrange transportation to the shelter. Shelters are not only four walls and a roof. Once a battered woman has dealt with the immediate issues of safety and survival, her long-range emotional and practical needs and then simultaneously dealt with.

5.4.4 Type of Services offered

Women who step out of their homes and enter a domestic violence shelter take a courageous step to regain control over their lives and to ensure safety for themselves and their children. The focus in the shelter is on stabilizing their lives, helping them understand their options, and increasing their ability to achieve their goals. The shelter home in Kassel in this direction offers

- Individual and group counselling sessions with a social worker or therapist to allow a woman to talk about her experiences and sort through her feelings
- In case the victim wants to lodge a complaint with the police the staff accompany them
- Arrangements are made to visit a doctor for a check up of the physical condition of the victim
- The staff of the shelter home also arrange for legal assistance
- Help the victim to look for a job if possible
- Staff assist the women in looking for permanent residence and help in getting financial help for themselves and their children
- Help the children by arranging for special therapy if necessary and also contact the 'girls house' when assistance is required for a young girl.

Hence it is clear that it is just not the shelter home but the victim is automatically introduced with the range of services that the shelter along with the network offers.

5.4.5 Security

The women and her dependent children find protection in the refuge shelter, from the maltreatment they have faced in the family.

- The main door of the shelter home is always locked and special care is taken to see that children cannot open it
- Only women who are well known or who have informed the staff prior to their arrival are allowed admission
- No information about the inhabitants are provided to a third person not also over the telephone
- The address of the shelter home is always a secret and only the post box no is provided for the security reasons of the inhabitants
- The telephone number of the main hall of the refuge center, which is a common meeting place for the inhabitants, is also a secret number and is only provided to confidential persons.

Safety and security are primary concerns at our shelters. The shelter home is staffed all the while and is equipped with additional security measures. Some of the women who have taken shelter in the house for a long time also act a volunteers and work as for the home. They are trained to respond to the emergency situations and also keep a strict vigilance on the building to prevent any outsider/men to enter into the house. The staff can also offer emergency counselling to shelter residents who may need to talk at hours when other residents are asleep.

Women entering the shelter are required to sign a confidentiality agreement that states they will not reveal the location of the residence. If this agreement is violated, a woman may have to move out to ensure her own safety. This disincentive encourages women to keep the shelter address confidential. Because the address of the shelter is confidential, women are not allowed to have visitors or receive telephone calls.

5.5 Description of the women's shelter in Kassel

The domestic violence shelter home in Kassel consists of both public spaces and very private spaces with in the same structure. This drives the facility layout and functional space adjacencies.

Public spaces of the house are areas that the victims who come to the house for the first time and visitors have ready access to and may enter unattended by staff. The women's shelter home in Kassel also as a rule had a very clear demarcation of the public and private space domains. The public spaces are typically located near the main entrance of the house and with in the range of the common hall and include the following:

- Lobby/waiting area
- Common area
- Resource room (Library, room for television)

- Public toilets
- Children' play ground

The shelter home also possesses of some semi-public spaces, which are areas that can be accessed with an outsider but usually only when accompanied by a staff member. They include the following:

- Administrative offices
- Material aid such as a food bank or lending locker

The private areas/spaces of the shelter home strictly is only for the inmates and the staff members. These areas maintain a high degree of privacy. They include the following:

- Counselling rooms
- Group therapy rooms
- Program offices that require a high degree of privacy such as financial management
- Staff administrative offices and work areas and
- Building support spaces such as mechanical and electrical rooms
- Rooms of the inhabitants
- The play rooms for the children
- The hobby rooms for the young girls

The women's shelter home in Kassel is a rented, two-storied residential building in a city area recognized as a disadvantaged neighbourhood – *'Nordstadt'*. The '*Nordstadt'* in Kassel, is a typical heavily built-up, densely populated urban district, which suffers from considerable deficiency in social structure, old and dilapidating condition of buildings, considerable unemployment, unsatisfactory education levels, the social and local cultural infrastructure, and the quality of housing, the locality, and the environment. Selective migration processes and disinvestments threaten the district with social decline (Mussel, 2002) [125] [10]. The city administration and research done in and about the area has termed the area as a focal point of social-cultural, spatial and economic problems. The area is also inhabited by a large number of immigrants and is very multi-cultural in nature.

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10 The original reference is: Mussel, Christine, Kreisl, Peter, Vettermann, Antonia (2002): Kassel Nordstadt. In: Bundesministerium für Verkehr, Bau- und Wohnungswesen und Deutsches Institut für Urbanistik (Hrsg.), Die soziale Stadt. Eine erste Bilanz des Bund-Länder-Programms "Stadtteile mit besonderem Entwicklungsbedarf – die soziale Stadt". Berlin. S. 168–181. For the present work the English version of the project was referred to from 'The Socially Integrative City: An Appraisal, 2002, Kassel – Nordstadt' in the website: http://www.sozialestadt.de/en/veroeffentlichungen/zwischenbilanz/2-kassel-english.shtml

In this aspect the area draws similarity with the slum area in Pune city, which also consists of a large number of immigrants from all parts of India.

It is in this area that the women's shelter home in Kassel is located. As the staff of the house did not agree to part with the blue-print of the house, an attempt is made to describe the layout of the house through mental mapping.

Two things should be remembered prior to describing the shelter home:

      a) Shelter are shared living spaces and hence a shared environment should exist and

      b) Appearance of a shelter should be inviting and comforting and atmosphere to help the victims of violence to start life a new.

As has been mentioned above the women's shelter home in Kassel is a two storied residential building, consisting of the ground floor, the first floor and the second floor. Only the ground floor and the cellar are accessible by outsiders.

The ground floor of the house consists of the administrative offices and working rooms of the staff of the house, the counseling rooms and open spaces and a community hall with a telephone. The counseling room is designed in such a way that it looks safe, confidential, and non-threatening. It provides the victim of violence with an environment of acceptedness and safety. The room provides enough soothing atmosphere for the victim to put herself together after an emotionally difficult session prior to re-entering the public spaces. The counselling room has light and soothing colours on the wall and is very cosy and relaxed, with comfortable lighting. Every measure is taken to see that the victim who comes to the house feels safe and accepted.

Adjacent to the administrative office is a small tea kitchen for the staff. A common dining room is located with the arrangement for preparing tea/coffee. In this dining room the inhabitants meet twice a week and drink coffee/tea along with refreshments. This floor also consists of a playroom for children. Though there is a big open space in front of the house but for security reasons at times the children are prohibited to play out side. Hence there is provision made from the house for a play room for children, equipped with toys, which either the children bring along with them when they come, or are provided by the house or come as donations by individuals to the house. There are a number of adolescent girls who most of the time, accompany their mothers who take refuge in the shelter home. Hence there is also provision made for these young girls. They have a room where they spend time with girls of their age, share their experiences and have the possibilities to pursue hobbies.

This same floor also provides for a storeroom. The women (most of the time) when they come to the shelter home for refuge come with only their bare necessities. Hence the

shelter home keeps provisions that such women and their accompanied children would need until such time that they have their own fund (money from social welfare after registration) to buy them. The storeroom keeps a provision of toiletries, detergents, groceries etc. There is a separate room where clothes are stored. These are clothes, which are mostly donated by individuals or organization and are used by women who leave their homes with barely much clothes.

There are two toilets in the ground floor for the staff and also for the inhabitants when they are in the common hall or in the counseling room during the day.

5.5.1 Rules of the house

In principle here in the women's shelter home in Kassel

- There is no bureaucratic hierarchy
- The staff and the inmates work as a team

In principle they do not provide any inside or administrative information to the city and political authorities and offices – "we don't pass any information on to political offices and authorities for and for the principle for the help to the self-help", as mentioned by the respondent from the shelter home.

The victim who comes to the house is given opportunity and assistance to create her own space and a self-determined independent life.

- Principally, men are not allowed in the shelter home. Exceptions are individuals who are called by the staff of the house e.g. craftsmen, men from the fire department, doctors, officials of the planning department and building control office or public health department. Officials such as social workers, of the youth welfare department, teachers and advocates are allowed.
- Consumption of alcohol and other drugs is strictly prohibited. Many women who take refuge in the shelter home have pointed out alcohol consumption by their husbands/partners as a cause of violence. Some women who themselves have become addicts of alcohol or drugs due to the recurring incidents of violence are helped in the shelter home through various therapies to give up the addiction.
- Smoking is not forbidden but smoking in the rooms, toilets and baths forbidden.
- Conflict and conflict resolution within the house: violence or conflict by the inhabitants against another or/ against children, such as beating, threatening, racial insults etc. is taken up very seriously in the plenary session of the house meeting and can lead to the immediate exclusion of the women from the house for disturbing the decorum of the house.

- Rules for the house after 9 pm in the evening: according to the rule of the house after 9 pm in the evening, a minimum level of quietness must be maintained in the house. Especially children are to be taken care of and at the best put to bed by 9 pm.

5.5.2 Duties of the inhabitants in general

- Every women should take part once in the group discussion with in the house once a week and also after the arrangement with the staff of the house
- Every inhabitant must participate in the house meeting that takes place once a week
- Every inmate is responsible for the cleanliness of her room in particular and floor in general. Work is assigned to each inmate and represented in a plan, which is discussed and finalized in the HV and then displayed.
- Every inmate should voluntarily take up the work of the main office, (mostly the work of attending telephones, approximately twice a week. The plan for which is also discussed in the house meeting.
- After using the common kitchen, which is situated, in the cellar, the kitchen (the cooking range, utensils and the oven) must be left clean.

5.5.3 Obligatory service of the women within the house

The inhabitants of the house are given a few responsibilities by the staff to divert the victims from their sorrows and to bring them back to normal life. Attending to the telephone is one work that the inhabitants are often asked to perform. This kind of work assigned to the inhabitants is absolutely obligatory and if in any case they cannot take up the responsibility for some important work they are obliged to assign the job to some one else.

The women also have to take up the responsibilities to open the door when anyone needs refuge, also to clean the main office and corridors of the house.

Children are not allowed to attend or be around when their mothers are being counseled. On receiving a telephone call the inhabitant who is responsible to receive it decides whom to be called from the staff to attend the call. If the call is from the family of any of the inhabitants, the receiver in no circumstances should mention that the lady they are looking for has taken refuge in the women's shelter. No information is also supplied over the phone to any official too regarding any of the inhabitants.

5.5.4 Visitors

Visitors of the inhabitants are only allowed in the community hall of the house, only in the presence of the inmate.

5.5.5 For children

Children whose mothers have been abused are also victims of violence by their fathers. Thus children who move into a shelter may have to be given equal protection like their mothers when they come to the home along with their mother. If required they need to change schools. The staffs of the house make further arrangements with the schools or kindergartens for the children in a way to help keep the children safe. Their files are often restricted, and their new address kept confidential. This way, the abusive father will not be able to harm the children or their mother.

Children who witness violence at home experience emotional and psychological turmoil provoked by the anxiety of living in such a household. For this reason, shelters provide counselling services to the children to help them understand and cope with their fears and confusion. In some cases children may be referred to services available outside the shelter e.g. in the youth office of the girls house in Kassel or to some child counselling centres. Staffs, particularly the childcare workers, are aware of the traumas the children have faced and are trained to respond appropriately. Some children receive tutoring and some shelters have recreation counsellors to provide activities for the children.

For children from the age of three counselling service is arranged by the staff of the house. On the glass door of the children's playroom hangs a timetable regarding the time of the counselling and the corresponding age group. It should be noted here that women could come to the shelter home with their dependent children. Girls of all age are allowed but young boys only until the age of 14years are allowed to accompany their mother in the shelter home.

Along with the above services offered for the children there is also a children's play room in the shelter and a room for the young girls for carrying on their leisure time activities.

5.5.6 Important appointments that the inhabitants have to keep in mind

Every Monday mornings every inhabitant must have breakfast together.
As a rule every Thursday afternoon the inhabitants drink coffee together with some snacks and refreshments.

The plenary session of the staff takes place every Monday at 5 pm. With the request and at times permission of the staff, some inhabitants do take part in the plenary session too. Some more important rules that the inhabitants of the shelter home have to abide by are as follows:

- Regarding keys: against a deposit every woman gets a key for her own room, for the refrigerator and for a cupboard. While leaving the house she should personally hand over the keys to the staff of the shelter home and accordingly get back the refund.
- All objects that have been borrowed by

5.5.7 Leaving the house

When leaving the shelter home the inhabitants too have to take care of certain things

- Leave the room clean
- Return the keys of the room and also the other things that she had borrowed from the house for her livelihood
- The inhabitants at times can leave behind some of their belongings to the house; it will be kept in the storeroom for 3 months
- Valuables like ornaments, important papers and the identity documents (passport) can be deposited in the safe in the main office of the shelter home. The inhabitants otherwise should take care of her personal belongings in the house
- Regarding borrowing the vehicle of the house, the inhabitants must pay the fuel expenses. Further she must have a valid driving license and display her driving skill in from of the staff members of the house to proof that she is physically and mentally fit for driving. In case if the inhabitants want to travel outside the city, she has to discuss this in the plenary session of the house for prior permission and also have to agree that in this case she will have to be responsible of all the consequences as driving outside would mean harmful for her security. Men and strange women are not allowed to drive the vehicle or accompany the inhabitant in the same vehicle.

The inhabitants also take up voluntarily the organizational work of the house and this is discussed and decided in the plenary session of the house and accordingly the responsibilities assigned. And a work plan is thereafter set up in the main office of the house.

5.5.8 The organizational works that the inhabitants take up are:

- Cleaning the laundry of the house

- Cleaning and sweeping the wash room, the kitchen, the common hall, the staircase and the other common space in the house
- Taking care of the garbage disposal
- Taking care of the donated clothes. The shelter home receives a lot of donation in form of clothes. These have to be sorted. The good and usable ones are kept in the cupboards and the others are disposed off
- Clean the play ground and playing room of children and the common room for the young girls in the house
- Clean the common toilets and the common kitchen, including the cooking range and the oven and the dustbins.

The inhabitants who take up this job have to be totally responsible of the organization.

The house provides for a laundry plan, as there are a lot of women and children in the house. Each one of the inhabitants gets a slot as to when she can wash her laundry. The plan is also discussed and in the house meeting and displayed accordingly.

There is also an allocation plan in the house, which is in the main office as to who is allotted which room and for how long and the number of inhabitants in the house. The house is always full in its capacity of providing shelter to the victims of domestic violence.

The house also provides for recreational facilities for the inhabitants such as a library and films, which the inhabitants can borrow for a fixed given duration of time. The women's Inhabitants can also take up the management of this library.

All these activities and duties reflect the keen involvement of the women within the work of the shelter home to create a cordial and friendly atmosphere within the house and secondly to give the sense of duty and responsibility to the women who approach the house for help.

The women also need time to address their personal needs. Several programs are therefore arranged this in mind.

- Recreation and social activities such as arts and crafts, games, movie nights and monthly dance sessions are planned by residents and program staff with activities organized for the evenings and weekends for interested residents
- Support groups offer a peer-focused educational environment that helps women understand that they are not alone and are surrounded by women who have survived similar circumstances. Support groups enable women to learn from each other, build trust and a sense of community, and are a valuable tool for women to establish or re-establish independent lives.

In the model project along with all the provision what also is aimed to be inculcated in the programme of the house are training programmes specifically designed for emergency

domestic violence shelter residents that focuses on successfully moving toward securing an economically sound, satisfying, and enduring professional position in the work force. The women should be motivated towards job readiness and to train them for a livelihood. They should be economically sound and be able to support their children further in life.

Before proceeding to the various organizations that work with the shelter home in the network, it should be mentioned that with the request of the members of the shelter home as a rule the location of the house couldn't be published. Hence no map is provided.

5.6   The network of organizations

The women's shelter home cannot function in isolation to combat the issue of domestic violence. For its best functioning it needs the help and assistance of other organizations in Kassel city, which take keen interest in the cause of domestic violence and support and help of the women and children. These organizations along with the women's shelter home form a network 'an action alliance' with the best end result and to formulate a victim safety and victim empowerment model to act against domestic violence. In the following part of the chapter these organizations will be discussed.

5.7   'Kasseler Hilfe der Verein Opfer- und Zeugen Hilfe Kassel e.V

An organization for legally assisting the victim and also individual who witness the crime.

5.7.1 Evolution

In the year 1984, the Hessian department of Justice launched a pilot project in Hanau. The *'Hanau Hilfe*, was an advisory and counselling centre for the victims of crime and violence as well as for the witness of such violence. It was a pilot project at first for a temporary period of 2 years. With the success of the pilot project at Hanau, the State administrative body or *'Landtag'* then decided to establish three other victim counselling centres in the federal state of Hessen. Thereafter three more centres were instituted. One near Wiesbaden, (the administrative capital city Hessen), founded in the year 1992, the second one in Kassel in the year 1993 and lastly in Gießen in year 1994. Very recently, in the year 2001, one such centre was also opened in Frankfurt. Hence the advice and counselling efforts were well distributed throughout the state.

