

# **Rapid Assessment of the Universalization of the 181 Helpline and One Stop Centres**

**May 2019**

## List of Abbreviations

DWCD	Department of Women and Child Development
EMRI	Emergency Management and Response Institute
GRC	Gender Resource Centre
HDI	Human Development Index
ICT	Information and Communication Technology
IFMR LEAD	Institute of Financial Management and Research Leveraging Evidence for Access and Development
IWWAGE	Initiative for What works for Women and Girls in the Economy
KSWDC	Kerala State Women's Development Corporation
MEL	Monitoring, Evaluation and Learning
MWCD	Ministry of Women and Child Development
MIS	Management Information System
NFHS	National Family Health Survey
OSC	One Stop Centre
TISS	Tata Institute of Social Sciences
ToT	Training of Trainers
UT	Union Territory
VAW	Violence Against Women
VAWG	Violence Against Women and Girls
WDC	Women's Development Corporation
WHL	Women's Help Line

## Preface

### ***About the Study***

This study, commissioned by the Ministry of Women and Child Development (MWCD), on the 181 helpline has important policy implications, which are imperative for future development of such services for women.

The report presents findings of the study on the functioning of the helpline. The rapid assessment was undertaken based on the guidelines set forth by MWCD. The states chosen for the study are representative of geographic regions across India, with helplines that are at least six months to a year old in their operational timeline.

Important findings and key areas have been identified, which can improve the implementation of the helpline across the states. Recommendations have been made based on the overall functioning of the helpline across these states; some recommendations have been suggested by stakeholders. The Initiative for What works for Women and Girls in the Economy (IWWAGE) suggests further research in this area. It is hoped that the findings from this study will help in developing a better understanding of the status of implementation of the 181 helpline, real time issues faced, and necessary solutions to resolve these issues.

### ***About IWWAGE at IFMR***

IWWAGE is a gender initiative housed in the Institute of Financial Management and Research (IFMR) ecosystem. The programme is funded by the Bill and Melinda Gates Foundation. IWWAGE generates evidence on the programmes and policies that work for women's empowerment. IFMR Leveraging Evidence for Access and Development (LEAD) is a well-recognised research organisation based out in Chennai, which has done research in the development sector for more than a decade now.

### ***Acknowledgements***

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## Executive Summary

### Introduction

The study facilitates an understanding of the functioning of the 181 helpline and identifies important areas to work upon. While previous studies have focused on state-specific issues of the helpline, the present study, carried out across 11 states in India, is likely to provide a deeper insight into the functioning of these helplines at the state/union territory level.

### Objective

The objective of this rapid assessment is to understand the current status of implementation of the women's helpline across different states in India. The study will review and assess:

- Functionality of the 181 helpline;
- State level Management Information Systems (MISs)/databases;
- Responsiveness of the centre staff; and
- Integration between 181 women's helpline and One Stop Centres.

Based on these objectives, the study will assess the status of the call centres; overall implementation of the helpline; data and MIS management and maintenance; staff competency and beneficiary experience.

### Methodology

The assessment was largely qualitative, consisting of secondary data analysis and interviews with the call centre employees and follow-up calls with beneficiaries at the state level. **Eleven** states were randomly selected based on the following criteria:

1. Implementation time frame
  - a. one year and older
  - b. six months to one year old
2. Regional representation
  - a. North, South, North East, West, East, Central
  - b. Union territories
3. Number of effective calls made

Apart from interviews, primary data included an observation checklist with relevant questions on infrastructure and operational processes based on the helpline guidelines. Additionally, mock calls were made to the identified state call centres. Further, a structured vignette/script was administered to assess the competency and ability of the call receiver to solve the problem. Perspectives of callers who have been 'effectively' dealt with were also received through telephonic interviews.

Based on the information collected, the states were ranked against a performance index. The index was constructed using a methodology similar to the one used to construct the Human Development Index (HDI)<sup>1</sup>. The Women's Help Line (WHL) performance index consists of four sub-indices: infrastructure, data and MIS, staff competency, and caller experience.

### Findings

In the states visited as part of this round of evaluation, three distinct implementation approaches of the WHL are seen: (i) WHL as a referral service; (ii) WHL as a referral and emergency first responder service; and (iii) WHL as a comprehensive service, integrated with the One Stop Centres (OSCs).

All states selected in the study have adhered to the objective in the guideline set out by the Ministry of Women and Child Development (MWCD). The guideline refers to the integration of the helpline with OSC(s) in the states; this has also been implemented in the states that have an OSC. Depending on the MIS/database sharing with OSC and rescue vans operation, the level of integration varies; however, there is scope for further integration and improvement.

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<sup>1</sup> [http://hdr.undp.org/sites/default/files/hdi\\_training.pdf](http://hdr.undp.org/sites/default/files/hdi_training.pdf)

It was observed from this evaluation that helplines operated by GVK Emergency Management and Response Institute (EMRI) (Andhra Pradesh, Gujarat, Telangana and Uttar Pradesh) are more efficient in terms of infrastructure and staff capacity in handling calls. The training module adopted by GVK staff is a component that can be incorporated in other helplines as well. At this stage, for the volume of calls coming into the helpline, there is adequate staff across all states. Further, from the evaluation, it is observed that there are limited awareness and outreach activities undertaken to promote the helpline both by the state departments and the central ministry.

## ***Recommendations***

Following are possible recommendations, which can be adopted by MWCD:

1. **Include mechanisms to capture beneficiary satisfactions levels:** A mechanism should be devised that to enable a caller to rate her experience once the case has been resolved.
2. **Common Monitoring, Evaluation and Learning (MEL) framework:** A common MEL framework can be created to report progress of cases, level of reporting, how cases are handled, type of cases, among others.
3. **Improved training mechanisms:** The ministry/state should commission the creation of a Training of Trainers (ToT) module, which can be used by all states. The states can also build upon these modules, depending on local context.
4. **Common dashboard for helpline and OSCs:** It is recommended that the states start planning for a common backend dashboard for both the helpline and OSC.

# 1. Introduction and Background

Helplines have proven to be effective in different countries for various social care services. Assessments of these helplines are at a nascent stage and there is a need to develop strong evaluation frameworks, given that this is a service that is increasingly being used. Adaptability of these helplines is rapidly growing with an increase in the use of telephonic services and the internet. Helplines are also storehouses of large volumes of data that could answer important research questions. It is found that mobile phone data are a rapidly developing body of data that has been widely used in predicting poverty and wealth of nations (Blumenstock et al. 2015). Previous literature has shown that helplines have proven to be cost-effective, timely and affordable. This literature review focuses on the functioning of helplines and its effectiveness in the delivery of services.