 As mentioned earlier, *Kassel Hilfe der Verein Opfer- und Zeugen Hilfe Kassel e.V.* was established in 1993, for the help and welfare of the citizens of the city Kassel and the other administrative areas under Kassel. The aim was to help and advice the victims of crime and violence, and also help to them overcome the situation. The counselling and

advice offer of the *'Kasseler Hilfe'* is directed towards everyone, namely the victim as well as the witness of a criminal offense, including other members or other confidantes (Jahresbericht, 2004, 2005) [126, 127].[11]

5.7.2 Function

Social counselling, advice and support are the defined tasks of this organization towards the real needs of the person seeking help, after being oriented regarding the suffered criminal offence of the victim or the witness of a criminal act. The support also can mean the further arrangement to the places or persons which are obliged to the aid and further help the victim or the witness. In this context when a victim of family violence approaches the *Kasseler Hilfe*, (mostly for legal help), the organization if requested makes further arrangement for the victims to approach the women's shelter home, family courts and lawyers dealing with family cases, the social welfare office, particular doctors who deal with cases of violence at home. On request of the client, the employees also accompany them to the court and also to the police to register the case and further look into their security.

Any kind of criminal offence, be it with in the home in the family or out side, leaves behind a tremendous emotional and psychological as well as physical impact on the victims and nevertheless at times also on the witness, especially if the witness of the crime are children. This is irrespective of the type of crime committed. In the case of domestic violence, in most of the cases, women bear the actual brunt of the violent act and the children witness the act of violence and most of the times they are the passive victims of family violence.

Hence as a matter of priority the organization offers help to both the active and the passive recipient of the violent act and aims not only to counsel the victims but also offers advice to develop prospects into the overcoming of the situation and to activate her to own productive behaviour.

The *Kasseler Hilfe* views itself as an emotional social advice centre and function both as attempt and clearing house of the trauma faced by the victim and as support and further arrangement facilities. *"We try with our help offer to ensure an emotional social advice which absolutely is confidential and free obtained on the respective individual case especially",* as was mentioned by one of the experts from the organization during the interview.

It should be noted that the organization or its employees have no impact on the criminal prosecution authorities. Helping the victims as well as the witnesses of a violent activity

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11 The annual reports of the organization were translated in English from German for this work. Translations done by DPC.

with the help and the network of the other systems and organizations working on the same direction is the main focus of *'Kasseler Hilfe'*. The various help offers are absolutely confidential free and on request anonymous.

It has been mentioned earlier that the support services and offers of the organization also signifies further arrangements to institutions and authorities, which are by nature obliged to assist the victim further. This is one of the major principle on which the organization functions.

5.7.3 Work to help the victims of domestic violence

'Kasseler Hilfe', as an advisory and counselling organization stands very important to the victims of domestic violence in Kassel city along with the victims of other types of violence. The physical and material damages are mostly covered by the insurances. Serious is however also the personal and emotional injuries. The victim often suffers from the emotional violence and trauma for a longer duration, which is accomplished by the organization, or in most of the cases the organization refers the victim to other organization according to the immediate need of the victim. For example, in case the victim of domestic violence approaches the organization with the fear and insecurity from her partner or husband, due to continuous physical and emotional violence, in such cases the *'Kasseler Hilfe'*, refers the victim to the women's shelter home for a safe shelter. Further more most of the victims are unaware of their rights and the law of the land regarding domestic violence. In that case the *'Kasseler Hilfe'*, informs the victim of domestic violence about her rights and about the legal approaches towards the crime committed (*Jahresbericht*, 2004, 2005) [126, 127].

Criminal offences happen suddenly and unexpectedly. On the other hand criminal offence like domestic violence is a process that occur everyday. The experience of any such criminal activity can be so overwhelming that the victim can lose the feeling of the inner safety. "*The experience of any kind of violence shakes the confidence in oneself and this culminates to losing confidence on the close ones (as violence with in families is inflicted by the husband or the partner). The victim also loses confidence on the society and the state authorities due to the trauma faced. Hence at such a stage personal counselling and advice is very important to the victim of domestic violence and her dependent children. Intimation of the law and accompanying the victim to the court and to the police stand very important to victim and as it is to the organization*". As expressed an employee during the interview.

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5.7.4 The services that the *Kasseler Hilfe* offeres to its clients are as follows:

- Conversations about problems and fears as consequence and coherence with the suffered criminal offence

- Information about legal help possibilities (e.g. charges, incidental action, private complaint, expiry of court negotiations etc.). This information stands very important, as the victims are often unaware about their rights.

- Information about financial help possibilities (e.g. victim compensation law, advice and legal costs help, possible)

- Cooperation with the other authorities, which could provide additional seeking advice in this given situation (e.g. psychological counselling centres, doctors, women's refuges, self-help groups etc.). Here comes the need and question of networking.

- On request the employees of the organization accompany the victims to the police, and also to court negotiations

- As a practical help in the time of crisis the organization also helps the victim client to fill out forms and make applications etc.

5.7.5 The location of '*Kasseler Hilfe*'

Figure 5.2 Location of *Kasseler Hilfe*

(Source: Informationssystem Kassel, Stadt und Region)

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The organization is very centrally located and is easily accessible by public transport. It is located at Wilhelmshöhe Allee 101, 34121 Kassel. The location is well within the reach of the bus and tram stations. The locality is also quite close to the police, authorities and the court – the other institutions that the organization needs to frequent for its work. The physical location of the organization is marked in the map of Kassel.

The organization is located in the Wilhelmshöhe Allee, which is an upper class neighbourhood, but its location is no hindrance for women and men belonging to all strata of the society to approach the organization for legal assistance. The employees of the organization conferred that though the organization is situated in a posh upper-class neighbourhood, in spite of its location it attracts its clientele from all over the city and the other administrative location that falls under Kassel city, to avail of their services. Apart from Germans, the organization has a number of migrant foreigners as their clients. The organization work and counsels in German but there is a possibility of getting counselling and advice in English too. (The interview was conducted in English). In case of other languages e.g. Turkish, Russian, etc. arrangements are made accordingly. Either the client brings someone who speaks German or the arrangement is also made by the organization on request.

The counselling centre is a bright and spacious premises and offer possibilities of both single conversations and for group discussions.

It is also important to mention that *Kasseler Hilfe* has a *'Zeugenzimmer'*, a witness room in the court in Kassel. As the witness and the victims are usually traumatized they need to be calm before they witness the court proceedings. This witness room is specially designed to provide the witness a comforting atmosphere before facing the offender in the court who is usually the husband.

5.7.6 Number of employees and timings

There are four employees in the organization. Three of them take care of the actual functions and activities of the centre and there is a secretary to look after the administrative details of the centre. There is one full position and 3 half position including the secretary.

The counselling and advisory centre has specific timings. During the week Monday to Friday it is open between 9 am until 12 noon. And three days a week (Monday, Tuesday and Thursday it is also open in the afternoon between 13:30 until 16:30 hours. But counselling during this time is only possible through appointments. Apart from this message can be kept in the telephone answering machine and the staff from the centre gets back to the caller accordingly. The '*Zeugenzimmer'* or the witness room, which is

located in the court in Kassel, is open only in the mornings (Mondays to Fridays) between 8:30 a.m. to 12:00 noon. Information regarding the *Kasseler Hilfe* is available on the Internet, www.kasseler-hilfe.de, pamphlets are available in other counselling centres in the city, with the police and in the court and also in the clinic in Kassel.

5.7.7 Financial assistance

The Hessian department of the justice supports the organization financially. A supplementary help is also received from Kassel city administration in context of a payment contract aiming to support women and girls in Kassel who are victims of emotional and physical violence. Besides this donations from various sources fills in the remaining gap.

Kasseler Hilfe is a professional counselling and advisory centre for all in Kassel and the other administrative districts under Kassel. Anyone who has faced the crime, men or women irrespective of gender any one who has faced a criminal offence as a victim, or a witness or is related to either the victim or the witness. "But the centre is mostly approached by women for help", mentioned an employee during the interview.

5.7.8 Number of cases dealt from 1997-2005
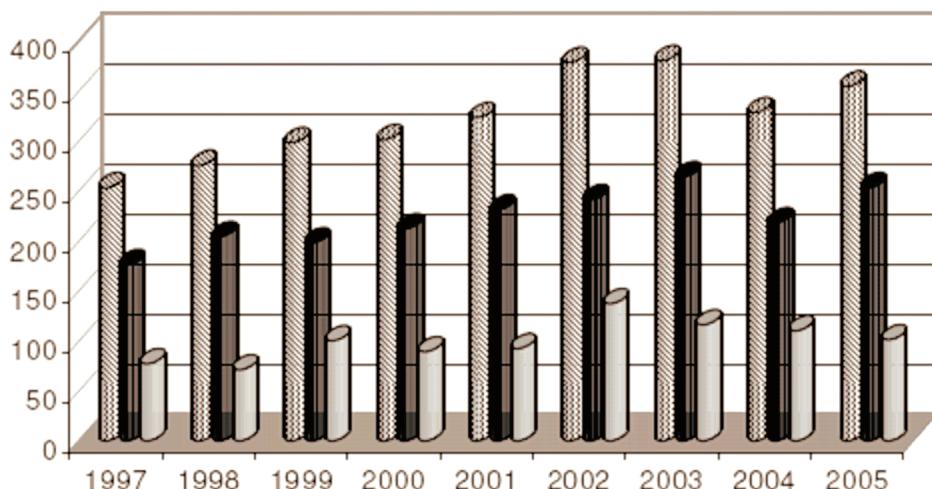
Figure 5.3 Help catered by *Kasseler Hilfe* from 1997-2005
(Source: Annual report of *Kasseler Hilfe*, from 1997-2005.)

The figure 5.3 illustrates the number of cases that the organization dealt with, each year from 1997 until yeah 2005. The figure has been compiled from the annual report of *Kasseler Hilfe*, from 1997-2005.The checked column represents the total number of cases, the black column represents the number of women that have sought help from the organization and finally the grey column represents the number of men who have approached the organization for assistance. In the year 2005, 354 persons took up the

advice offer of the *Kasseler Hilfe.* Out of the advice seeking individuals from the organization 253 were women and 101 men.

The organization is doing a lot of work for the victims of forced violence and specially working with the victims of domestic violence and children who are assaulted in their homes for their safety.

Further the organization cannot function in isolation and hence need networking with other organizations in the city that work, and decide on this issue of family violence (*Jahresbericht*, 2005) [126].

5.8   Frauen informieren Frauen e.V. (FiF)

FiF e. V. was founded 1983 as project of the autonomous feminist movement and was the first advice centre in Kassel. The main emphasis was given to offer women a place where they could get a wide range of information about the on the topics separation and divorce, which was at that time considered to be complex social topics (FiF *Tätigkeitsbericht,* 2004) [128].

5.8.1 Evolution of *FiF*

In December 1983 a group was formed of five students from the then '*Gesamthochshul*e Kassel', (now Universität Kassel). While these five students were doing their professional practical studies at the women's shelter home in Kassel, found out that a lot of women taking refuge at the women's shelter were practically unaware and uninformed about their rights and other available resources to escape violence within the home. Due to this lack of information they (the women victims of domestic violence) stayed in the unbearable situation until the state of affairs escalates to an extent that there is no other way than to take refuge in a shelter home. Hence this group conferred that if the victims are made aware of their rights and they receive counselling from qualifes sources, the women would not just leave the home for the refuge shelter, but act according to her rights.

Hence with this ideology in mind '*Frauen informieren Frauen e.V*.' was founded in the year 1983 to provide women a space where they could be endowed with a wide range of information on the topic of separation, divorce and later how to deal with family violence (Information Brochure from *FiF*, *Tätigkeitsbericht,* 2004, 2002) [128, 129].[12]

5.8.2 Financial assistance

During the initial years *FiF e. V.* did not get any public subsidies. The organization worked with the voluntary services of its members. It was only approximately around 1989 that *FiF e.V.* could employ full time associates (20-30 hours a week). And this was only possible

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12 The activity reports of FiF or (Tätigkeitsberich) and the various information brochures were provided during the visit to the organization. The print documents provided were in German and were translated in English by DPC.

because of a programme of the federal employment office. Until then *FiF e.V.* had enough money to pay the rent of the office, heating charges, telephone bills office supplies, etc, and this was possible by membership fees or voluntary donations or contributions.

Public subsidies are still rare. They are still not sufficient to cover all costs. After the law on domestic violence against women or the *'Gewaltschutzgesetz'* was enacted in the year 2002, *FiF e.V.* receives about Euro 70,000, for its work with the women and children victims of domestic violence. Regarding the work of *FiF e.V.* concerning advice and information on 'separation and divorce', the organization until 2004 got only Euro 10,000. This money is received by the city administration Kassel and the authorities are very interested in the work of *FiF e.V.* and appreciates it endeavour towards the betterment of the society and city (*FiF Tätigkeitsberich,* 2004) [128].

5.8.3 Number of employees

The organization altogether employs seven part-time employees. In the year 2004 three employees out of seven were responsible for the work on domestic violence against women and children.

All the three members working on the domain of domestic violence were adequately qualifies to counsel the victims who approach the organization for help and assistance.

All employees in this field of work not only have extensive knowledge regarding violence dynamics in relations as well as the structural conditions which make a separation from the offender possible, but also have knowledge about could possibly aggravate the situation.

5.8.4 Target group

The target group is heterogeneous in nature. Women who are affected by domestic force, from all social strata, belonging to various nationalities, age-groups and have different education backgrounds come to *FiF* for availing the assistance. Hence the target group dose not represents any particular homogeneous social group.

The Kassel city has a payment contract with *FiF*, which is exclusively for the women and girls of Kassel city who face violence at home. Hence for the women and girls, who live in Kassel the services of FiF, is absolutely free. At times women consult FiF from the surrounding administrative districts of Kassel or also from adjacent federal states such as Lower Saxony, North Rhine Westphalia and Thuringia. But women from regions other than Kassel have to pay a minimum amount to FiF as counselling charges (FIF *Tätigkeitsbericht,* 2004, 2002) [128, 129].

5.8.5 Nature of work of *FiF e.V.*

FiF e.V. is the only information and counselling centre in Kassel, whose aim is to provide advice, counselling, encouragement and support to unprivileged women and young girls, who victims of family violence of have to live and compromise in difficult situations. *FiF e.V.* offers both psychological advice and psychotherapy for its clients. Another focus of the work of *FiF e.V.* is to provide broad scale of information about their rights and to motivate them to realise them and to make use of them when/if needed. Unlike *Kasseler Hilfe, FiF e.V.,* is not a legal organization, hence cannot offer any legal advice, but with the 20 years long working experience the organization offers a wide range of information for its clientele.

The central part of the work of *FiF e.V.,* still remains on 'separation and divorce' but during the past 20 years the centre has modified its advisory and counselling activities keeping in pace with the needs of the society. Hence today the areas of work include advice and support for issues on:

- Domestic violence
- Single motherhood/single parenthood
- Unemployment
- Debts.

Hence it should also be noted that the centre also offers financial advice to women to deal with matters like unemployment and financial crisis (FIF *Tätigkeitsbericht,* 2004, 2002) [128, 129].

5.8.6 Work on Domestic violence against women

The main focus of *FiF e.V.* towards their work with women and children who are affected with violence with in the family is to assure their protection and safety. The victim of family violence when contacts the members of *FiF e.V.,* they are given an appointment to come to the centre. Firstly the workers at *FiF e.V.* interact with the victim to learn from them the course of violence they went through and then accordingly decide on the counselling to be provided to the victims. Only in exceptional cases the staffs from the organization visits the victim at her residence with prior knowledge that the violator is absent. This is an extreme case when it is clear that the victim is unable to reach the counselling centre. Sometime counselling is also offered by telephone.

The most important offer of the organization during the counselling process is 'safety planning'. Both the counsellor and the client together try to find out the immediate necessary protection and safety measures for the victim and her dependent children. This is done after the following information is gathered from the client. They are:

- Duration of the violence suffered

- Whether the situation is life threatening

- Whether there were physical injuries

- Dose she want to leave the apartment and is she looking for a shelter or whether she would want to stay and would want her partner/husband to move out

- Are there any evidences of the act of violence like police report, medical certificates, witnesses, etc.? These stand important in the legal process.

- Would she want to file a case in the court and fight for justice

- Dose she want to lodge a police case against the violator

- Would she want to end up the relationship or continue?

The situation varies form client to client so dose the counselling requirements. In some cases with the request of the client the centre tries to help the victims while still living with the violent partner. In this case the centre forms a very good safety net that comprise of

- Regular phone calls by other family member or friends particularly at the time of the violence,

- Arrangement with the neighbours to call the police as soon as they here the victim calling for help,

- Prepare escape plans

- Identifying signals, which refer to danger and take them seriously and react accordingly.