Researchers often use different approaches in studying the effectiveness of helplines. Some common approaches are (Ben Ari and Azaiza, 2003): (1) rating the call attendant's response to queries or situations; (2) measurement of the awareness of the helpline and services provided by the helpline; (3) measurement of client satisfaction; and (4) measurement of the perspective on help-seeking among callers and responders. Most studies follow the first three strategies which often do not provide a holistic view because measuring just the callers' and responders' answers does not guarantee positive outcome. The condition of anonymity where callers often prefer not to divulge their identities makes it difficult to measure such outcomes (Howe et al., 2014). Thus, it is important to shed light on point 4, perspective on help seeking; this is relevant to the women's helpline as help-seeking behaviour among women is generally low, especially when there are cultural norms attached to it (Auerbach & Kilmann, 1977). Apart from being a medium of service delivery, helplines empower communities especially when stigma is attached to seeking help (Ben Ari and Azaiza, 2003). Analysis of the child helpline, 1098, postulates regular audit; upgradation based on demand and monitoring is necessary for any citizen-centric initiative to improve service.

## I. Information and Communication Technology and Telephones

With developments in Information and Communication Technology (ICT), mobile phone and telephone usage has increased manifolds. This has allowed for transmission of information to anyone at any given time. Helplines have reaped the benefits of such development; they have proven to be effective in reaching out to the masses. There is a taxonomy of telephone helplines in India – 1091 (police helpline for women), 100 (police), 101 (fire), 102 (ambulance/hospital), 15100 (National Legal Service Authority) and 108 (emergency service provider). These numbers are provided by telecom service providers. The helplines are used by many but, due to institutional problems in their functioning, optimal benefits have not been reaped. According to the Telephone Regulatory Authority of India, the overall *teledensity* of India for 2017 was 93.6 per cent.

According to a study, women's mobile phone usage is 36 per cent less likely than that of men. It is also found that even when women do own a phone, they are less likely to use it (GSMA, 2015). The study also identified that 68 per cent of women feel safer with because of their capacity to use mobile phones. Improving mobile coverage and boosting mobile phone usage amongst women through new initiatives will increase women's access to such helplines and potentially change their attitudes towards help-seeking behaviours. Other developing countries such as Nepal<sup>2</sup>, Bangladesh<sup>3</sup>, Namibia<sup>4</sup> and Kenya<sup>5</sup> have launched similar women's helplines in the recent years which have proven to be effective. Helplines have been effective in developed countries such as the UK, Australia, New Zealand and the U.S. as well but it is often found that internet-based helplines are gaining more prominence.

## II. 181 Helpline

The 181 helpline caters to women across India in times of emergency and to acquire information on women-related schemes, programmes and policies. The helpline acts as a referral and first point of contact to different agencies to provide effective services. The effective calls (understood as calls where an effective registration was made) received are then referred to appropriate departments (police, One Stop Centre (OSC), hospital). The 181 helplines thus act as an intervention to give women more access to formal support in their day-to-day problems and provide relevant information about programmes. The Women's Help Line (WHL) is usually housed in the OSC which provides integrated support to women affected by violence and

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<sup>2</sup> <http://www.worldbank.org/en/news/feature/2017/12/05/a-helpline-for-gbv-survivors-in-nepal>

<sup>3</sup> [http://nhc.gov.bd/index.php?option=com\\_content&view=article&id=39](http://nhc.gov.bd/index.php?option=com_content&view=article&id=39)

<sup>4</sup> <https://www.namibian.com.na/index.php?page=archive-read&id=144493>

<sup>5</sup> <https://www.capitalfm.co.ke/news/2017/06/gender-cs-to-launch-helpline-to-mitigate-violence-against-women/>



assists them with relevant information. There have been similar schemes that have been rolled for women's safety and empowerment (Beti Bachao, Beti Padhao Scheme, Pradhan Mantri Matritva Vandana Yojana, National Crèche Scheme, to name a few).

The study thus facilitates an understanding of the functioning of WHL and identifies important areas to work upon. Previous studies have focused on state-specific issues about WHL; the present study has been carried out across 11 states and provides deeper insight into the functioning of the WHLs at the national level. A study on Gujarat 181 Abhayam showed high usage of the helpline service on concerns related to Violence Against Women (VAW) and has made important policy recommendations on operational definitions of concern categories which need to be further classified. A study<sup>6</sup> on the Delhi 181 helpline found that women were reluctant to report incidents to the police due to various reasons this was identified as one of the main reasons for the helpline's sub-optimal usage. The study has also made important recommendation on increasing the efficiency of the helpline such as including the call attender's assessment and having systemic feedback to improve the quality of service.

### III. Nature of violence against women in India

VAW is an important concern and it is a serious public health problem. The United Nations Declaration on the Elimination of Violence Against Women defines violence against women as: "any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women". VAW is identified as a breach of human right that has hampered social space usage of many women. VAW takes different forms such as domestic violence, intimate partner violence, sexual violence, rape, acid attack, etc., and affects women's psychological and physical well-being. The causes of violence lie partly in a patriarchal system and rootedness in strong cultural and social norms.

According to the World Bank Report<sup>7</sup> the nature of violence can be categorised into four broad categories such as physical, sexual, psychological and involving deprivation or neglect. Physical violence is perpetrated in the form of physical abuse such as kicking, slapping, bashing and, in some cases, strangling. Findings from the National Family Health Survey (NFHS), 2014-2015 (round 4) show that 22 per cent of women in India aged between 15-49 have experienced some form of physical violence. According to the Crime Statistics report, 2016, the majority of cases reported as crimes against women came under the category 'cruelty by husband or his relatives' (32.6 per cent) followed by 'assault on women with intent to outrage her modesty' (25.0 per cent), 'kidnaping and abduction of women' (19.0 per cent) and 'rape' (11.5 per cent). Studies have identified that wife beating is considered a man's right and this belief is formed by the cultural notion of men (S.J. Jejeebhoy, 1998 & V. Rao, 1997). Battered women are at greater risk of physical and mental health issues. Sexual violence is perpetrated in the form of rape, deprivation of contraceptives or lack of protection against sexually transmittable diseases. India ranks amongst the lowest in the world on sexual violence which might be due to under-reporting of cases or because marital rape is not a crime in India (A. Raj, & L. McDougal, 2014). There is a paucity of literature on sexual violence. Over the years, the number of reported rape cases has been increasing, perhaps a reflection of the growing support for victim disclosure.

Psychological and emotional violence takes the form of controlling movement and behaviour, humiliation, economic restriction; these can be subjective and are defined in a broader sense. Other violent incidents that have escalated in recent years are harassment for dowry, acid attacks and honour killings. These acts often go unnoticed and/or unreported for various reasons, which leaves women to live with their consequences. According to NFHS round 4 data, 76 per cent of women never sought help to stop the violence and never told anyone. The other side to this issue is that social norms blame the woman in these scenarios where she is held responsible for the sexual violence, for example, by wearing "inappropriate" clothes or for disobeying her husband or older people in the family.