A detailed safety planning is important because if the victim separates from the husband/partner or even declares that she would want to do so, this situation then tends to tense up and get more dangerous for the victim. At this time there is even escalation of the violence and at times are threatened to be killed or even killed.

Fif e.V. as a counselling organization equips its clients with all possible legal information too. As it is not a legal organization, the members of *FiF e.V.*, time and again during the interview repeated that the organization does not give any legal advice but do provide legal information. "We are no lawyers, hence none of our information can be legally binding", as mentioned one of the staff of the organization.

The victim who come to *FiF e.V.*, mostly want to know the possibilities and the conditions for the victim in the *'Gewaltschutzgesetz'*. Hence mostly the counselling includes information like:

- What are the kind of protection possibilities that the *'Gewaltschutzgesetz'* or the law to protect again violence, offer to the victims

- What are the advantages and the disadvantages for a victim in trying to apply for a *'Schutzanordnung'* or protection order under the law and get the violator move out of the apartment

- Proof of domestic violence that are needed in the court for the trial and how the victim will be able to prove the acts of violence, when there are no medical certificates or visible injuries, what are the proof of threatening and harassment

- Which court is responsible to take up the case of domestic violence

- What is the exact operational sequence of an application for protection, the costs involved and how to arrange for the costs. (FIF *Tätigkeitsbericht,* 2004, 2002) [128, 129].

Such are the kind of information, which is provided to the victims when they approach the organization.

Living with domestic violence can take a lasting toll on children. About two-thirds of the women who come to *FiF e.V.* for counselling for domestic violence have children who are all passive recipient of the act of violence. In some cases the children (especially the girl child) might also be the active recipient pf domestic violence. Children are always affected by domestic violence, some become withdrawn and others unusually aggressive. Sleep disorders – insomnia, nightmares, bedwetting, etc., are common. Children of battered mothers have high rates of emotional problems like depression and sometimes show delays in learning. Many develop physical symptoms including frequent colds, headaches, or upset stomachs. Some lose respect for the victim; others become extremely protective or dependent. Many child witnesses to domestic violence copy the aggression they've seen in the batterer (Evans 1997) [130]. In such cases the children are counselled and also provided additional help if and when needed. In extreme cases where psychological and therapies are needed the organization refers the child to the appropriate centre.

Apart from help, counselling and information, *FiF e.V.* in some individual cases the staff members of the organization also accompanies the victims when they apply for a protection order – '*Schutzanordnung*', to the police, doctor, lawyer, the social welfare office, the federal employment office and other advisory boards and information centres. It should be noted here that *FiF e.V.* as an organization also dose not function in isolation but work with in a network in Kassel city towards the betterment of the situation of the victims of family violence.

5.8.7 Co-operation with the police

Presently, after the law for the protection against domestic violence was enacted in Germany in 2002, *FiF e.V.* works closely with the police on the issue. According to *FiF e.V.* only 20% of the cases on domestic violence are reported, which is just the tip of the

iceberg, viewing the amount of domestic violence that has escalated in the city. The police today take instant actions in such cases.

In this sphere *FiF e.V.* works with full co-operation with the police. The police and *FiF e.V.* work together on this issue and continuously present their work to each other to get the knowledge of updated information. They work in different working groups, round tables and in constant co-operation. More and more women who come to the police regarding the issue of family violence are referred to *FiF e.V.* for counselling and further information.

It was not very long ago that even the police treated the cases of domestic violence as 'family disagreements'. It was not until a few years back that domestic violence had a very different political connotation. It was only with the women's movement that pushed the topic into the limelight. This was not long ago but in the late 70s. It needed decades to develop public awareness. There are still a large number of cases of domestic violence and that every third women in Germany is a victim of family violence (FIF *Tätigkeitsbericht,* 2004) [128]. There are still a lot of prejudices attached to this phenomenon, but today women speak of this and try to access the help offers forwarded by the various state agencies and also the non-state agencies. Still the society has not come out of its prejudices totally. It still needs a lot of time to develop complete awareness.

5.8.8 Location of *Frauen informieren Frauen e. V.*
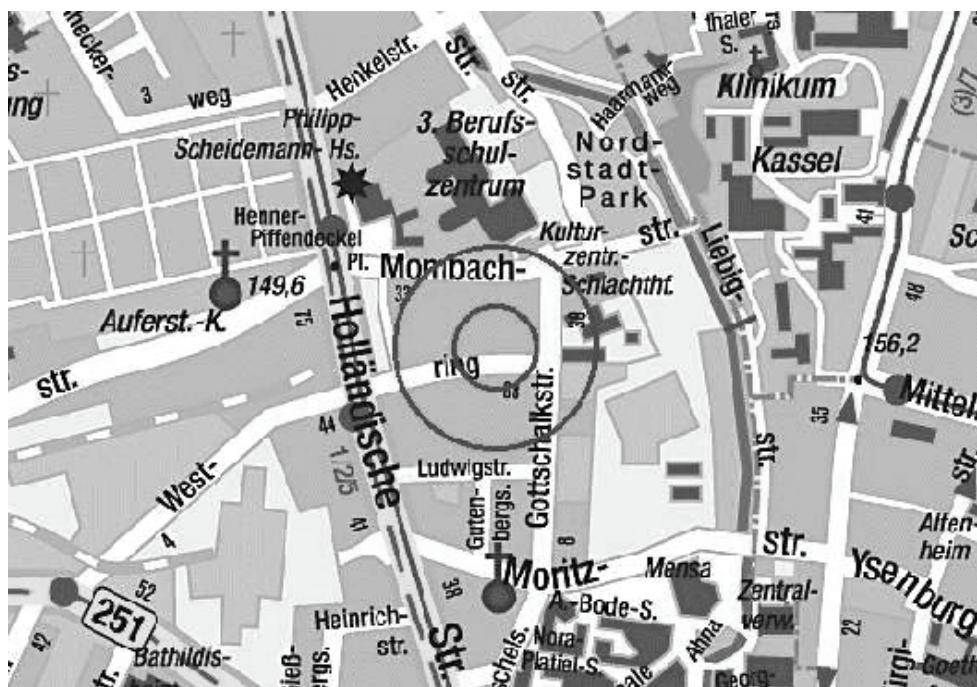
Figure 5.4 Location of FiF e.V.

(Source: Informationssystem Kassel, Stadt und Region)

The counselling centre, FiF e.V. is located is close proximity too the women's shelter and also to the university at Westring 67, 34127 Kassel. It makes it easier for the victims one the one had to seek help from the organization and secondly the organization works closely with the social science and gender studies department in the university.

5.9 Pro Familia Kassel e.V.

The organization *Pro Familia* is German society for sexual advice, sexual education and family planning is independent of any political party and is a charitable non-governmental organization. *Pro Familia* Kassel is a member of the *'Paritätischen Wohlfahrtsverband'* - the equal welfare association and the Planned Parenthood Federation. Throughout Germany there are 170 such advisory centres out of which 22 are in Hessen.

The work sphere of the organization includes all aspects and problems regarding sexuality, partnership and family relations, contraception and pregnancy. The focus of the work in particularly is on women and health, psychological counselling for women, men and also for couples, family planning and sex education. *Pro Familia* is a NGO for young boys and girls and also for women and men who look for and need information and advice of the particular abovementioned issues. By the ways of constantly upgrade their efforts with further education and development the organization ensures quality in its effort towards it work to the benefit of the society. All the staff members maintain a pledge of secrecy.

Pro Familia maintains two directions of its work in Kassel

- As a advisory and counselling centre and
- A medical care institute

The counselling and advisory organization *Pro Familia* - German society fur sexual counselling, sexual education and family planning, in Kassel was founded in the year 1952. The successful completion of 50 years of the organization was celebrated in the year 2002. In 50 years there took place a lot of evolution and development of the organization. The organization went through various stages of development to reach the point where it is today.

It took up the issues of the sexual revolution in the prudish 50s, the issue of the contraceptive pills in the 60s, the hard debate on abortion in the 70s, to the topics of today which are:

- Advices in the context of the new law on domestic violence
- Sexual and emotional violence
- Sexuality and old age
- Teenage pregnancy
- Artificial fertilization

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- Sexual education[13]
- And further more important topics are dealt with today by the organization with the framework of its actual activity.

With the work experience of 50 years, the organization developed a common model, formulated out old and new principles to deal with the various challenges and questions and contexts that are faced by the society today. Today the organization looks in to the:

- Emancipatory work for both women and men
- Accept people from various strata of the society to help them to overcome their problematic issues and remove their taboos and
- Deal with critical question on social and sexual politics (*Jahresbericht*, 2002) [131].

5.9.1 Number of staffs at *Pro Familia*

There are 6 working members in the organization where work is distributed to them according to their qualification and work experiences.

All the 6 working members have different work directions and timings

The direction of the work and working hours are as follows:

- The organization has 2 social educators working for 33 and 29 hours per week respectively
- One partnership and sexual counsellor working for 7 hours a week (this is a part time position)
- One social worker working for 35 hours per week with special focus on social structural adaptation and adjustment measures
- One social therapist who works for 20 hours per week with special focus with the work on counselling during pregnancy
- An educationist who works for 20 hours per week.

The organization also works together with the University of Kassel in providing practical training to students from sociology and social work (*Jahresbericht*, 2002) [131].

5.9.2 Finance

Financial assistance is received from the

- Federal state of Hessen,
- Kassel city,
- The employment office also provides some support and

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13 This is an important direction in which the organization works. Educational programmes are designed on this aspect are conducted in the various schools in and around Kassel.

- Private donations are also received at times.

'But none the less with the alarming rise in the issues of violence, separation and divorce, sexual crimes, the need for counselling and advise by authorised organizations are on the rise but the funding sometimes becomes a problem', as mentioned by an expert in the organization *Pro Familia.*

5.9.3 Work focus

Keeping in mind the main questions of the present scientific work, only the work related to problems with in the family that is dealt by the counselling centre will be highlighted. Though during the interview and also from the secondary sources a lot of data was generated regarding the other activities too but, but for maintaining the focus of the research the services towards partnership problems and domestic violence are highlighted.

Pro Familia is a social counselling centre. It also provides socio-legal counselling to its clients, counselling regarding problems within marriage and partnership, regards problems faced during pregnancy and regarding sexual violence inflicted to women by their partners. As a counselling centre it has its doors open for men, women, and young boys and girls too. The specific topics of counselling and advice include the following:

- Counselling the violent partner
- Helping the women to look for work employment in case she wants to separate from her violent partner/husband
- Counselling and advise regarding employment and employment opportunities and training availabilities
- Questions of maintenance, particularly in situations like separation and divorce
- Problem of apartment, especially for women who have come out of home to escape or separate from the violent partner
- If needed the centre also contacts the women's shelter home for the temporary refuge of the victim
- The centre helps the victim to find a kindergarten place for her child/children
- If the victim has adolescent daughters the centre also takes help of the *'Autonomes Mädchenhaus Kassel'* for their counselling and helping them to carry on with life activities (*Jahresbericht*, 2002) [131].

During the counselling sessions the deterioration of the general social situation becomes clear and hence the centre tries to help the client and many a times it takes help of the other centres in Kassel city, which work, in similar directions.

5.9.4 Work on domestic violence

The Pro Familia has, exclusively taken up Counselling and advice on the issue of domestic violence, after the declaration of the law in Germany in 2002. Earlier is issue was dealt within the scope of separation and divorce and marriage counselling. Today the aim of the counselling on domestic violence is not only to help the victim but also to counsel the violent partner and help to deal with the reasons of this kind of behaviour, and finally developing a conflict solution potential, which helps to avoid escalation and violence. Usually, as experience shows perpetrators only then are aware of the offer, if for example by courts or police the outer pressure is increased. Work in this direction is speeding up and today *Pro Familia* also is a part of the actions alliance in Kassel city to offer its services and innovative plans to deal with the phenomenon of family violence.

Further more the other aspect of the counselling effort of the organization is on partnership and sexual counselling**.** The content in this aspect of counselling are as follows:

- Sexual violence by the partner
- Problem within marriage and partnership
- Life and relationship problems
- Sexual problems
- Unwanted pregnancy etc.

It can be said that there is an increased readiness and acceptance to take up the counselling and advisory work on the question of partnership, problems within marriage, violence in marriage and question of sexuality. This corresponds further to societal development with a liberal content over such above mentioned issues which earlier was considered a taboo for discussion in public (*Jahresbericht*, 2002) [131].

5.9.5 Advise on issues like separation and divorce

In many cases with the escalation of violence on in case of lack on compatibility in marriage, women (and men too) often approach the organization for counselling and advise. This initiative and facility was also included since 2002. Counselling and advice on critical question such as maintenance and parental care for the child/children in case of separation and divorce, that came into force by the new law *'Kindschaftsrechtes*'. An information evening is carried out once a month with the support of a lawyer. The response to this offer had been enormous and a considerable number of people, (approximately 50) of them participated to talk on their individual issues and also to gather relevant information from authorities.

The work gets clearer and clearer in the course of time that this counselling and advice offer of is of urgent need for the clients who approach the organization who are confronted

with the problems of violence at home and who as a result of it are faced with separation and divorce. They get an overview of the following consequences of such a situation that could alter their life situations.

Particularly in such cases the main concern is the situation of children that give rise to worry for the parents. Hence here the consideration is just not the legal matters but also the aspects of psychological issues and family dynamics.
The organization also provided counselling regarding the health.

Pro Familia is an organization accessible to all the classes of society. All the other counselling and advisory centres and organization in Kassel city and the near by areas under its jurisdiction, dose possess the details of *Pro Familia* to refer it to the clients who are in need of the services provided by the organization.

5.9.6   Location

The organization is located on the Frankfurter Strasse, Kassel.
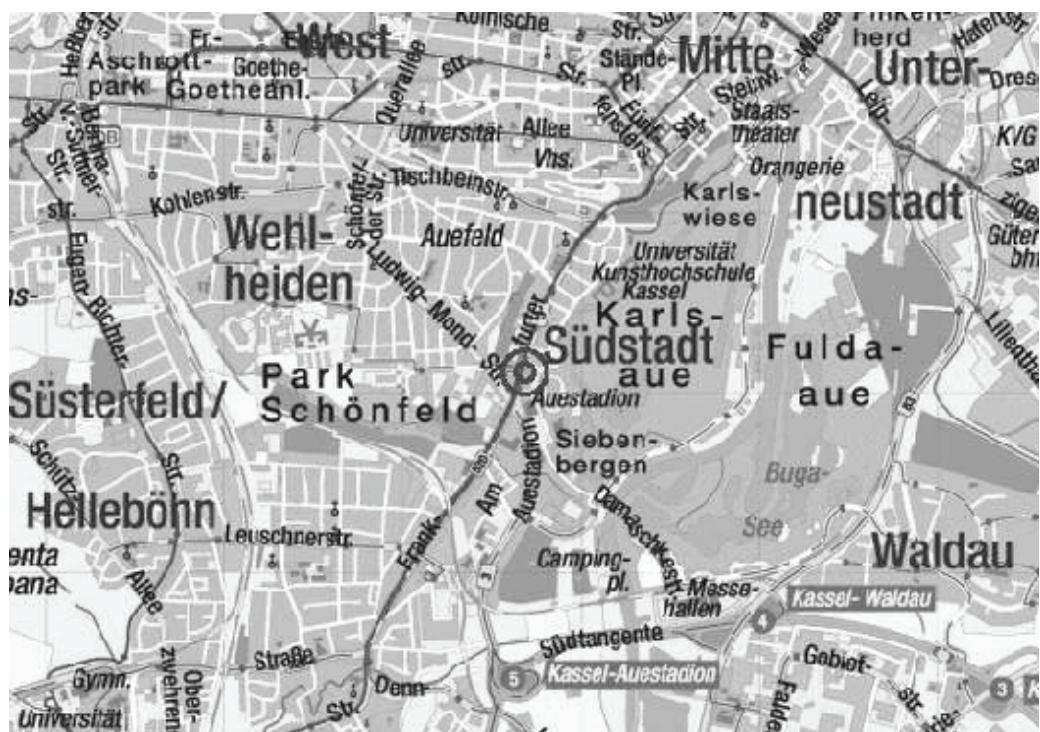
Figure 5.5 Location of *Pro Familia*

(Source: Informationssystem Kassel, Stadt und Region)

The counselling centre is located in an area where the people seeking help can easily reach with the help of public transport. It is situated on the main road and is easy to locate. The exact location of the centre is Frankfurter Strasse 133a, 34121 Kassel.