Various socio-economic characteristics play an important role in determining help-seeking behaviour of women. Developed countries have shown that strong institutions and judicial systems are important determinants for reporting Violence Against Women and Girls (VAWG) (Palermo, Bleck & Peterman, 2014). Women often do not report cases of violence unless physical violence is involved, thus the perception about violence is highly subjective. Women often seek informal help when it comes to intimate partner violence because of the sensitivity of the issue as it involved their partners; even though they may continue to experience violence, they would still want to hold on to the relationship (Burman et al., 2004; Dobash &

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<sup>6</sup> <http://www.jagori.org/wp-content/uploads/2013/12/WFS-5-.pdf>

<sup>7</sup> <http://documents.worldbank.org/curated/en/700731468149970518/pdf/927130NWP0Wome00Box385382B00PUBLIC0.pdf>

Dobash, 1979; Hutchison & Hirschel, 1998). Context-specific interventions are essential in such cases to prevent VAW.

Thus helplines are an important intervention that would improve help-seeking behaviour because they promise anonymity and confidentiality. Women often prefer these services instead of face-to-face counselling. Feedback from past callers, who have approached helplines, states that the helpline made them more aware of services/help available, more confident about dealing with the issue, aware of their rights and able to take control of the situation (Cordis Bright, 2014).

#### IV. Measuring the effectiveness of the 181 helpline

This study will add to the emerging body of information on the subject. The main challenge in assessing the helpline was the anonymity and confidentiality associated with this service which makes it difficult to measure outcomes (Howe et al., 2014). Another challenge was the lack of awareness about the helpline, an indication that helplines cater only to a small section of the population which would bias the results.

In conclusion, the literature review aims to reflect on the relevance and, to some extent, the effectiveness of the 181 WHL and on the scope for development and innovation in this area, resulting from the rapid development in ICT.

## 2. Objectives and Methodology

### I. Objectives

The overall objective of this rapid assessment is to understand the current status of implementation of the WHL across different states in India. The assessment will review and evaluate:

- The functionality of the 181 helpline;
- State-level Management Information Systems (MISs)/databases;
- Empathy and sensitivity of the staff; and
- Integration between 181 WHL and OSCs.

Based on these objectives, the study will assess the status of the call centres; overall implementation of the helpline; data and MIS management and maintenance; staff competency; and caller experience.

### II. Methodology

The assessment of the helpline involved the following:

- The study commenced with field visits to states where these helplines are located; before undertaking the study, it was required to acquire permission from the Principle Secretaries of each state;
  - Interviews with state officials (Principal Secretary, Project Director, Project Managers, Director of the Department of Women and Child Development (DWCD)) on the functioning of the 181 WHL were carried out in each state;
- Helpline Manager interviews were carried out in each state to understand the monitoring and reporting mechanism, and to explore the level of interaction with other departments and integration of the helpline with the OSC;
- Caller experience/feedback calls: Telephone surveys of past callers were conducted in each state. A primary objective of the study was to understand the empathy among the call responders at these centres, a detailed assessment of the competency of the staff based on caller experience and beneficiary experience. To understand how the callers felt about the call responders, callers, who reached out to the helpline in each state were asked to rank the responders on the following indicators from strongly agree, agree, and disagree to strongly disagree:
  - i. Soft spoken
  - ii. Adequately listened
  - iii. Appropriately referred/resolved
  - iv. Counselling
  - v. Spent adequate time;
- Audit calls: Audit calls were made to the 181 helpline by trained women surveyors in every state-based on vignettes created by the partner organisations (see Annexure 1); this was done to assess the functioning (whether the helpline operates 24x7) of the helpline and how the calls were handled. Surveyors were asked to score, based on helpline experience/satisfaction after every call;
- Observation checklist: Questions were asked based on the operational guidelines set out by the Ministry of Women and Child Development (MWCD) on infrastructure and staffing;
- All the instruments were translated into official state languages (beyond English and Hindi). Once data were received, they were transcribed and translated into English from the local language. The data were collected on a tablet device, and SAS software was used for its interpretation and analysis; and
- Given the nature of the rapid evaluation, the samples for the feedback and audit calls were dipstick in nature and not calculated for statistical significance. The intended sample size was 20 feedback calls and up to 20 audit calls in each state. Table 1 lists the completed sample of each of the 11 states (fieldwork for some states is yet to be completed).

Table 1: Respondent sample size

Rapid Assessment Sample Size		
State	Feedback Calls	Audit Calls
Andhra Pradesh	15	4
Bihar	10	2
Chandigarh	17	16
Chhattisgarh	27	21
Gujarat	27	10
Kerala	15	10
Maharashtra	N/A	9
Odisha	N/A	13
Rajasthan	5	10
Telangana	12	6
Uttar Pradesh	8	3

### Selection Criteria

We proposed a largely qualitative assessment, consisting of secondary data analysis and interviews with the call centre employees and follow-up calls with callers at the state level. The 11 states were randomly selected based on the following criteria:

1. Implementation time frame<sup>8</sup>
  - a. One year and older
  - b. Six months to one year old
2. Regional representation
  - a. North, South, North East, West, East, Central
  - b. Union Territories (UTs)
3. Number of effective calls (calls with an effective registration) made<sup>9</sup>

### Fieldwork Status

#### Feedback calls

The survey has been completed in nine states; Maharashtra and Odisha did not give permission to conduct the survey due to their strict data privacy protocols and, in Rajasthan, the survey ceased midway, as advised by the helpline.

#### Audit calls

Audit calls have been completed in nine states; we are yet to receive data from Bihar and Andhra Pradesh and, in Manipur, fieldwork is yet to commence.

Table 2: Data collection status

S.no.	State	Fieldwork Status	Comments
1.	Kerala	Both feedback calls and audit calls completed	-
2.	Maharashtra	Only audit calls undertaken	We were not given permission to conduct feedback calls according to the data security protocols of the WHL

<sup>8</sup> Additional criterion: MWCD suggested that states with helplines operational for more than six months be considered for the study.

<sup>9</sup> Data provided by MWCD on the date of operationalisation of call centres and 'effective calls' made.

3.	Chandigarh	Both feedback calls and audit calls completed	
4.	Rajasthan	Audit calls completed, but only 5 feedback calls made before the state wanted us to stop the surveys	The state asked us to stop survey activities of reaching out to past callers
5.	Gujarat	Both feedback calls and audit calls completed	
6.	Chhattisgarh	Both feedback calls and audit calls undertaken	
7.	Odisha	Only audit calls undertaken	We were not given permission to conduct the feedback calls according to the data security protocols of the WHL
8.	Andhra Pradesh	Both feedback calls and audit calls completed	
9.	Uttar Pradesh	Both feedback calls and audit calls completed	
10.	Bihar	Both feedback calls and audit calls completed	
11.	Telangana	Both feedback calls and audit calls completed	

### WHL Composite Index

The states have been ranked against a performance index. The index was constructed using a methodology similar to the one used to construct the Human Development Index (HDI)<sup>10</sup>. The WHL performance index consists of four sub-indices: infrastructure, data and MIS, staff competency, and caller experience. In Table 3, the indicators used to construct each of these sub-indices are presented.

Table 3: Rapid assessment indicators and corresponding scores

Sub-index	S. no.	Indicators	Score
1. Infrastructure	1	OSC integration (refer cases)	Yes - 1, No - 0
	2	Rescue Vans	Yes - 1, No - 0
	3	Web-based MIS	Yes - 1, No - 0
	4	Universalization (181 short code)	Yes - 1, No - 0
2. Data and MIS	5	Does the WHL collect and record information on case time?	Yes - 1, No - 0
	6	Does the WHL collect and record district-wise information?	Yes - 1, No - 0
	7	Does the WHL maintain information on follow ups?	Yes - 1, No - 0
	8	Does the WHL maintain information on referral status?	Yes - 1, No - 0
	9	Does the WHL record all calls?	Yes - 1, No - 0

<sup>10</sup> Training material for producing national human development reports ([http://hdr.undp.org/sites/default/files/hdi\\_training.pdf](http://hdr.undp.org/sites/default/files/hdi_training.pdf)).

	10	<b>Number of calls made (all calls-effective, ineffective and missed) per 1,00,000 women</b>	No. of calls/1,00,000 women
<b>3. Staff Competency</b>	11	<b>Do guidelines exist for call responders to refer to?</b>	Yes - 1, No - 0
	12	<b>Do the call responders receive training?</b>	None - 0, Ad hoc/ unstructured - 1, structured - 2
	13	<b>Satisfaction level of interactions</b>	On a scale of 1-10. This was obtained through audit calls conducted by the research team
	14	<b>Call converse in most used local language(s)</b>	Yes - 1, No - 0
<b>4. Beneficiary Experience</b>	15	<b>Able to connect to the helpline in the 1st attempt</b>	% of beneficiaries
	16	<b>If the users found the WHL to be useful</b>	% of beneficiaries
	17	<b>Whether issue was addressed by WHL according to the beneficiary</b>	% of beneficiaries
	18	<b>If the call responders were soft spoken</b>	% of beneficiaries who strongly agreed to the statement
	19	<b>If the call responders adequately listened to the issues</b>	% of beneficiaries who strongly agreed to the statement
	20	<b>If the call responders referred to the appropriate agencies</b>	% of beneficiaries who strongly agreed to the statement
	21	<b>If the call responders were well equipped to provide counselling</b>	% of beneficiaries who strongly agreed to the statement
	22	<b>If the call responders gave adequate amount of time in handling the call</b>	% of beneficiaries who strongly agreed to the statement

Table 3 lists the indicators used to construct the composite WHL performance index. In total, 20 indicators have been used to construct the index.

For the purpose of the index, we use the central tendency measure of geometric mean compared to the general usage of an arithmetic mean. The geometric mean is the  $n$ th root of the product of numbers compared to a simple arithmetic mean, which is a simple average of the sum of numbers. The geometric mean is better able to capture variations within a given variable compared to an arithmetic mean.

The index construction involves three steps:

- Computing the indicator indices;
- Aggregation of indicator indices to construct dimension indices; and
- Aggregation of dimension indices to generate the composite index.

#### Step 1

The first step involves computing the indicator index. For each indicator in question, the index is calculated using the equation (i) below.

$$\text{indicator index} = \frac{(\text{actual value} - \text{minimum value})}{(\text{observed maximum value} - \text{minimum value})} \quad \dots (i)$$

In the case of the indicator being a continuous variable, such as income or population, the natural logarithm value is considered as indicated in the equation (ii) below.

$$\text{indicator index} = \frac{(\ln[\text{actual value}] - \ln[\text{minimum value}])}{(\ln[\text{observed maximum value}] - \ln[\text{minimum value}])} \quad \dots (ii)$$

## Step 2

The dimension index is calculated using the arithmetic mean of the indicator indices used to construct each dimension/sub index as indicated in the equation (iii) below.

$$\text{Dimension Index} = \frac{(i_1 + i_2 + \dots + i_n)}{n} \quad \dots \text{ (iii)}$$

## Step 3

The aggregation of the dimension indices into a composite index is done using a geometric mean of dimension indices. A geometric mean, as explained earlier, is the nth root of the product of variables. Mathematically, the composite index is presented in the equation (iv) below.

$$\text{Composite Index} = \sqrt[n]{d_1 + d_2 \dots + d_n} \quad \dots \text{ (iv)}$$

The index, does not divulge the actual levels of user satisfaction in each state, but the how well a state has performed in comparison to the other states. For example, it could be that all states have performed exceedingly well on a given indicator, some marginally better than others. The composite index will not be able to indicate the actual level of performance but only the performance of a state in comparison to others. "The disadvantage of a composite index is that, by definition, it is built up from underlying sub-indicators that are weighted and thus valued"<sup>11</sup>. The composite index creates a metric which enables a reader to compare states based on their performance, but does not inform the actual level of performance of the states. For that information, one has to refer to the state findings in the next section.

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<sup>11</sup> Kulig, A.B., Kolfoort, H. and Hoekstra, R. (2010), 'The case of the hybrid capital approach for the measurement of the welfare and sustainability'. Ecological Indicators.

### 3. Findings

The scheme for universalization of women's helpline is intended to provide 24x7 immediate and emergency response to women affected by violence, through referral (linking with an appropriate authority such as the police, OSC, shelters) and information about women-related government schemes and programmes across the country through a single uniform number. In addition to this, it is envisioned that these helplines are also integrated with the OSC to support and assist women affected by violence, both in private and public spaces. OSCs are intended to support women in private and public spaces. According to the guidelines, aggrieved women facing any kind of violence due to sexual harassment, sexual assault and domestic violence, trafficking, honour-related crimes, acid attacks, or similar such instances, should reach out to OSCs for specialised services.

Among the states visited as part of this round of evaluation, three distinct implementation approaches of the helpline are seen: (i) WHL as a referral service; (ii) WHL as a referral and emergency first responder service; and (iii) WHL as a comprehensive service, integrated with the OSC. In this section, these three operational models are explained in detail.