5.10   Diakonisches werk –with special emphasis on their section on Social and Educational Family counselling (Sozialpädagogische Familienberatung)

5.10.1 Self portrayal

The welfare and social work is the social work of the Protestant churches. The organization renders various services to mankind. Helping people in need and in socially unjust conditions and tries to clear out the causes of the crisis and help the victims of the various crisis situations.   The term *'Diakonie'* which means welfare and social work is deduced from the Greek word for service. It is a charitable organization from the protestant church.

5.10.2   History of the welfare and social work in Germany

The history of the organized welfare and social work was initiated by theologian Johann Hinrich Wichern of Hamburg in 1848 to deal with the spiritual and material poverty as well as social need.

Central committee for the inner mission of the German Protestant Church was formed. After this associations of the insides mission arose with legally alone permanent, social educational, welfare and nursing homes, institutions and facilities, everywhere in Germany.

After the end of the World War II the relief organization of the Protestant church was established in Germany.

Mission and the relief organization have the inside combined in country church works since 1957. In the year 1975 they were united in the *Diakonisches Werk*. Hence social work of the organization towards the benefit of the society has a very old history.

The term 'Diakonie' means 'Christian charity and merciful love to the poor and the needy'. Today the term stand for the help organized and extended by the church *(Diakonisches Werk:Jahresbericht 2001)**. The organization needs an update from time to time. This update is driven forward by the foundation of a joint body *'Diakonisches Werk'* at Kassel and through restructurings of the field of works and this phase of the radical change and makeup in the *'Diakonisches Werk'* at Kassel is completed successfully.

This *'Diakonisches Werk'* as an organization has various sections of operation. Among these various sections the only section that works on the topic of domestic violence is the section that deals with the social and educational family counselling.

The focus group of this section of the work of the organization are children, adolescent, youth, parents and single women.

As explained by the spokes person from this section of the organization, there was initially no particular thrust on the work for the victims of family violence. But with the gradual requirement and the enactment of the law has created a niche for the work on violence within the home and relation in the family.

In this special aspect the organization deals with:

- Social therapeutical and psychological diagnostics and indication

- Consulting and therapeutical interventions

- Crisis intervention

- Mediation in case of separation and divorce

- Topic concerning children and parents – here looking in to the counselling for the children who witness violence at home and who live in disturbed relationships

- Advice and therapy of victims, family relatives and perpetrators in cases of sexually assaulted children

- Counselling in the cases for alcoholism and drug abuse as a result of disturbances at home

- Cooperation with other available victim counselling centre and services.

The organization also looks into the prevention of violence within the family, like physical violence against women and children against children. The centre works together with services that work together with the youth, the school, health sector and the church. The organization looks in to the living situation too for the people in who are in need. During the counselling session for the women who experience domestic violence at home the centre also looks in to the housing situation and collaborates with the women's shelter home also in this regards. According to the 2001 yearly report of the *Diakonisches Werk* (this was the only report available from the organization) it has been documented that the organization mediated for sheltering 9 women in the shelter home (*Jahresbericht*, 2004) [132].
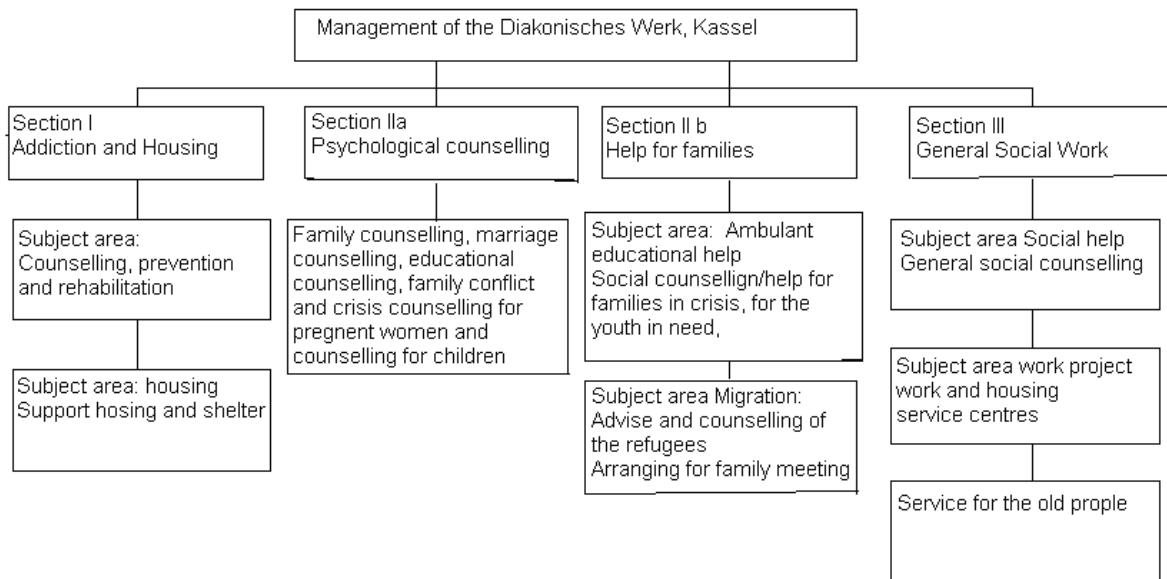
Figure 5. 6 Organizational management of the *Diakonisches Werk* Kassel

(Source: (*Jahresbericht*, 2004) [132])

5.10.3 Financing

The organization receives finance from different sources. The organization has a very wide range of activities. Various aspects, of the organization have been financed by various sectors.

For example the state allocates the financing for social tasks and the medical and nursing that are financed by the health insurance sector. From the church a large amount is available

Finance is broadly available from:

- The state

- The protestant church

- The health insurance sector

- Public and

- Private donations.

5.10.4 Number of working members of the organization

The entire organization has around 9 staff handling various departments of social work. Each of them has different working hours.

- 4 of the staff work as full timers that is 38.5 hours per week

- 3 of them work 19.25 hours a week

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-   1 of them work 29 hours a week and

-   1 works 15 hours weekly.

5.10.5 Collaboration of the *Diakonisches Werk* Kassel with other organizations

The *Diakonisches Werk* Kassel is also an active member of the 'action alliance against domestic violence' in north Hessen. In this respect it has extended its work in the particular direction and gradually increasing the thrust towards the work on domestic violence against women and children and helping the victims by counselling and helping them in the to find a place in the women's shelter home or by informing them about the available legal assistance from available from the *'Kasseler Hilfe'*. For special needs of the women and also for women who face violence during pregnancy the organization directs them to the women's section of the clinic in Kassel. It is important to mention that the organization is predominantly active towards helping people in any kind of crisis situation and today it has also extended its work towards women facing crisis situation at home. In the following chapter more on the network and collaborative work of the organizations forming the action alliance will be discussed with illustrations.

5.10.6   Location
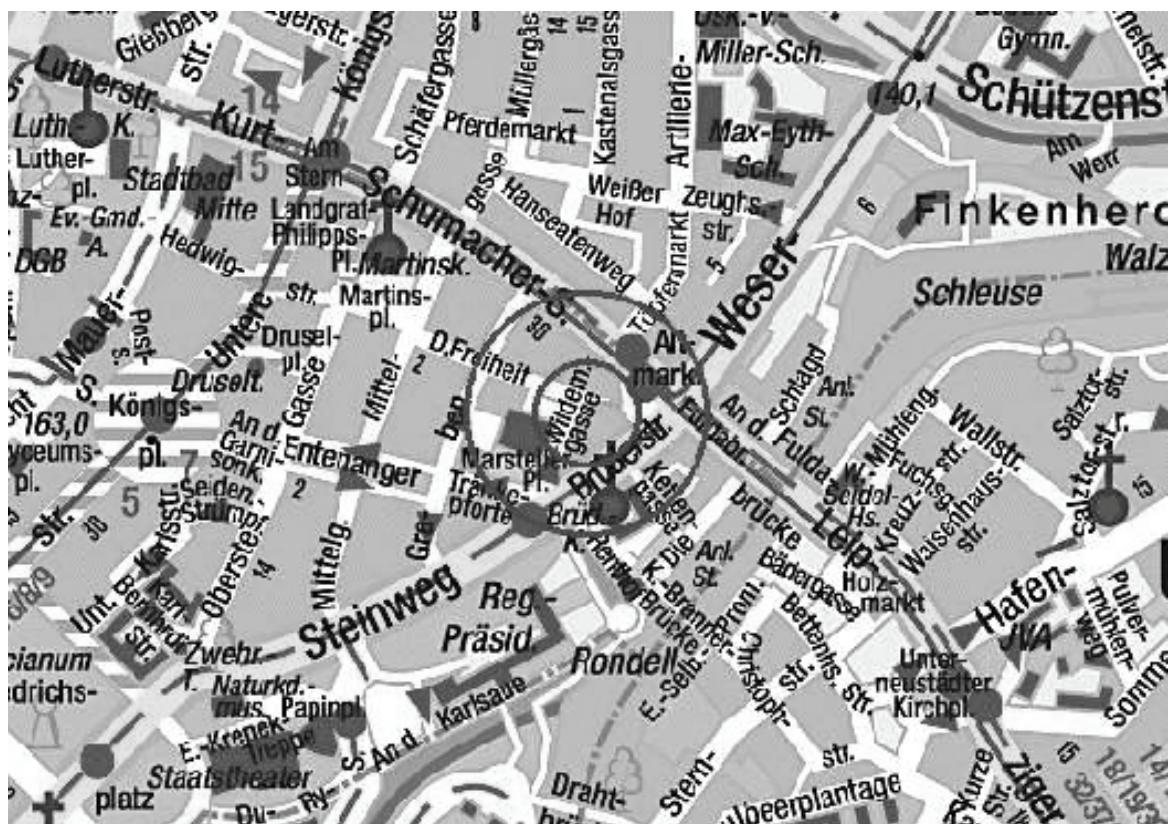
Figure 5.7 Location of the *Diakonischeswerk*, psychological counselling centre

(Source: Informationssystem Kassel, Stadt und Region)

The centre has various location where counselling is carried out in particular directions. This centre pointed out in the above map is located at *Wildemannsgasse 14*, 34117 Kassel, close to the Market hall in Kassel and well connected with the public transport network.

5.11 The Health sector

As for the data regarding the initiative of the health care sector in Kassel in the area of domestic violence and its participation in the action alliance against domestic violence, no first hand data was available, but relevant information was gathered from the meetings of the health officials, organized at the Rathaus Kassel and the meetings of the action alliance against domestic violence against women.

But before discussing the role of the health sector and its initiative a review of various studies on gender based violence and the initiative from the health sector is attempted.

Gender-based violence, or violence against women, is a major public health and human rights problem throughout the world. Though violence against women has a profound implication on the women's health but has been and is vastly ignored. The WHO Multi-country Study on Women's Health and Domestic Violence against Women is a landmark research project, both in its scope and in how it was carried out (WHO, 2005) [2]. According to this study by the World Health Organization research women who experience severe physical violence at home are more likely and are gradually approaching to seek support from an agency or authority. This action has made public the amount of violence committed with in the homes but still it is just the tip of the iceberg.

There has been extensive research on the work and endeavour of the health sector towards the work on victims of family violence. The health sector plays a vital role in preventing violence against women, helping to identify abuse, providing victims with the necessary treatment, and referring women to appropriate and informed care. Identifying certain kind of violent physical and mental abuse with in the family is a major step before dealing with the rescue and support operations (WHO 2003, 2005) [120, 2]. Health services must be places where women feel safe, are treated with respect, are not stigmatized, and where they can receive quality, informed support. A comprehensive health sector response to the problem is needed, in particular addressing the reluctance of abused women to seek help.

Domestic violence is the leading cause of injury to women especially during pregnancy. Obstetrician/gynaecologists today are taking special effort to find out the situation of women when they come for medical help to detect and assist victims (Asher et al. 2001) [133].

According to a community based survey done in Uttar Pradesh and Tamil Nadu in India, concluded that the large prevalence of domestic violence causing fatal injuries to the women and also to the foetus especially during the time of pregnancy. Hence women experience foetal wastage or infant death. The author tries to highlight (especially among the poor women) an indirect link between domestic violence and women's powerlessness, inability to seek health care.

In a study by Asling-Monemi, (Asling-Monemi, et al. 2003) [134], it has been clearly stated that violence against women, particularly physical violence has a tremendous impact and increases the risk of infant and child mortality. Though the study has been conducted in Nicaragua, but such cases are very common in India too, especially among the lower strata of the society. This is more so in incidents where the sex of the foetus is known (Ramanamma, 1989) [135].

Research on abused women in various settings has documented a host of health consequences of domestic abuse. Abused women may present with obvious trauma. Battering also leads to chronic central nervous system and gastrointestinal symptoms. Gynaecological problems associated with forced sex are among the most consistent and longest lasting health consequences of violence against women. Abuse during pregnancy can lead to health consequences for the foetus as well as the mother. Common mental health effects include depression and post-traumatic stress disorder. As a result of all these health problems, abused women consume more medical care than others (Campbell, 2002) [34].

Hence from the various researches that explore the area of domestic violence and its impact on women's health, concludes how health care providers can help abused women. Disclosure and identification was and still is a complicated process because the women sometimes revealed only part of their situation, dropped hints, minimized the violence, or lied.

According to Heise, (Heise, L. et al. 1994) [35], violence against women remains as neglected public health issue in the developing and less developed countries. While grassroots women's organizations around the world have put violence on the political agenda and successfully lobbied for legal and police reforms, it is time for the health sector to get involved - by acknowledging the problem, identifying and referring victims, and adapting medical remedies and help for the victims.

Hence from the above review it is clear that certain steps should be adapted from the health care sector to successfully combat domestic violence. A determined effort must be made towards an effective health care intervention. Health services must introduce protocols or screening tools to identify the victim quickly. And for this adequate training

should be available for the health care worker. In countries like India such training programmes should be introduces to equip the community health care worker to help the victim immediately.

In India while primary health care and reproductive health services have the potential to identify abused women, these often are too overstretched and under-trained to take on an additional task. Also in this aspect the health care diagnosis of a case of domestic violence should be accompanied by legal, law enforcement, and social changes. Hence at each step to fight this evil from society a collaborative action is indispensable (Jejeebhoy, 1998) [136].

5.11.1   Initiative in Kassel

Questionnaire is used method of collecting information regarding any kind of violence inflicted if the examining doctor doubts the cause of injuries as battering. This method is used as mostly women who face violence refuse to talk about the incident. It is also a relief from interviewing, examination, securing of evidence and treatment of women or girl who has become the victim of sexual, emotional and physical violence. The questionnaire is found in all the women's organizations in Kassel, in the office of the women's commissioner in Kassel, in the clinic and also it is available online on the internet.[14]

5.12 Police and domestic violence

5.12.1 Violence in close social relations

According to the After the introduction of the violence protection law, the declaration on crimes regarding bodily injuries which are committed in the so called domestic area like in the family or in partnership have increased. Approximately 6000 cases of domestic violence had been reported to the police, as is evident Hessen police criminal statistics. This is about a 10% increase from the previous year 2004 (*Kriminalitätsentwicklung für das Jahr 2005*).

5.12.2   Police action

In most jurisdictions the power of the police to enter private premises (like the home) is limited. In the context of domestic violence this can protect the violent man at the expense of the woman. Some legislation allow, the police to enter if requested to do so by a person who apparently resides on the premises or where the officer has reason to believe that a person on the premises is under attack or imminent attack. In many cases of domestic violence, immediate release of the offender on bail may be dangerous for the woman and, certainly, release without prior warning may have serious consequences for her. A

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14 During the data collection fort his research, this questionnaire was provided by the Frauenbüro

number of German jurisdictions today attempt to strike a balance between the interests of the offender and the woman by specifying conditions designed to protect her.

5.12.3   Training and community support services

Most police, prosecutors, magistrates, judges and doctors adhere to traditional values that support the family as an institution and the dominance of the male party within it. It is therefore necessary to train law enforcers and medical and legal professionals who come in contact with those experiencing violence to understand gender violence, to appreciate the trauma of those suffering and to take proper evidence for criminal proceedings. Professionals in law and medicine are often resistant to this type of training and to learning from anyone outside their speciality. It would therefore be more effective to involve other professionals in the training programme.

The nature of the crime of domestic violence requires the intervention of the community to assist and support victim-survivors. Community workers should be trained to give them information on the law and law enforcement, available financial and other support offered by the State, the procedures for obtaining such assistance, etc.

Community workers can also play an important role in identifying violence, raising awareness about such issues and directing survivors to the correct procedures for seeking redress.

Any relief given to domestic violence victims should also include counselling for both the battered and the batterer. These programmes can even serve as alternative sentencing options especially in cases where women prefer that their partners "get help" rather than be punished. In order to be effective, all these approaches should utilize formal and informal methods of education and dissemination of information.

5.12.4   Police procedure in cases of domestic violence

Actions taken by the police in the area of domestic violence are part of the most difficult police tasks with a high endangering risk for the use strengths.

Keeping in mind the complexity of the issue of domestic violence, the police procedures dose not have, any particular format but every situation requires a sensitive and subtly differentiated mode of operation of the intervening police officials and police officials. Hence for the police before arriving to the spot of the crime, they make it a point to gather as much as information possible from the informer about the perpetrator of violence. The more details received by the police from the victims or informing persons, helps the officials know accordingly take action to in the situation. All relevant information regarding the incident of violence, the perpetrator and the victim, makes the work of the police more

effective. The police in north Hessen have a particular format, according to which they try to collect relevant data.

The police document that, in most cases women and children are the victims of domestic violence. Despite all efforts socially it is largely still a taboo theme to be discussed in public. A report of the Federal Government on the world woman meeting of 1995, talks about the fact that almost every third woman learns force by her partner in her life.

In Germany there are approximately 400 shelter homes and yearly about 40,000 to 45,000 women take shelter from their abusive relationships (Summers & Hoffman 2002) [140].

Violence in the domestic sphere according to the police too, today is not a private matter and today has rightfully earned social proscription. Today according to the police it a very important problem in the area of criminal violence against women.

Hence in January 2002 a law was enacted towards the protection of the victims of domestic violence in Germany.

It has since then improved the legal position of victim of domestic violence and protects them from the perpetrator of violence - through spatial separation - which is legally sanctioned. Since the responsibility lies with the perpetrator, hence the perpetrator has to leave and the victims remain.

In north Hessen, the police actively participate in the action against domestic violence, with the other contemporary organizations, and takes adequate measures towards punishing the perpetrator of the violence.

The representation of the police in the meeting of the action alliance against domestic violence in Kassel repeatedly mentions that towards this end along with the support from the other organizations the police also seeks total co-operation from the victim as well as the informer in case if the victim herself is not the informer. The police realises that it is the co-ordinated effort of the police along with the judiciary, social services, the counselling and advisory organizations as well as the local organizations working in the area of domestic violence.

The police along with the other organizations carry out and information and action exchange and affirm the implementation of obligatory measures.

5.12.5   Measures adapted by the police

Today police plays a central role in society's response to domestic violence against women (Schweikert 2000 and *Jahresbericht häusliche Gewalt für Hessen 2005)* [137,138].

- They respond to the phenomenon of domestic violence round the clock and at all places
- They are the first agency contact for the victims and the offenders
- The intervention from the police operated at different levels. They help to prevent physical violence in the first place if informed in time, can respond when it is already occurred and are in a position to prevent or suppress its recurrence in future. All this is possible only with the proper cooperation of the society and when victims will complain about the occurrence
- The action of the police forms the basis of all subsequent prosecutorial and judicial interventions in domestic violence.

The initial treatment of the police in cases of domestic violence was much different that what it is today. Presently the intervention of the police in cases of domestic violence is becoming increasingly professional. Noticeably, the role of the police and the government officials has changed and the regulations of the domestic violence protection law today receive more and more attention. The role of the police has definitely improved in respect to domestic violence after the legislation of the *'Gewaltschutzgesetzes'* - law regarding protection from domestic violence *(Jahresbericht häusliche Gewalt für Hessen 2005)* [138]. In north Hessen the police have introduced a website where in information for domestic violence victims.

It can be deduced from the 2004 police statistics, the police equipments were generally more frequently used in relation to the previous year 2003. The increase of the frequency of the housing reference (sign posts and entering prohibition) around 20.5% in relation to the year under report 2003 can be evaluated as very positive. Nevertheless, the measures adopted by the police are to equip the victims, to take up unimpaired assistance, in order to terminate the violence *(Jahresbericht häusliche Gewalt für Hessen 2005)* [138]. Victims and rare the culprit are still expelled on the part of the police mostly to auxiliary equipment, besides, just the "culprit's work" is importantly for prevention success.

It was in 1995 that the Ministry of Family, Seniors, Women and Youth, distributed a report entitled 'The male violence against women: police training concepts' to police agencies and training facilities throughout Germany (Wrage et.al. 1995) [139]. This had widely inspired education initiatives. The intention was to incorporate in the police about the following:
- Component of the police intervention will reduce domestic violence in the long run
- Action of the police in this intervention must let the batterer know that he has no right to abuse and that it is a criminal offence
- Statement of the victim of domestic violence must be taken seriously

- The victims must be assured that responding police officer will take a complaint of their behalf
- Evidence of the crime that has occurred must be collected
- Victims must be provided with information as to how to contact the local community services for assistance
- Police must actively work with the community services that work with domestic violence and victims of domestic violence.

The police response to domestic violence has improved noticeably in the last few years. Cases are now handled seriously and the victims are treated with the same respect accorded to victims of other crimes (Summers & Hoffman 2002) [140]. Today the police are trained to handle victims of family violence.

5.13 Help for children affected by domestic violence

Domestic violence against women is not an independent phenomenon but is intertwined with a number of aspects. Studying the situation in India, in Germany and reading literature from other parts of the world, it is clear that along with women, children are also victims of violence caused in the household. Children are both directly and indirectly affected. At times children themselves are the victims and in other cases they are the passive victims of violence. They witness violence at home in a number of different ways. They may see or hear the abusive episode, be used or even involved in the violence, will experience the aftermath, and sense the tension in the build-up to the abuse.

Children who live in disturbed households or those who accompany their mothers to the shelter homes shelters show clinical levels of anxiety or posttraumatic stress disorder (Graham-Bermann, 1994) [141]. The workers in the domestic violence shelter home in Kassel revealed this. These children along with their mothers need counselling therapy and treatment to overcome the incidents they have witnessed. Without treatment, these children are at significant risk for delinquency, school dropout, and difficulties in their own relationships with peers. Young boys witnessing violence at home often inculcate violent behaviour themselves as adults. Many cases have shown with internalisation and continuous witnessing of violence and being passive or active victim, children may become withdrawn, non-verbal, and exhibit regressed behaviours such as clinging and whining. Eating and sleeping difficulty, concentration problems, generalized anxiety, and physical complaints are all common (Volpe, 1996) [142].

With adolescent children, (mostly girls, as in the shelter homes mostly adolescent girls accompany their mothers, boys older than 14 years are not allowed), there are other problems. Like fear of being abused or victimised by a male members of the family, physically abused, they lose interest in social activities, low self-concept, withdrawal or

avoidance of peer relations and rebelliousness. It is also common to observe temper tantrums, irritability, frequent fighting at school or between siblings. Hence along with victims of family violence provision should also be made to help their children.

5.13.1 Helping Children and Adolescents Exposed to Domestic Violence

Children coming from disturbed homes, who accompany their mothers to the women's shelter homes, find it difficult to converse about the situation at home and the family. The *Mädchenhaus*, *Jugendamt* and the *Kindersutzbund* are organizations that deal with these disturbed children when they are contacted by the authorities from the women's shelter homes.

Even when the parents believed the young person was unaware of what was happening, the young person can often give detailed accounts of the events.

The following problems are most frequently observed in children coming from disturbed households:

- Emotional problems: crying, anxiety and sadness, confusion, anger (which can be directed toward either parent or other children etc.), depression, suicidal behaviour, nightmares, fears and phobias.
- Behavioural problems: aggression, becoming troublesome at home or school, withdrawing into or isolating themselves and lower academic achievements.
- Physical problems: bed-wetting, nervous ticks, headaches or stomachaches, nausea or vomiting eating disorders and insomnia.

Other children will often hold themselves responsible for the abuse, especially where extreme violence has been an issue. Children living in an abusive environment may also condone violence or the threat of violence to resolve conflict in relationships.

The organizations formed for assisting the victims of domestic violence also took into consideration the problems of the dependent children and their immediate needs for counselling and safe space. The organizations in Kassel, which were surveyed keeping in mind their contribution towards the children, are the *'Mädchenhaus'* – exclusively for girls. Another organization that works with children Kassel is the 'Der Deutsche *Kinderschutzbund'*. But due to lack of time and unavailable convenient interview dates only secondary resources were available from the organization with was interpreted for the use of this work and to understand the importance of the work of this organization in the network for helping the young victims of violence. The '*Mädchenhaus*' and the *Kinderschutzbund*' are both active members of the action alliance against domestic violence.

The '*Jugendamt'* or the youth welfare department was also approached in this issue. The department of legal help for the youth was approached which is known as the '*Jgendgerichteshilfe'.* As this organization dose not directly work in the coalition to combat domestic violence, a detailed account of the work of the organization is not provided with. But as the organization takes a prominent role in the issue of delinquent youth who often come from disturbed households, the mention of this organization is significant along with the other organizations in question.

A brief description of the other two organizations, namely '*Mädchenhaus*' and the *Kinderschutzbund*' in Kassel and their work is provided in the following section.

5.13.2 Mädchenhaus Kassel

The *'Mädchenhaus'* Kassel was founded 1992 as project of autonomous women's movement. A group of women founded the organization, around the advertised plan for a refuge for girls by the municipal authorities of the city of Kassel. But due to financial reasons this plan was not realized – the refuge was never created, but the women who had organized to set up the project did not give up. They immediately started active work with a telephonic counselling offer for girls and young women. The '*Mädchenhaus'* in Kassel is a charitable organization and is a member of an equal welfare organization since 1992. Today the organization is located in Annastrasse.

The colleagues/staff of the '*Mädchenhaus'*, engage themselves in '*Mädchen Netzwerk Kassel'* , (the girls network in Kassel) just like the work of the city towards helping children and the youth. Since a number of years now the *Kasseler Mädchenhaus*, works as a cooperation partner with the '*Frauenbündnis*' (the women's alliance) on the 8th of March to mark the international women's day, and towards the preparation of the 'Girl's day'.

The Principles of the work are the partiality for girls as well as the readiness in representing their interests on the needs to come in and making them official as an effort to convert them in practise (Mädchenhaus *Jahresbericht*, 2004) [143].

Hence this is the way that the *Mädchenhaus* in Kassel has developed over a period of 12 years keeping in the mind the particular requirements in focus.

- Since the past 14 years the *Mädchenhaus* provides telephone counselling to girls and young women in need, in time of a crisis situation, when they are in need of certain information and support. This is basically for girls and young women who face violence at home and also in the schools and in the peer group. The *Mädchenhaus* as a refuge for young girly in this respect is in constant contact with the women's shelter home in Kassel to help in counselling of the young girls who along with their mother face are victims of family violence.

- Since last 12 years the organization also offers self-assertion and self-defence courses for young girls. Participating in these courses the girls learn to defend themselves in times of violence and assault. This offer is only for girls from six years onwards.

- Since 10 years there is the creative club of the *Mädchenhaus*, known as the *'Mädchencafeˊ'*.

- Since 8 years there is a provision for free support and advise for homework given to the girls at school. The colleagues at the *Mädchenhaus* help the girls to understand their lessons and help them to complete their assignments.

- Since last 6 years the *Mädchenhaus* has also been providing food for the young girls who spend time there. At times they are also involved with creative cooking, as was informed by the colleagues during the interview.

- Apart from the above-mentioned activities the house provides some other facilities for the girls. These are for example it provides space for the girls for their various activities during their vacations, the house sometimes provide or arrange for short recreation trips for the girls who otherwise are unable to do so. The house also provides for the overnight stay for the young girls providing them opportunity and space to be with their friend, watch a movie and spend time together, which is otherwise not possible for most of these young girls more so if they come from very traditional and conservative families (Mädchenhaus *Jahresbericht*, 2004) [143].

Since last 12 to13 years, the '*Mädchenhaus*' offers telephonic counselling for girls and young women in crisis situations who either contact them personally or with the help of the women's shelter home, the police or by some other philanthropic organizations. The offer for telephonic counselling as well as personal counselling and mediating information is aimed towards all girls and young women irrespective of any particular class who approach the organization for help and assistance. The identity of the girls, are kept anonymous upon their request. The service provided is free of cost, hence makes it even more approachable for the young girls.

Young girls approach the house with a single unique problem or to discuss about a short-term problem or at times also they seek a long-term company and support from the organization. This depends totally on the nature of the problem. The topics and contents of the advice conversations are open and go by the needs of the girls e.g. she can discuss the problems she faces at home due to the disturbed relationship between her parents. Young girls also approach the house when they have very less space for themselves at home.

There are 14 women in the age between 21 and 63 years who offer the young girls counselling and help. Sometimes it is the women's shelter home in Kassel that informs the *Mädchenhaus* about the specific need and sends the girls there. But there are also girls who come from socially weak families and with migration background. Girls find possibilities for the personal exchange; help with homework, advice in many questions of the life, an interesting vacation program and various offers in the formation and creative area, here. For the safety and security of the girls training is also provided towards self-defence, as there are a number of complaints regarding physical assault and molestation of the girls in the family as well as outside. The organization makes it possible to organize such trainings regarding self-defence (*Mädchenhaus Jahresbericht,* 2004) [143].

Women work voluntarily in the '*Mädchenhaus*', from 5 to 30 hrous per week.

5.13.3 Location of the *Mädchenhaus*

Similarly like the women's shelter home in Kassel, the location of the *Mädchenhaus* is also not sited in this work for security reasons.

5.13.4   Kinderschutzbund: An overview

Kinderschutzbund – is a counselling centre for children as well as parents. The 'Deutsche Kinderschutzbund (DKSB)', was founded in 1953, is organized more than the 16 state-level associations and 420 independent local committees. The local committee of the organization in Kassel was established on 27th February 1965 by a group of people with the aim of improving the living situation of the children in their families and in the city. The organization stands up for the constitutional rights for children and teenagers and sees that they are realized. The organization in Kassel is a registered association. It is a charitable and legally independent organization. It is politically unbiased association. It is a nongovernmental organization financed by philanthropic donations, subsidies and contribution by members. Today the organization in Kassel has 228 members who have a major contribution to the organization.

During the initial years the 'Child protection house' – (*Kinderschutzhaus*) was established for children within the age group of 3 to 12, who face neglect and maltreatment. Today there are 6 counsellors and educators working in this house and one housekeeper.
The protection of children house is a house in the greenery with big garden and child-oriented equipment, lain at the edge of the forest.

The house provides the children with a home like atmosphere where they are secure and a reliable atmosphere. The problems of children are understood and accordingly the therapy is designed. With training and counselling the skills and abilities of the children

are discovered and developed, equipping them to lead normal livelihoods. The child protection house is an emergency admission place of children in acute crisis situations.

The extensive social and educational counselling and support in the protection house relieves the children, stabilize their separation situation from the family and makes them stronger and more competent further life. The house is a much-needed safe place for the children where they lead a regular structured day in the care of reliable members of the house.

Since 1978 the counselling centre offers immediate help for children and youth and families in crisis situations. The organization provides contact persons and counsellors for children, youth and families in crisis situation. Parents, children and youth can consult the advice centre, if it has come to physical, emotional or sexual violence in their family or their social associated field or if they are threatened by force. Parents, children and youth get help and support also in the front-end of violent conflicts e.g. at education or school difficulties, at marriage and in partnership conflicts or at social problem situations like unemployment, living space problems or financial difficulties. All who approach the organization with respective problems are provided with an appointment. The service of this organization is exclusively for those who live within Kassel.

5.13.5   Location
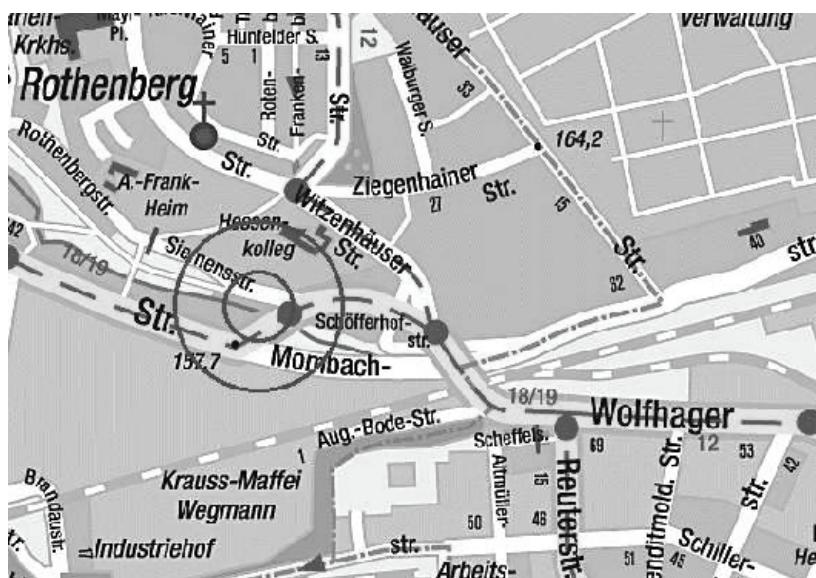
Figure 5.8 Location of the *Kinderschutzbund,* Kassel

(Source: Informationssystem Kassel, Stadt und Region)

The organization is located in Siemensstrasse 1, 34127, Kassel.