#### (i) Referral Model

States that have adopted this model see the WHL as a referral service, where the victims' cases are referred to the appropriate agencies, e.g., police, child welfare committees, district legal services authority, etc. The WHL in these states may or may not coordinate with other agencies to keep track of the status of the case depending on the extent of inter-departmental coordination achieved by the state.

#### (ii) Rescue Van (First Responder) Model

The second type of approach that some states have adopted is for the WHL to act as the first responder to cases, apart from being a referral agency. In this model, the WHL has rescue vans in which a counsellor and a female police constable are stationed. While state variations exist in the number of such van, depending on the size of the state as well as the status of implementation, most states that have adopted this model have at least one such rescue van in each district. These vans are generally operated under the OSC or GVK Emergency Management and Response Institute (EMRI) (in states where the helpline is run by GVK).

#### (iii) WHL-OSC Integrated Model

The third emerging model is one in which the state has approached the WHL as a comprehensive service. Within the model, there are two variations: one with rescue vans and, the other, without. In this model, the OSCs and WHL have a common backend dashboard, which is used by both services to continuously update the status of a case, including referral, follow up, resolution, etc.

Based on this understanding of the WHL, OSCs and expected integrated, this section presents the data collected and analysed as a part of the study.

### I. State/UT level Findings

#### i. Andhra Pradesh

Category	Findings
Helpline Infrastructure	<ul style="list-style-type: none"><li>- The 181 WHL was set up in September 2016. It is established in a government facility owned by the DWCD with the Principal Secretary acting as the official in charge.</li><li>- The facility meets its mandate of employing at least 2 call responders, and has a total of 8 female call attendants.</li><li>- The central fund allocated for the function is INR 5,15,800 of which funds till June 2017 have been utilised and the centre is waiting for current year funding.</li><li>- The helpline is integrated with the OSC. The centre provides counselling, legal aid and shelter services, as a part of the OSC mandate.</li><li>- The rescue vans are operated by GVK EMRI for medical and emergency purposes and are deployed in every district.</li></ul>



	<ul style="list-style-type: none"> <li>- Outreach and awareness activities are undertaken as a part of other schemes for women, e.g., Kishori Vikasam<sup>12</sup></li> </ul>
Data/MIS	<ul style="list-style-type: none"> <li>- Data management software has been developed by GVK, EMRI in collaboration Tech Mahindra.</li> <li>- The computerised data dashboard collects information on the demographic characteristics of the respondent, along with the type of complaint registered (stalking, sexual harassment, domestic violence, etc.).</li> <li>- The data are also disaggregated by district. Call recordings along with the follow up and referral status<sup>13</sup> are available for all incoming calls.</li> <li>- The number of calls effective received from October 2016 to June 2018 was 2,27,579.</li> <li>- Daily and monthly progress reports, and daily case reports for the incoming calls are maintained.</li> <li>- These reports are reviewed on a monthly basis by the Project Director, Commissioner of DWCD, Deputy Commissioner and Principle Secretary.</li> </ul>
Staff Competency	<ul style="list-style-type: none"> <li>- The staff has been provided with guidelines, which have been translated into the local language, to attend and manage the calls.</li> <li>- The staff is also trained by GVK as and when training is organised.</li> </ul>
Functionality based on Audit calls	<ul style="list-style-type: none"> <li>- The helpline is operational 24x and provides support in the local language.</li> </ul>
Caller Experience based on Interactions	<p>Of the 15 calls made to callers who contacted WHL to address an issue:</p> <ul style="list-style-type: none"> <li>○ 93.3% of the responders reported the call was picked in the first attempt</li> <li>○ 57% of the responders reported that the issue was addressed</li> <li>○ 73.3% of the responders reported that the helpline was an effective mechanism</li> </ul>
MIS Data from Helpline	<p>From the MIS shared by WHL, it is observed that between October 2016 and June 2018:</p> <ul style="list-style-type: none"> <li>• Number of effective calls received – 912</li> <li>• Highest number of calls received for domestic violence cases – 621</li> <li>• Most calls received from Guntur (151), East Godavari (81) and Krishna (108)</li> </ul>
Fieldwork	Feedback calls were carried out from July 31 to August 5, 2018.

<sup>12</sup> A programme run by the Government of Andhra Pradesh for the empowerment of adolescent girls.

<sup>13</sup> Information about the referral department; if the case was addressed or not.

From Figure 1, it is evident that more than 50 per cent of the responders reported “Strongly agree” on all indicators.

Figure 1: Andhra Pradesh - caller experience

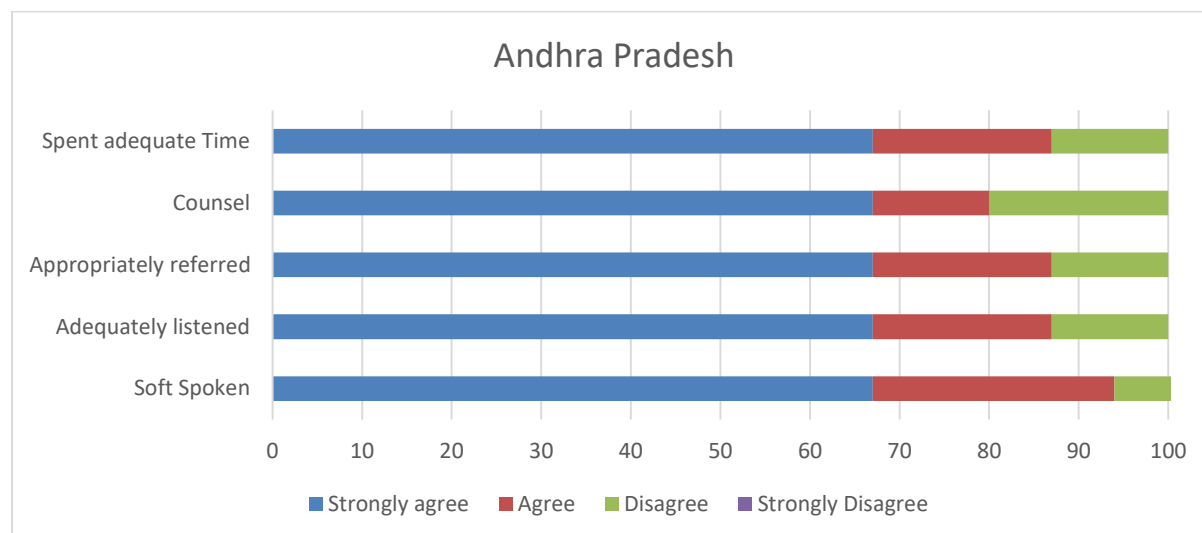


Figure 2 further depicts the number of calls received in each district against the total of 621 calls received from October 2016 to June 2018.