5.13.6 Number of working members in 2005

In the year 2005 there work about 7 professionals in the centre. 3 of them works 38,5 hours per week, 2 of them 25 and 33 hours per week respectively. The colleagues come from various educational backgrounds. For example they belong to disciplines varying from vocational education, in the areas of speech therapy, family therapy, women/gender therapy, social therapy, psychotherapy and so on. Apart from these 5 members there also worked a trainee from the University of Kassel and a honorary member.

5.13.7 The mode of operation

The centre of attention of the organization is on the young girls or boys who are threatened by or who witness violence and the case is handled principally in the best interest of the victim. Aim of the advice work is the end of the acute violent situation, the protection before further force plots and the processing of the results of the force. The advice process supports the parents, ensure the protection of the concerned girls and boys and take decisions in the best interest of the development and safety of the children/youths.

In its work the organization, keeps the cases totally anonymous.

According to the organization, violence against children and the youth dose not have to be removed by punishment or criminal prosecution. But the fear of punishment forces many to approach professional help.

The mode of work is either through telephonic counselling, counselling at the centre, a special process for counselling the youth, counselling for mothers towards their relief and stabilization to equip them better to handle violent situations, subjective advise for those who are about to be prospective counsellors in similar directions, and last but not the least the centre also holds seminars and workshops on its work for the purpose of sharing information and experiences. The type of violence that children and youth face when they come to the organization or when they are brought to the organization for help is, physical, emotional, sexual violence and ignorance *(Jahresbericht Deutscher Kinderschutzbund, 2005)* [144].
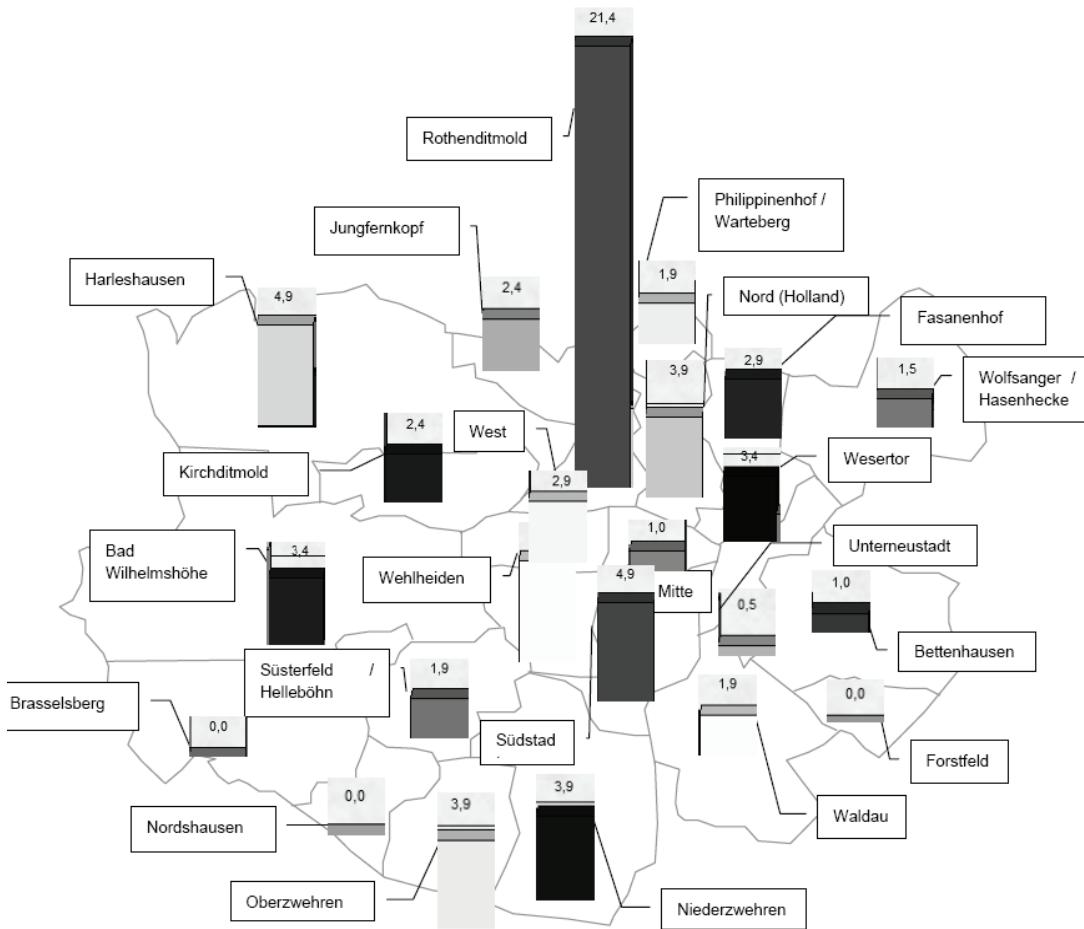
Figure 5.9 The following diagram illustrates the distribution in % of the demands for counselling from the centre.
(Source: Jahresbericht Deutscher Kinderschutzbund, Ortsverband Kassel e.V. 2005)

Figure 5.9, illustrates spatial distribution in the demand for counselling, highlighting the percentage of cases all over Kassel.

CHAPTER 6

6 Model – Network among organizations

6.1 Victim Empowerment Model – Why?

The philosophy behind the victim empowerment model revolves around two issues. In addition to diverse legal needs, victims also face numerous economic barriers, such as securing public benefits, receiving employment training, entering or returning to the workforce, and finding adequate and affordable childcare and housing. Moreover, victims are in crisis and need emotional support in the form of individual and group counselling. In order for victims to free themselves of the violence safely, all of the above obstacles must be addressed concurrently.

The holistic service model combines legal representation with counselling and social services so that victims/clients can concurrently address their legal, emotional, and economic needs. Employing this holistic program ensures that services are readily accessible and coordinated between attorneys, licensed clinical social workers, and mental health professionals. Through the holistic service model, victims of domestic violence and their children are provided with full range of tools necessary to achieve safety and self-sufficiency.

The victim empowerment model emphasizes respect for the victims. This model equips the victims for further rehabilitation. Along with empowering victims of domestic violence, the model provides them with a sense of control over their lives. The victim empowerment model is committed to equipping women with tools to break the cycle of violence. The holistic services and empowerment models are also the first step towards self-sufficiency for many victims of domestic violence who have been emotionally, and often financially, dependent on their abusers.

One pre requisite of the model is that victims should be the focus of the system. It is crucial that problems be addressed, and that protocols and appropriate policy for implementation of the programme be put in place, all keeping in mind the victim in the central position. Furthermore, service providers and the community must have a common understanding of what victim empowerment and support means in practice.

To function justly, the model should consist of the following factors:
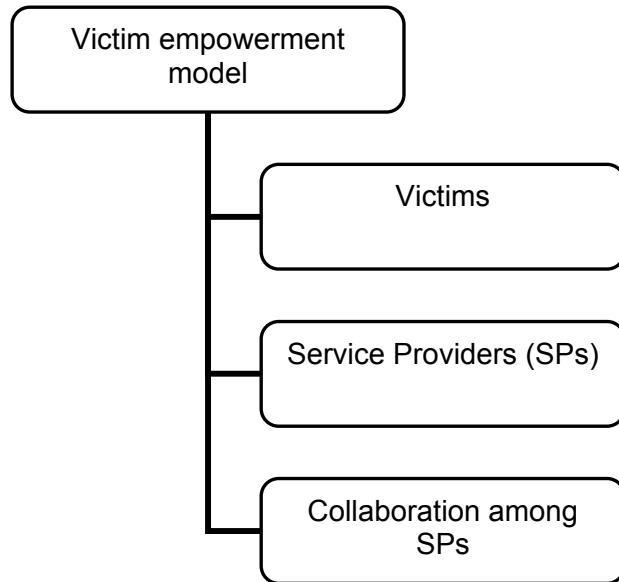
Figure 6.1 Components of the victim empowerment model

Victims:

As mentioned earlier, victims should be the focus of the system of empowerment

- Having the right to be believed and owning their narrations

- Being in control of the healing process

Service providers:

- Acknowledging the rights and responsibilities of victims
- Respecting the choices of victims
- Providing victims with options for choices
- Avoiding inappropriate labelling of victims.

Working collaboratively with other systems to support victims

- Victims are not to blame for their victimization
- People are responsible for the effects of their behaviour
- The trauma of victimization is not mental illness but victimization is trauma and needs to be addressed
- Confidentiality is important.

An aspect of this research consists of a survey of such victim empowerment model, functioning for the rescue and rehabilitation of victims of domestic violence. The survey

was done with the view of creating a methodology for further implementation of the rescue mechanism for the victims of domestic violence among the urban under class in Pune city.

6.2 The following aspects in the present developmental discourse, in India, provided the room for this work.

6.2.1 Protection of Women from Domestic Violence Bill, 2005

On June 23, 2005 the cabinet approved the 'Protection of Women from Domestic Violence Bill, 2005', after which it received assent from Indian Parliament. This approval brings to fore a new civil law on domestic violence, which provides immediate emergency remedies for women facing violence such as protection orders, non-molestation orders, and the right to reside in the shared household (Kothari, 2005 EPW) [145]. At this crucial juncture it is important to re-examine the existing criminal law provisions against domestic violence, mainly Section 498A of the Indian Penal Code (IPC), and to highlight and understand the importance of the coordination of various civil society organizations to address violence against women within the home. Domestic violence indeed needs a coordinated and systemic response from the all facets of the society.

While Section 498A of the Indian Penal Code is one of the most significant criminal law reforms protecting women's rights, it is not enough. It is crucial to adopt the victim empowerment model, which will put in place social service networks for the benefit of the victim of such violence. The victim empowerment model will represent the efforts made by various advocacy organizations towards the empowerment of the victims of violence and better equip them to deal with the disturbed situation, assist them with a shelter, assist them with medical needs, assist them with legal needs and also assist them with the care taking of their children who accompany them.

The steps in India towards the protection of the victims of violence have been accelerated with the introduction of the 2005 legislation in favour of victims of violence. Along with the already existing criminal law, it was also necessary to have civil law remedies, to provide protection to women victims of domestic violence.

According to Kothari (2005) [145], in India, the police and the judicial system generally follow a policy of non-intervention in domestic violence. This non-interventionist attitude and policy imposes a secondary victimisation on the woman by trivialising the harm done to her, and offering little symbolic support in the form of severe penalties for offenders.

Prior to the legislation, the arrest policy towards the offence of domestic violence in India was unspecified. The abuser was arrested only in severe cases of bride burning or murder. It is also necessary that along with the present legislation on domestic violence in

India, the pro-arrest policies of the perpetrator of violence are adopted from other successful implementations, based on a strong victim empowerment model.

The victim empowerment model suggests for a better implementation Section 498 A of the Indian Penal Code, making it mandatory for police to book husband and his parents and other relatives/friends whoever being named on the complaint by wife or her close relatives, where arrest in domestic violence cases is mandated as a preferred policy along with other pro-victim services and programmes. It has been proved that arrests can help to reduce violence in the domestic spheres only when it is accompanied with a package of wider social interventions (Hoyle and Sanders 2000) [146]. Criminologists working on policing the domestic violence have placed thrust on the need to concentrate on victim centred remedies and to focus on the empowerment of the victims (Kothari, 2005) [145]. Hence, in the entire discourse on domestic violence, help and rescue services take a prominent position.

According to MacRae (2003) [147], a victim empowerment model along with a pro arrest policy should include victim safety and victim assistance. A proper assessment should be made of the immediate needs of the victim, in relation to the violence that took place. Assessment should also be made regarding the immediate need of the children, who accompany the victims, who had been passive or active victims of domestic violence. Appropriate advice along with assistance, counselling, and support to the victims at all stages is an important element towards the rehabilitation of the victims and helping them to move on with their lives further.

6.2.2 Present urban slum up-gradation programs

The present urban slum up-gradation programs, in India are towards an endeavour of creating better and safer spaces for the marginalized population. Safety in urban areas is getting increasing attention in urban planning (Becker 2003) [148]. As mentioned in chapter 2, slums are neglected parts of cities where housing and living conditions are appalling. Slums range from high density, squalid central city tenements to spontaneous squatter settlements without legal recognition or rights, sprawling at the edge of cities. In various part of India, slums may be called by various names, yet share the same miserable living conditions.

Slums are disadvantaged neighbourhoods and lack basic necessities. They lack

- Basic municipal services - water, sanitation, waste collection, storm drainage, street lighting, paved footpaths, roads for emergency access
- Schools and clinics within reach, safe areas for children to play
- Places for the community to meet and socialize.

Slums are worsening:

- As the average age of people in cities is increasing, the average age of slum dwellers is decreasing, so the youth suffer most from unhealthy conditions
- Visible disparities between slums and better-off neighbourhoods increase the social tensions in poorer areas
- Unplanned growth of settlements makes conventional service provision complicated.

Upgrading or slum improvement in low-income urban communities means a package of basic services e.g. clean water supply and adequate sewage disposal and services toward improvement for the well-being of the community. This can be termed as regularizing the situations of insecurity.

Upgrading customarily provides a package of improvements in the physical as well as the social condition of these neighbourhoods. In India, presently there is an upsurge in improving the cities and regularising the living condition of the poor. Hence with the co-operation of the various non-Governmental organizations and philanthropic organization, the government is adequately attending to the betterment schemes, especially looking into the needs and conditions of the urban underclass from various perspectives.

But the physical and social improvement is only at the initial stage nevertheless; it has been recognized as an important developmental need in the post-liberalization era (1991 onward). With the increase in the number of cases of domestic violence in the slums, safety of women and creating shelters for the victims are seen as important dimensions of this up-gradation programme.

Hence to make this functional, what is needed is commitment by all: the city, the community, and the people occupying the space and communication between them as well. A sense of partnership must be developed among them. Security of the women should be viewed as prior need. This recognition creates a path towards the betterment and to implement this. What is necessary is a workable institutional arrangement, represented by the victim empowerment model. The sustainability concerns must be a priority in financing institutions, and regulations.

The benefits are that victims of violence will obtain an improved, healthy and secure living environment.

6.3   Collaboration among the organizations

Collaboration among local institutions and agencies providing shelter/housing, legal, health and social services has increased over the last decade (Takahashi, et al. 2001) [149]. Non-governmental, not-for-profit foundations and public agencies have promoted collaboration and networking as a solution to challenge multidimensional nature of the

social problems. Solution for multidimensional problem must be initiated from a multi-disciplinary and trans-disciplinary approach. Organizations have turned to collaborative partnerships for a number of reasons. Services provided through community based non-profit organizations are spatially unevenly located, hence creating substantial gap in services. Particular neighbourhoods have more services of a specific type and some have none or few. Not only that, a particular organization dose not cover all the needs of a specific situation or social phenomenon, hence a network and collaboration with organizations working with a similar focus helps to spatially and service wise coverage (Takahashi, et.al 2001 and Wolch 1996) [149, 150].

The impact of collaborative networking of organization has two interrelated dimensions. According to Takahashi, et.al (2001) [149], these are:
- Inter-organizational cooperation and networking
- Programmatic outcome.

Community based organizations are increasingly turning to strategies such as collaborations to provide services and address the gaps. Collaborations or the formation of networks among organizations are increasingly being witnessed in combating social phenomenon such as the present one in focus – domestic violence against women and the question of shelter and rehabilitation of the victims and their children. Researches and researchers have argued that collaboration in necessary to effectively provide services to an increasingly diverse population and problems (Huber, 1996) [151].

There are several necessary elements, which has to be taken into consideration. These elements are:
- The individuals and the organization taking part in the collaboration must identify the need to collaborate
- Context must provide an environment that allows and promotes the network
- Potential partnering organizations must have a common cause, a common goal and
- Organizations in questions must be willing to and able to participate in the network (Bazzoli, 1997) [152].

Organizations and institutions voluntarily engage themselves in such a network to gain from each other's experience and understanding of the problem in question. Although there may be strategic reasons to form networks and alliances, there also remain significant challenges to successful and effective collaboration. This is true both in terms of inter-organizational co-operation and programmatic outcomes. Effective relationships and communication among the participating organizations acquire strategies for conflict resolution and consensus building. One of the conceptual themes underlying this work is communicative action (Forester 1989; Innes 1995, 1998) [153, 154, 155], in which, values

and assumptions about decision-making process and potential outcomes are not accepted a priori, but are discussed as an integral component of consensus building (Mohr and Spekman 1994) [156]. Communicative action makes clear that successful joint problem solving activities require ongoing learning and not just a dependence on onetime solutions to the identified problems (Innes and Booher 1999) [108].

Initially there are institutional challenges faced by organisations in developing and maintaining collaborative relationships. These initial challenges are

- Lack of functional organization and lack of coordination among organizations,
- Funding resources and utilization of available funding for the welfare services with too many competitors
- The lack of functional organization within and between institutions, which may also act as an obstacle to successful and effective collaboration.