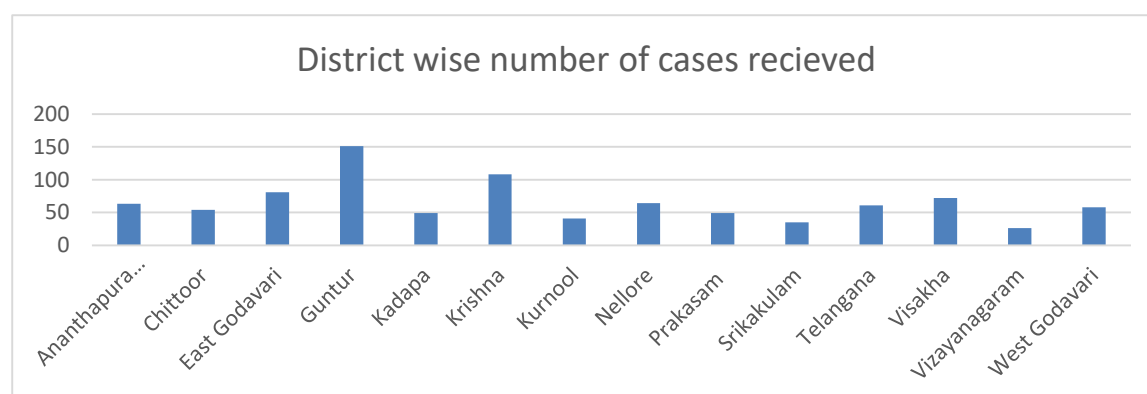


Figure 1: District-wise number of cases received in Andhra Pradesh

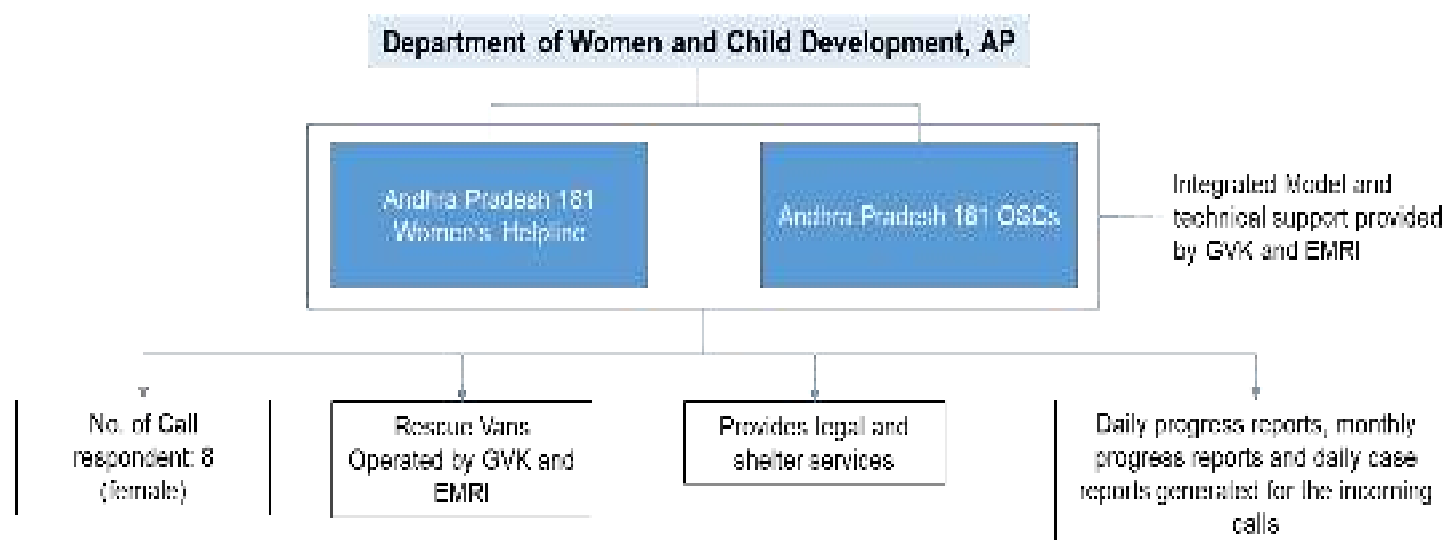


Figure 3: Overview of the model, Andhra Pradesh

## ii. Bihar

Category	Findings
Helpline Infrastructure	<ul style="list-style-type: none"> <li>- The helpline was set up in June 2016. It is housed within the Women's Development Corporation (WDC), Department of Social Welfare.</li> <li>- The facility meets its mandate of employing at least 2 call responders, and has a total of 9 calls responders – 7 female and 2 male.</li> <li>- Central and state fund allocation for the scheme is INR 72,00,000 and 17,40,000, respectively</li> <li>- Bihar has adopted a pure referral model. It was reported that Chief Minister (CM) helpdesks exist in each district which are in the process of being converted to OSCs. Accordingly, WHL refers the calls to mandated agencies such as the district CM helpdesks, police, ambulance services, etc., depending on the case and its severity.</li> </ul>
Data/MIS	<ul style="list-style-type: none"> <li>- WHL's computerised data are managed by WDC, and was developed in house. The information collected includes demographic details, type of case, etc.</li> <li>- The total number of effective calls from April 2017 to March 2018 was 3,55,725. Call recordings are available and are maintained by WDC.</li> </ul>
Staff Competency	Data awaited
Functionality based on Audit Calls	<ul style="list-style-type: none"> <li>- WHL is operational 24x7, and provides support in the local language.</li> </ul>
Caller Experience based on Feedback Calls	<p>Of the 10 calls made to callers who contacted the helpline to address an issue:</p> <ul style="list-style-type: none"> <li>○ 80% of the responders reported the call was picked in the first attempt</li> <li>○ 80% of the responders reported that the issue was addressed</li> <li>○ 80% of the responders reported that the helpline was an effective mechanism</li> </ul>
Fieldwork Dates	Fieldwork carried out from July 22 to July 25, 2018.

Caller experience as shown in Figure 4 demonstrates that more than 50 per cent of the responders "strongly agreed" on the four indicators with the maximum agreement on counselling.

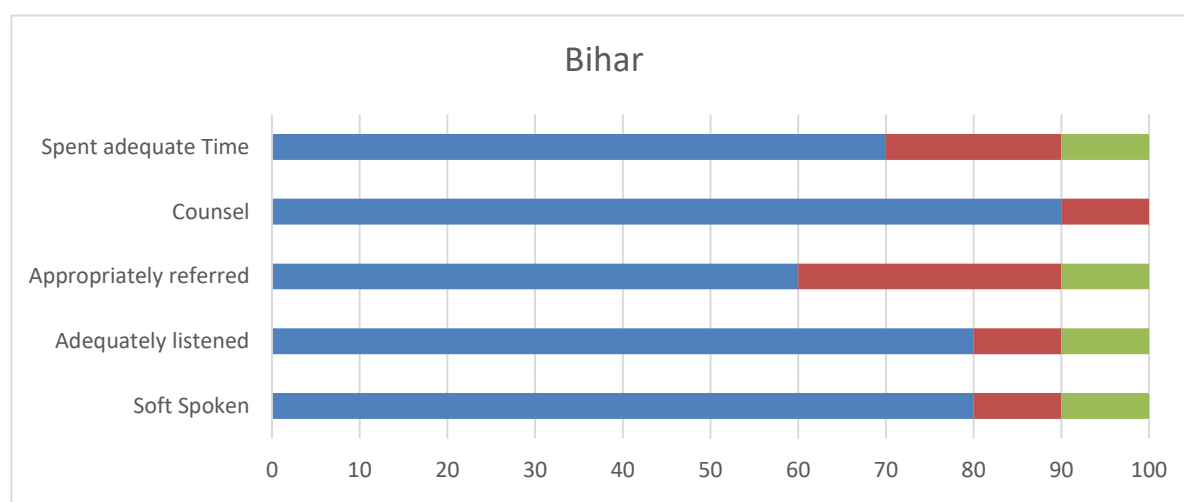


Figure 4: Bihar- caller experience

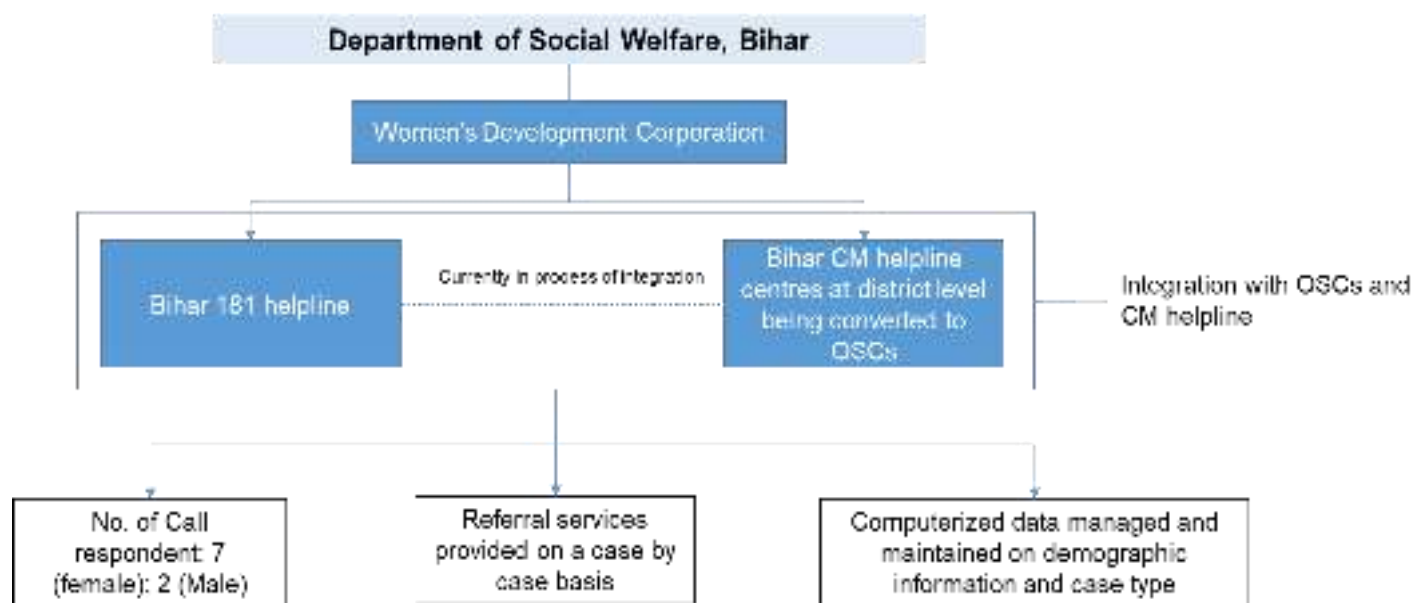


Figure 5: Overview of the model, Bihar

### iii. Chandigarh

Category	Findings
Helpline Infrastructure	<ul style="list-style-type: none"> <li>- The WHL was set up in April 2013 and is established in a government facility of the DWCD.</li> <li>- The facility meets its mandate of employing at least 2 call responders, and has a total of 6 female calls responders.</li> <li>- The WHL has a convergence model catering to women, children, senior citizens and persons with disability. It has adopted a pseudo-rescue van model; it has 2 vehicles but the rescue services are ad hoc arrangements with call responders doubling up as counsellors who do site visits in case of emergency cases.</li> <li>- The department organises camps, melas, visits to schools and colleges to raise awareness.</li> </ul>
Data/MIS	<ul style="list-style-type: none"> <li>- The data are managed on an excel MIS with a basic dashboard. The calls are also recorded and stored locally within the WHL.</li> <li>- The total number of calls from April 2017 to March 2018 was 14,748.</li> <li>- Chandigarh maintains detailed case reports (physical) and monthly progress reports.</li> </ul>
Staff Competency	<ul style="list-style-type: none"> <li>- There are no separate guidelines provided to the staff. However, information is provided in the local language.</li> </ul>
Functionality based on Audit Calls	<ul style="list-style-type: none"> <li>- The helpline is operational 24x7, and support is provided in the local language.</li> </ul>
Caller Experience based on Feedback Calls	<ul style="list-style-type: none"> <li>- Of the 17 calls made to callers who contacted the helpline to address an issue: <ul style="list-style-type: none"> <li>o 53% of responders reported the call was picked I in the first attempt</li> <li>o 94% responders reported the helpline to be an effective mechanism</li> <li>o 70% of responders reported the issue was addressed</li> </ul> </li> </ul>
Data from MIS	<p>From the MIS shared by WHL, it is observed that from October 2015 to May 2018:</p> <ul style="list-style-type: none"> <li>- Number of effective calls received – 37,279.</li> <li>- Highest number of calls received for domestic violence cases – 46.5%</li> </ul>
Fieldwork Dates	Fieldwork carried out from June 12 to June 20, 2018.

In Chandigarh, more than 50 per cent of the responders "strongly agreed" on all indicators, 'adequately listened' received the lowest score. There is scope for improvement in listening and counselling. This is consistent with the number of cases addressed by the helpline, where 70 per cent of the responders reported that the issue was addressed.