To address such turbulences, the quality, clarity, frequency and the degree of participation in communication are vital in maintaining collaborative relationships (Mohr and Spekman 1994; Takahashi, et al. 2001) [156, 149].

Such issues were examined in the survey done in Kassel on the collaboration of organizations, working to combat domestic violence, and working to help and rehabilitate the victims, for creating a methodology for the victims of violence.

6.4   The Action-alliance against domestic violence in Kassel

'The action alliance (*Aktionsbündnis gegen häusliche Gewalt*') against domestic violence in north Hessen, was established in December 2002[15]. Initially the work was laid out for two years, but the nature of the problem and the task made it necessary to prolong the duration beyond the initially defined period.

The main aim of the action alliance as a victim empowerment model is to protect the victims and further to take hold of the violence prevention measures and strategies. One of the concerns of the alliance is the removal of the taboo attached to the phenomenon of domestic violence and the consciousness formation to such social difficulties. Presently the alliance is focused on the coordination of the organization and effective implementation of the domestic violence law in north and east Hessen (the area under the jurisdiction). The action alliance looks into the risks of domestic violence against women and children, and advocate preventive measures that are the outcomes of the coordinated council meetings. The action alliance focuses on the counselling and the support services available for the victims and their dependent children. It looks in the sustainable solutions towards the problem of family violence, and looks into the aspect that the prevention and

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15 under the patronage of Mrs Oda Scheibelhuber, the then president of the government committee Kassel. Later 'Regierungspräsident' Herr Lutz Klein have taken charge and presides over the meetings of the action alliance.

the intervention has a meaningful grip of each other. The regional attempt makes coordinating strategies and measures, and development of common standards possible, besides the information exchange and learning from each other in the working with domestic violence.

Membership in the action alliance is from experts/institutions that offer advice, counselling and support for the victims of domestic violence in different areas, from the whole north and east Hessen. There are qualified employees of the intervention and criminal prosecution system, representatives of the help systems, representatives from the shelter home in Kassel in the districts around Kassel, membership from the police, the legal professionals, and representatives from the youth welfare departments, all comprise the action alliance. The official woman's representative of Kassel, and the neighbouring districts and representative of the health department along with that of from the clinic in Kassel. Further, there is also work on the area of family violence existing with migrant population, as they comprise a large number of cases. Hence a number of different authorities, institutions and facilities currently belong to the network.

The protection before domestic violence and the improvement in the prevention are social tasks. Domestic violence of violence against women carried out in the family is not a private matter, hence it has to be pursued, ostracized and combated in the similar manner as other kind of violence in the society. This is the main principle with which the action alliance against domestic violence conducts it work. The action alliance in Kassel is a representation of an interdisciplinary working group. The initiative to have an interdisciplinary working group to combat the problem of domestic violence was introduced immediately after the protection from domestic violence law was introduced in December 2002.

The action alliance looks into the accomplishment of the following aspects towards in its work towards domestic violence against women. Aspects that are covered by the action alliance against domestic violence are:
- It looks into the optimisation of the intervention strategies for domestic violence
- Development and optimisation of help offers, keeping with special requirements for the victims of domestic violence
- Special requirements for the children who face violence
- Development of preventive strategies against domestic violence and
- Development of programmes for counselling the perpetrators of domestic violence.

Aspects in the field of domestic violence also include violence against handicapped women and children in families.

6.5 Model representation through social networking
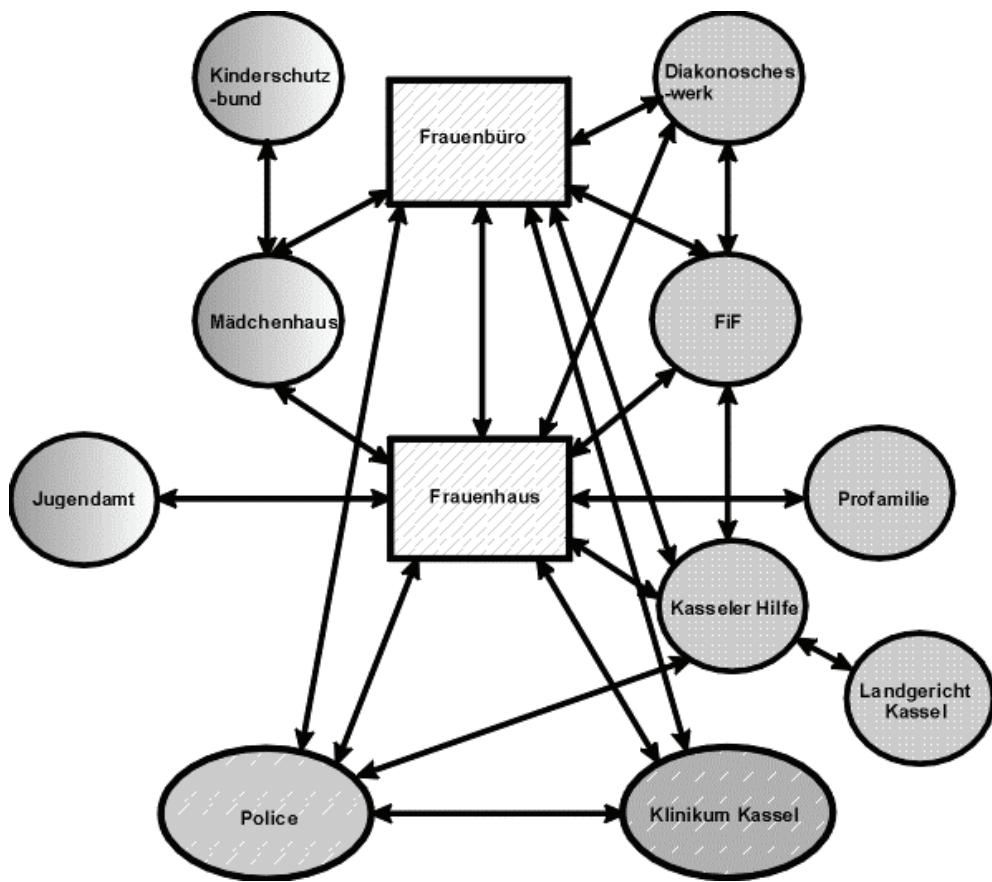
Figure 6.2 Action-alliance against domestic violence in Kassel (surveyed organizations)

The intervention network encompasses proactive services, as they provide active support for the victims of domestic violence. The above diagram maps/represents the relationships and the flow of information between groups and organizations – information/knowledge processing entities. The various organizations approached and surveyed in Kassel are represented in individual shades. The arrowed links show mutual relationships or flows between the various organizations. The above diagram provides a visual analysis of relationships and the flow of information between the organizations in favour of the betterment of the situation of the victims of family violence, creating a methodology to combat domestic violence in a different cultural set up. This organizational network has been evolved during the study, to represent, a victim empowerment model, which assists, victims of domestic violence for further rehabilitation.

To understand the network, the various organizations are placed in such a way, as to illustrate the flow of the information between them and the relationship with each other (whether direct or indirect). The aim of the network is to provide safety and assistance to the victim. Each organization has a common part in working towards the similar cause. The organizations that work with domestic violence are included in the network.

The individual initiative and work of the agencies are presented in the round table meeting of the alliance informing the others about the task performed. Discussions are held between the agencies, and suggestions are made for the betterment of policy actions.

One condition for the multi-agency cooperation is provision of adequate services from each of the partners towards the victims and the survivors of domestic violence. Adequate resources for all services and institutions involved in domestic violence cases are necessary for successful intervention and effective cooperation. Countries like India still lack adequate and comprehensive services for the victims of family violence. The services are almost absent for the women living in slums. This absence of the basic services is a serious obstacle to the effective interventions.

Figure 6.2 represents various organizations linked together. The women's shelter home is in centre of the network, reflecting it as the primary need in the hour of crisis. To escape a violent relationship/home is often difficult for the victims. Therefore the provision of safe housing in women's shelter stands as a core task of every society. Hence in the Fig. 6.2, the shelter home is kept at the centre of all the services needed in the alliance. Law for protection against domestic violence is indispensable, but it alone is unable to provide immediate relief from the violent situation. Hence the immediate needs are safe shelter homes for the women seeking help and respite from a violent relationship. Effective laws to protect the victims and safe housing with various support agencies are necessary both for the victim as well as for their children (Logar, 2005) [157]. In the entire assistance and empowerment model, the child-care sector is equally important, as most of the victims of violence are accompanied by their dependent children, who are also affected and are either active or the passive recipient of violence. This aspect is represented by the existence of the *Mädchenhaus, Jugendamt* and the *Kinderschutzbund*. These are agencies that cater to the need of the children.

The police play an important role in the network. Police provides its services to all citizens in all regions at all times and its services are easily accessible to all through the emergency number and also through other communication media (e.g. internet). The role of the police consists in stopping the violence, protecting the victims and preventing further violent acts. In order to be able to carry out this role effectively, police must have certain permits, such as to enter a home immediately in case of an emergency, the power

to arrest the perpetrator or to expel the violent partner from the home for a certain period of time. Domestic violence protection law in Germany has equipped the police with these facets, to work for the victim of violence and punish the violent partner. Another task of the police is to investigate violent acts thoroughly, to gather all possible evidence and to report to the prosecutor's office. The work of police in the premise of domestic violence is made public through the various meetings of the action alliance and printed materials are made available in all counselling organizations in the network e.g. *Diakonischeswerk, FiF,* and *Pro Familia.*

Kasseler Hilfe disseminates legal information and works closely with the court.

An important component of collaboration is disseminating information on which each sector has to offer, and maintaining a steady flow of information. This coordination is currently lacking and necessary to be promoted in India.

6.6 Working structure of the network

Coordination and the sharing of information is the working principle of the action alliance against domestic violence. Specific section of the organization, work towards the accomplishment of specific task. The action alliance meets biannually. The meetings are decided and are held in the presence of an interdisciplinary steering committee. The participants to the network are from the various civil society organizations, who have the specific subject specializations, and work for the betterment of the situation of women confronting violence. Though the network is comprised of various organization, there is also and internal division of various groups. Each group has a specific assignment to perform.

The action alliance in Kassel is structured in five working groups with specific tasks assigned to each of them:

Survey group *(Die Arbeitsgruppe Bestandsaufnahme):*

This group is composed of participation from the women's office *(Frauenbüro)* of Kassel and the neighbouring districts. The work is performed by the women's office. The group looks into the following aspects:

- Where can victims of domestic violence find help protection and assistance?
- Are there lacunas in the existing system of help in this direction?
- What is the financial protection against the single facilities like?

Public-working group *(Die Arbeitsgruppe Öffentlichkeitsarbeit):*

The public working group is comprised of members from the police (special department of violence prevention and consultation/advice), *Kasseler Hilfe, Frauen informieren Frauen* and the women's shelter home. The public work has the following targets:

- Clarification of the role and the tasks the action alliance in addressing the cause of domestic violence against women and children
- Provides information regarding the domestic violence protection law, and there by the improved position of the victims due to the introduction of the law
- Information dissemination and sensitising the people on the subject of domestic violence, surfacing to the public about the difficulties caused by domestic violence.
- Networking of the official work on domestic violence by various agencies in the alliance
- Support/assist other authorities, institutions and organizations in promoting the work on domestic violence.

Health services group *(Arbeitsgruppe Gesundheitswesen):*

The health service group is comprised by members from the women's clinic of the Clinic in Kassel, from the women's shelter home, *Frauen informieren Frauen* and from the health office. The group is presented and coordinated by the official women's representative of the city of Kassel. The aim of this group is to:
- Investigate whether domestic violence is the cause of any illness
- Asking about domestic violence in a suitable in conversation with the patient
- Mediating for victim protection, working towards prevention and improving possible medical care for the victims of domestic violence.

The working group does a contribution to this primary aim. As task she has set herself the acquirement of a concept, which has to be converted in the city of Kassel and the north and east Hessian administrative districts. The concept cover instruments like diagnostic and documentation, measures towards sensitisation of the concept of domestic violence, further education and training for various occupational groups as well as attempts an effective networking and cooperation of the protagonists in the health service with the facilities of the help system, i.e. advice, counselling, protection and information services.

Prevention work *(Arbeitsgruppe Prävention):*
Prevention work is taken up by all the organizations participating in the action alliance against domestic violence.

Group for working with the perpetrator *(Arbeitsgruppe Täterarbeit):*

The work with the perpetrators of domestic violence is an important aspect of the work within the broader context of domestic violence against women.

The group that comprises members of the police, the court, the women's commissioner, the youth welfare office, and two family counselling organization; namely *Pro Familia* and *Diakonisches Werk/Familienberatung*. The work with people who perform violence shall take place in the social-therapeutical context.

The following diagram, figure 6.3, illustrates the mode of operation of the above mentioned working groups and how finally the decisions made in the biannual meetings of the action alliance are shared for public awareness and victim empowerment.
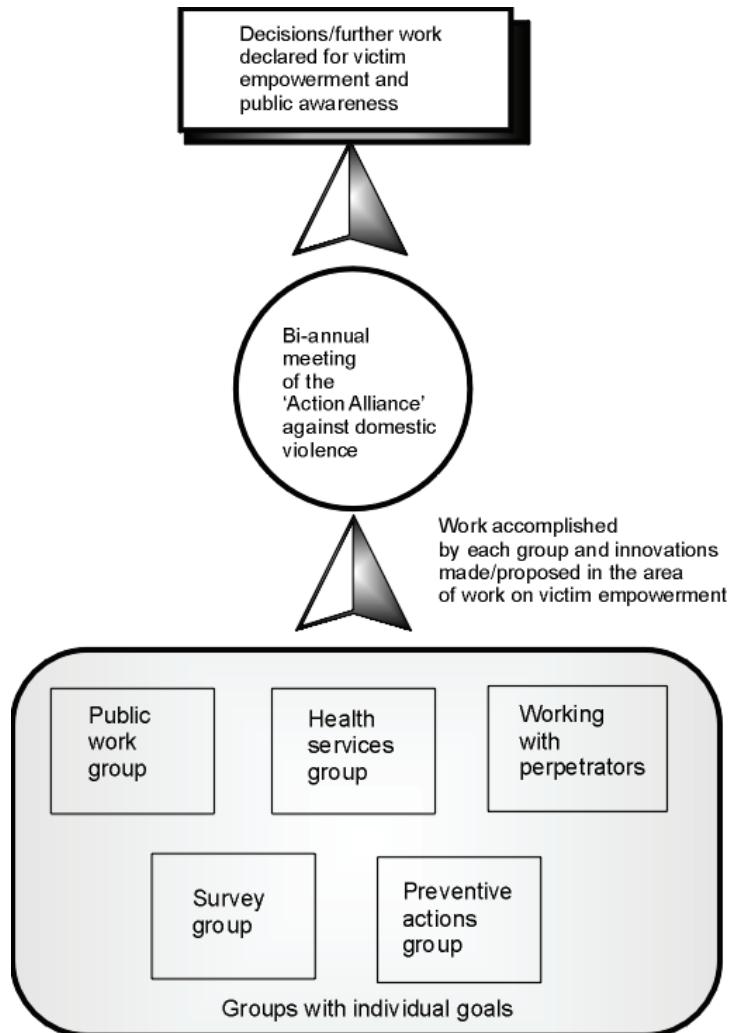
Figure 6.3 Working structure of the action alliance

6.7   *Sharing of information*

Sharing of information between the organizations and (also to the public through the print media), is done during the meetings of the action alliance biannually. Each working group presents an account of work performed and innovations in the area of victim protection. The working groups also provide information of their work in progress in print form. The meetings of the action alliance is a platform at with the individual working groups also further takes account of the work performed by other working groups and further working plan of each group is decided which is to be accomplished in the span of following six months. Each group focuses in the aspect in innovation in the work towards victim empowerment with accountability to the action alliance.

6.8   Elements of successful co-ordination strategies followed

There are certain important standards for the agencies involved in the network. They are as follows:

6.8.1 Awareness

Every agency and institution, participating in the network, must be aware of the nature and level of domestic violence, of the importance of addressing the problem through the policy and practice of the agency, and of the possible nature of the problem in cases handled by the agency. The agencies should aim at creating a safe and supportive environment to encourage victims to report domestic violence. Agencies should be accessible to and supportive to all victims; the needs of special groups such as ethnic and minority groups, clients with disabilities and others have to be taken into account. Posters and leaflets with the phone numbers of women's help-lines and services should be displayed in waiting areas, demonstrating to victims that the agency is aware of the problem and giving victims the possibility of taking information material with them – for themselves or for women they know who might need help. Leaflets should also be available in ladies' rooms, since some victims do not dare to pick up information material in a public setting (Shepard & Pence, 1999) [158].

6.8.2 Vision

A clear mission statement denouncing all forms of violence against women and children should be part of every agency's written policy. Visions of a society in which mutual respect, equality and partnership determine the relationships between women and men, parents and children, and between people in general, should be the agency's guiding principle. Gender equality as well as respect for diversity and principles of non-discrimination should also be part of the quality guidelines. (*Aktionsbündnis gegen häusliche Gewalt*).[16]

6.8.3 Policy guidelines

While dealing with the cases on domestic violence, victims' safety must be the priority and these should be clear written guidelines for all agencies in the network.

The guidelines should provide that victims should be informed about all procedures and interventions and the kind of help offered to them; victim's information should be treated as confidential. Victims' reports and injuries should be carefully documented and kept safely; if appropriate, pictures of injuries should be taken and all possible evidence gathered. This is an integral part of support system extended by the *Klinikum* Kassel. The *Klinikum*, Kassel, has made a special endeavour in designing a questionnaire to be filled

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16   Minutes of the meeting

by the victim to deal legally with the case and also in the first instance to identify a case of injury (especially in case of women and young girls) not as simple injury but cases of violence instead. (*Aktionsbündnis gegen häusliche Gewalt* and Sandra J. Clark et al.1996) [159].

6.8.4 Ongoing support for the victim

Victims of domestic violence need ongoing support; therefore, agencies should make sure they stay in touch with survivors and offer ongoing support or refer survivors to special agencies such as women's advocacy services that then take over the role of providing ongoing support. Agencies should take responsibility for coordinating with other agencies and not leave it to the victim to connect agencies and to transmit information between them.

Information sharing with other agencies should have the purpose of enhancing the client's safety.

6.8.5 Networking and multi-agency cooperation

Networking is an informal way for agencies to work together. Networking often takes place in multi-agency working groups and can be the step towards more institutionalised multi agency cooperation. The advantages are the following (Booher & Innes, 2002) [104]:
• Getting to know each other
• Exchanging ideas and information
• Learning from and supporting each other
• Identifying gaps or overlaps in services
• Improving referrals and cooperation
• Organising trainings, and other activities.

Multi-agency cooperation with domestic violence forums and round tables should be an integral part of the work of every agency. Resources should be provided for multi-agency work in the form of work time, as well as of financial and material contributions. Senior management staff as well as front-line officers should participate in multi-agency initiatives.

Greater co-ordination among the community agencies is a concept that has been embraced and encouraged by each and every organization, which are the members of the 'Action Alliance' against domestic violence in Kassel city. These members had urged the formation of this coordinating council. A coordinating council is defined as a model in which a committee is created to initiate a coordinated effort (Gamache & Asmus, 1999) [160].

The main aim of the action alliance is victim safety. This is ensured though the participation of the various organizations and by instituting various achievable ways to establish victim safety and victim assistance.

With the introduction and function of networks, combating domestic violence is gradually becoming a collective concern. The power of the alliance/network collaboration has been recognized in solving social problems though a collective approach. The countries of the north (developed nations) have adapted this approach in fighting among other issues, the issue of family violence.

Collaborative efforts in defining and developing policy agendas and strategic approaches to collective concerns serve to build up social, intellectual and political capital, which becomes a new institutional resource. It provides with an infrastructure enabling future issues related to the phenomenon to be addressed and deal more effectively. Such relation making work and network takes place though the exchange of ideas and dialogue, and its outcomes are the result of the interaction between who gets involved in it. Those involved as experts, in such processes of exchange, have an ethical duty to attend to all stakeholders, as the interactive process develops. The result of this process is collaborative planning (Healey, 1997) [92]. In this way functions the action alliance against domestic violence in Kassel city forming organizational collaboration.

CHAPTER 7

7   Conclusion and further research

7.1   An overview

The research was conducted with an idea to create a methodology, in form of a network of organizations for the rescue, protection and rehabilitation of the victims of family violence and its further implementation in other social conditions.

An initial survey was accomplished along with published statistics, about the condition of women living in slums of Pune, who are victims of family violence and are left with no options, but to remain with in the disturbed relationship due to the lack of a safe shelter. The implications of this research can be summarized in the following points:

- Creating a sustainable safe space for underprivileged women living in slums,

- Community mobilization focusing the urban underclass, especially women,

- Intervention through collaborative network with focus on victim safety and empowerment

- Finally to establish the methodology to promote more dialogue regarding intervention projects to address similar social phenomenon.

In this context, its worth mentioning that, the first initiative was made by a working group located at Bremen, working for a social cause, as the group worked for the handicapped children. As mentioned in the introductory chapter, Pune has an old history of social developmental work initiated from Germany. Lately the Pune - Bremen partnership has initiated slum developmental work focusing on providing aid for the improvement of the life and living conditions of the slum population. This initiative has encouraged work on this aspect furthering the work on slum development by focusing on the security and shelter arrangements for the victims and also the survivors of family violence.

In the present research, a multi-agency network was studied at Kassel city in Germany, to evaluate the capacity of community collaboration, in the issue of domestic violence, from an inter-disciplinary perspective. Further implementations were evaluated for similar actions for women living in the disadvantaged urban spaces in Pune city.

7.2   Intended organizations for the network in Pune
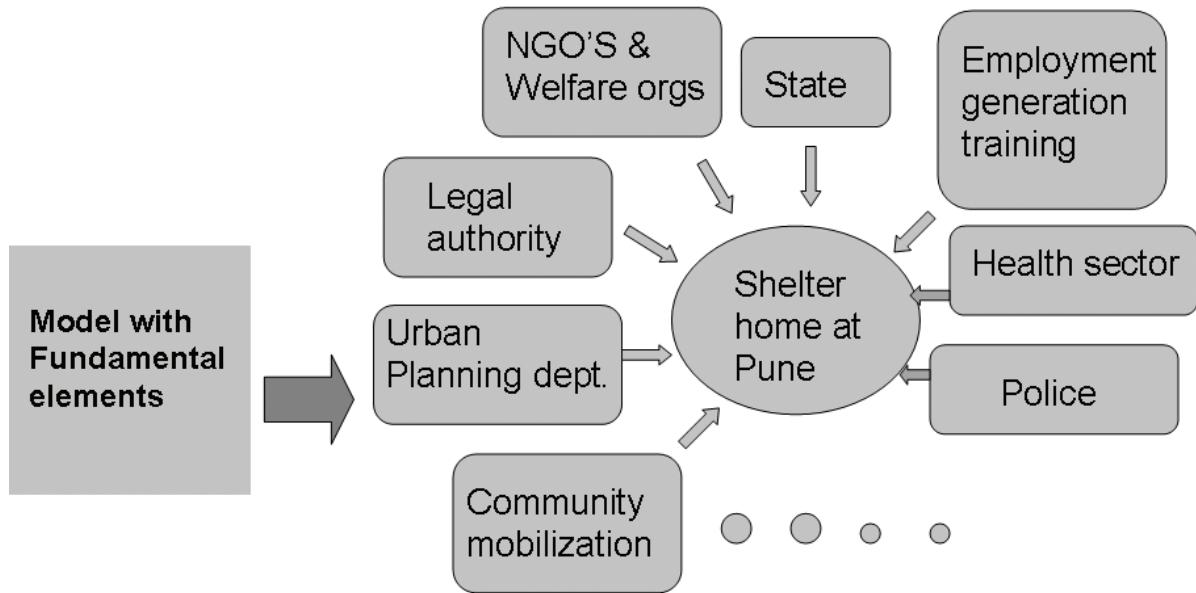
Figure 7.1 Model with fundamental elements that is applicable in Pune city

Figure 7.1 is an illustration of the fundamental elements (participants) towards implementation of the model for the victims of family violence among the urban underclass in Pune city. It has been understood during the close observation and the survey of the action alliance in Kassel city that the operational strategies for the network model, as discussed in chapter 6, are necessary for the network to perform positive result in favour for the victims. In the case of Pune city, similar kind of organizations, are linked here in a network to materialize victim empowerment among the urban poor.

Suitable candidates for the organization at Pune city can be written as:

- State Government
- Non-Governmental organizations/welfare organizations
- Legal organizations
- The urban planning department
- Health sector
- Police
- Bodies, who are responsible for employment generation training
- Community mobilization.

Further room is provided for any other philanthropic organizations, which would want to be a part of the action to combat domestic violence.

7.3 Benefits of a network of civil society organizations working towards a common goal

Coordination of the various civil society organizations, which come in contact with domestic violence issues and their responses dose, enhance victim protection, victim support and rehabilitation and also the accountability of the perpetrator of violence. The objective of the network should be victim safety, accomplishing the aspect of safer cities for all.

Surveying the victim empowerment model operating in Kassel it was evident that a network working for victim safety and rehabilitation and finally empowering the victim can be rewarding in the following:

- Participation of all the organization, working on issue of domestic violence prevention, at a common platform forming a network of responses, increases the effectiveness of victim empowerment. The network is most functional when it has membership from legal, health, social, economic, religious[17] and the governmental sectors. [18]

- The effectiveness each of the organizations involved in the network depends of on the effectiveness of the other in the network. For example, the effectiveness of the judicial response largely depends on the action by the police on a particular case of violence and vice versa. The other organization in the network also may help the police in this respect. The women's shelter home helps the victims to lodge the complaint with the police. There is no hierarchy and the organizations operate as a round table, each accomplishing its part of the work in victim safety. Hence it is a cumulative effort of all the organizations that ultimately propagates justice for the victims of violence correspondingly strengthening the victim empowerment model.

- Different organizations in the network encounter the victims or cater to the need of the victim at various settings and stages. Each of the organizations in the network possesses the ability to help the victim in its own capacity. The organization provides options for the victims to seek assistance at the time of crisis. At times the victim are not willing to approach the police or step in to the shelter home due to moral pressures, or they are unaware of the judicial procedures, in such cases

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17 Religious leaders can be a critical part of a coordinated response. These leaders may take positions or give advice that condone domestic violence and undermine women's ability to protect them from violence.

18 The legal procedures take a long time hence for the immediate relief the social sector has a powerful impact in creating a social norm. This was the lesson from the Duluth Model the first of the coordinated community responses on domestic violence. (Melanie F. Shepard & Ellen L. Pence eds., 1999).

they approach medical assistance. Hence in this case the health case sector becomes a key opening for the victim to avail of the assistance.[19]

- Network collaboration or the victim empowerment model, along with looking in the aspect of violence against women and optimising the support and rehabilitation for the survivor of domestic violence, simultaneously addresses and looks into the related social conditions and problems, that operate in the background and are responsible for the present state of women. It also looks in the factors, which prevent women from assessing the support of the network. Certain conditions make it difficult for the victims of violence to step out of the house/violent relationship to seek help. These conditions are poverty, financial dependence, unemployment, underemployment and above all the fear of social exclusion (Pal Chaudhuri & Ramanamma, 2003) [63]. [20] Hence when dealing with victims and survivors of family violence, these related aspects are also focused, thereby trying to socially emancipate the community as a whole. In this context it can be mentioned about the income generation activities that will be essential in the rehabilitation of victims of family violence in India. This is because unlike the western nation, there no available financial help from the government in such cases. Hence when arranging for victims rehabilitation, income generations schemes must accompany.

- Lastly the victim empowerment model network surveyed in Kassel provides with a social emancipatory path needed for organizing and assisting the victims of family violence. This concept can also be implemented in similar social problems. The network of support for the victims of violence must be both accessible and available.

One of the most commonly discussed approaches for addressing the broad needs of a community, especially in areas such as the present one (domestic violence against women and the rehabilitation of the victims, is the formation of co-operative partnerships or networks of non profit, non-governmental and public organizations. The logic is that by working together community organizations can draw on a broad range of resources and expertise provided each of the organization participating in the network, which results in the betterment and the emancipation of the community or the group, towards which the work is directed. Working as a network improves the efficiency and effectiveness of each

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19 One aspect was evident during the research work in Kassel, women, especially migrant women do not readily go to the police to complain cases of domestic violence nor do the readily go to the shelter home due to dependency. But they often seek medical help where injuries are concerned. As mentioned in chapter 6, (Section 6.11, Pg. 141), the women who come with such injuries or in cases where the doctors suspect the case to be that of domestic violence a questionnaire is provided to the victim/patient, so that the reasons for the injury are known and further help is offered to the victim.

20 As domestic violence is still a taboo theme in the society in Indian society, a private matter which should remain private.

organization. A network brings the diverse players together to resolve various difficult community issues, such as the present one in question. In the present times, such community networks have become and important mechanism for building the capacity to recognize multifaceted problems like domestic violence, systematically planning the best possible way of addressing such problems covering all aspects of it, which would result in delivering the required measures to solve the issue in question (Provan et.al. 2005) [161].

Successful multi-agency cooperation can be complex, depending on the nature of the various organizations. Organisations with different backgrounds, histories, structures and cultures come together in order to improve services for victims of domestic violence. Such differences can be fruitful and inspiring, but they can also constitute obstacles to effective cooperation, even to the point of causing cooperation to fail. Hence in order to work together effectively as a unit, each organization participating in the network should have a thorough knowledge of the other organizations in the network. This helps in the efficiency of the network's working as a unit. Prejudices and stereotyped views regarding domestic violence have to be questioned and overcome. An interest in learning about the other agencies involved, their tasks, goals and competences, their structures and cultures, as well as an openness and willingness to give information about one's own agency, are important steps in multi-agency cooperation. Good understanding of each agency in the victim empowerment model helps in developing practical and realistic achievable goals. Each organization has a potential for change. This is harnessed together to serve the victim, creating scope and space for further life with a plan to improve the situation and secure the safety of women subjected to domestic violence, by securing protection and support for women and their children, improving the rights of battered women and the legally set rights available to them, coordinating procedures among institutions within a multi-agency approach.

Finally the network/victim empowerment model should be open for further organizations willing to join the cause of victim's safety and empowerment. More the number of organizations would participate from various sectors of the society, the scope of the dealing with the issue from various sectors of the society increases. This will also justify the far-reaching awareness of domestic violence as a social problem, to be tackled from various perspectives. Victimizations of women have to be supplemented by recognizing women as an agent of social change (Sen, 1995) [162]. It is vital to bring violence in the cities on the agenda of urban planning and policy making. Violence both within the family and outside, keeps women away from participating actively in the development processes by denying them security (Vadera, 1997) [163].

7.4 Further works

The final result of this research was the establishment of methodology to promote more dialogue regarding intervention projects to address similar social phenomenon. Likewise result of the research is a methodology to be implemented to support victims of family violence in the disadvantaged urban neighbourhoods in Pune city. As a developing nation India faces a multitude of social problems that hinder the over all growth. Today along with economic growth the improvement of the social sector equally necessary with special focus on the empowerment of women in all sectors. As the urban development and planning in Indian cities is looking into the social cause of empowering the marginalized. This model could be utilized for the organizations and emancipation of other help seeking groups in the slums e. g.

- Services and rehabilitation of the aged
- Services for the homeless
- Rehabilitation and support for juvenile delinquency and
- Services for the handicapped.

With the help of urban development and planning initiatives, concrete strategies are possible to be developed corresponding to particular situational needs and applied in urban spaces. Workable strategies developed in one part of the world should be exchanged and flowed in to the other parts (parts where the strategies are in demand and with cultural alterations produce results). An international exchange of ideas is paramount and urgently needed here (Terlinden, 2003) [164].

Appendix

Interview Schedule

1. Name of the organisation and the year of establishment

2. What was the basic idea/ideology behind the formation of the organization?

3. Growth and development of the organization

4. No. of employees

5. In which neighbourhood is your organization situated? Reasons if there were any particular reason of setting up the organization in the locality.

6. Type of the organisation:
   - Governmental
   - Non-Governmental
   - Voluntary.

7. Where dose the funding come from?

8. Is the organisation a part of any larger community development programme in the area it is situated?

9. If yes, please specify the network of organizations (e.g*., Aktionsbündnis gegen Häusliche Gewalt* ')

10. Is the organization a part of the *‚Aktionsbündnis gegen Häusliche Gewalt"*?

11. Is your organisation a part of the social-welfare development program towards the needs of Kassel city?

12. What are the basic service focus of the organization

13. What are the actions taken by the organization in the issue of domestic violence (If there are some published documents)

14. Do you have a particular program to deal with the victims of family violence?

15. Are there frequent incidents of violence reported from this neighbourhood?

16. How dose your organisation contribute to the quality and the capacity of the physical fabric of the city in general?

17. Does the organization cater to the need of women/young girls/children in violent relationships from all classes, and communities in the society, or do you work towards assisting and helping women of a particular socio-economic background?

18. From which socio-economic background/community, do most women come to you?

19. How many particularly come with complaints or cases of domestic violence?

20. What are the other efforts made by your organisation towards the eradication of the problem of violence against women in society in general and domestic violence against women in particular?

21. I would like to have some special comments from you if you think we have not discussed any special aspect of your organisation that you would want to share.

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