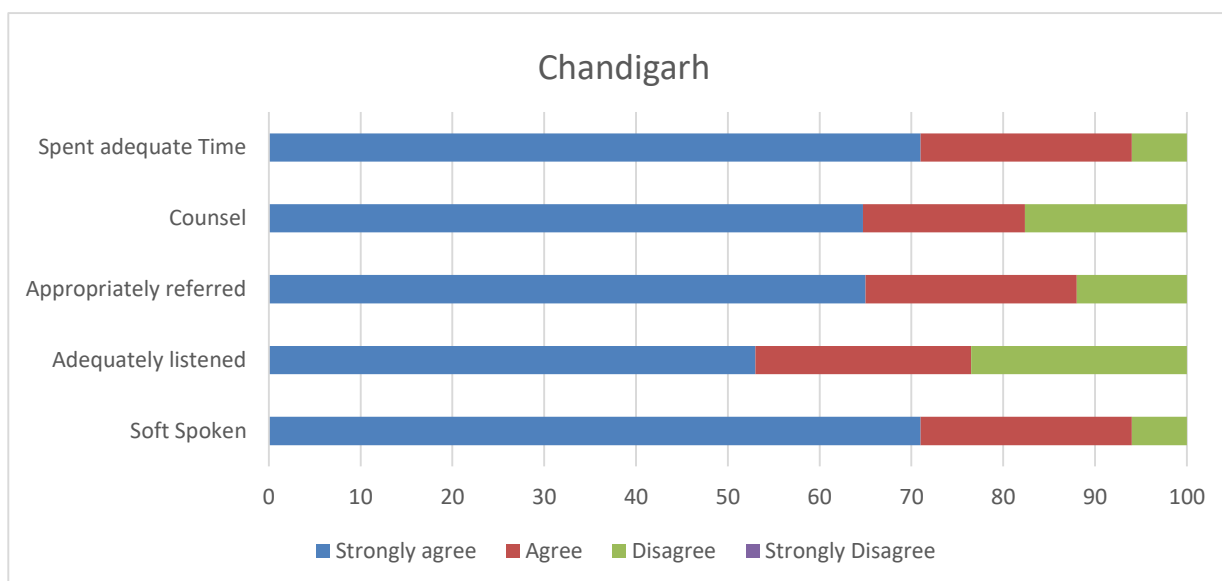


Figure 6: Chandigarh- caller experience

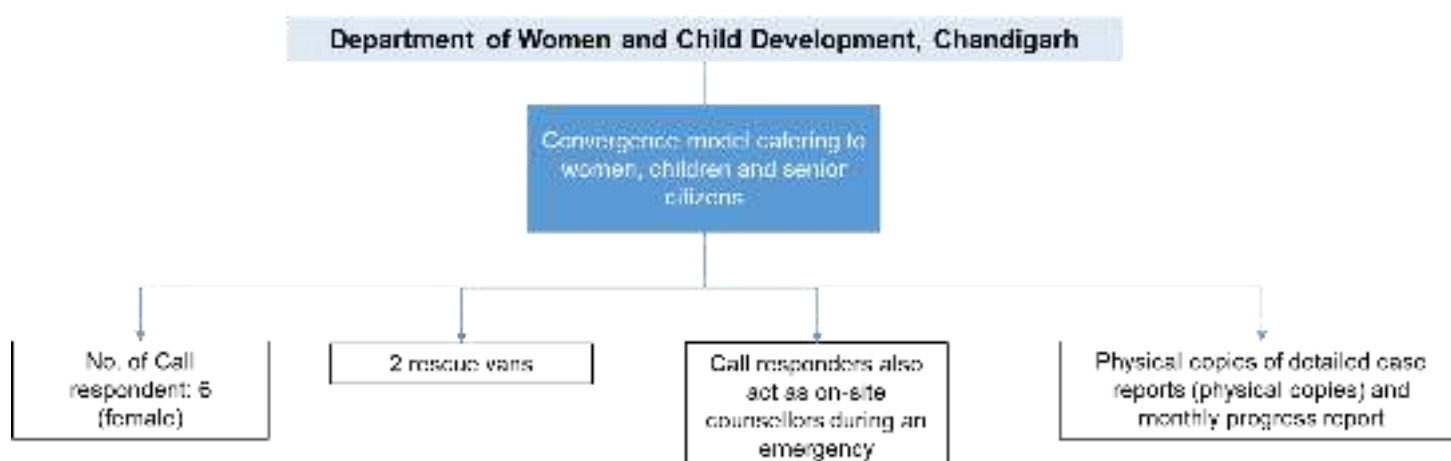


Figure 7: Overview of the model, Chandigarh

#### iv. Chhattisgarh

Category	Findings
Helpline Infrastructure	<ul style="list-style-type: none"> <li>- The WHL was set up in June 2016. It is housed in the Aman Kachroo Foundation office, the agency responsible for managing the WHL under the oversight of DWCD.</li> <li>- The facility meets its mandate of employing at least 2 call responders, and has 6 female calls responders and 3 trainees.</li> <li>- The annual budget for the helpline was reported as INR 67,00,000.</li> <li>- The WHL is integrated with the OSC and provides counselling, legal aid and shelter services, as a part of the OSC mandate. The WHL-OSC ecosystem currently does not have rescue vans.</li> </ul>

Data/MIS	<ul style="list-style-type: none"> <li>- The data are managed on cloud-based data management software. The MIS is common for WHL and OSC. A web-based MIS is used to track status of user complaints.</li> <li>- Information is collected on the type of complaints registered district wise. Records are maintained on follow up and referral status in addition to recording the calls</li> <li>- The total number of calls from April 2017 to March 2018 is 91,279, Chhattisgarh maintains detailed case reports, and monthly and quarterly progress reports.</li> </ul>
Staff Competency	<ul style="list-style-type: none"> <li>- The staff has been provided with guidelines to attend and manage the calls. It was also reported that the call responders are able to handle calls in Hindi and a few local tribal languages.</li> </ul>
Functionality based on Audit Calls	<ul style="list-style-type: none"> <li>- The helpline is operational 24x7, and provides support in the local language.</li> </ul>
Caller Experience based on Feedback Calls	<ul style="list-style-type: none"> <li>- Of the 27 calls made to callers who contacted the helpline to address an issue: <ul style="list-style-type: none"> <li>o 100% of responders reported the call was picked in the first attempt</li> <li>o 59% responders reported the helpline to be an effective mechanism</li> <li>o 71% of responders reported the issue was addressed</li> </ul> </li> </ul>
Data from MIS	<p>From the MIS shared by the helpline, it is observed that from July 2016 to June 2018:</p> <ul style="list-style-type: none"> <li>- Number of effective calls received – 3,577</li> <li>- Highest number of calls received for domestic violence cases – 1,400</li> <li>- Most calls received from Raipur (854), Durg (444) and Surajpur (173).</li> </ul>
Fieldwork Dates	Fieldwork was carried out from July 11 to July 14, 2018.

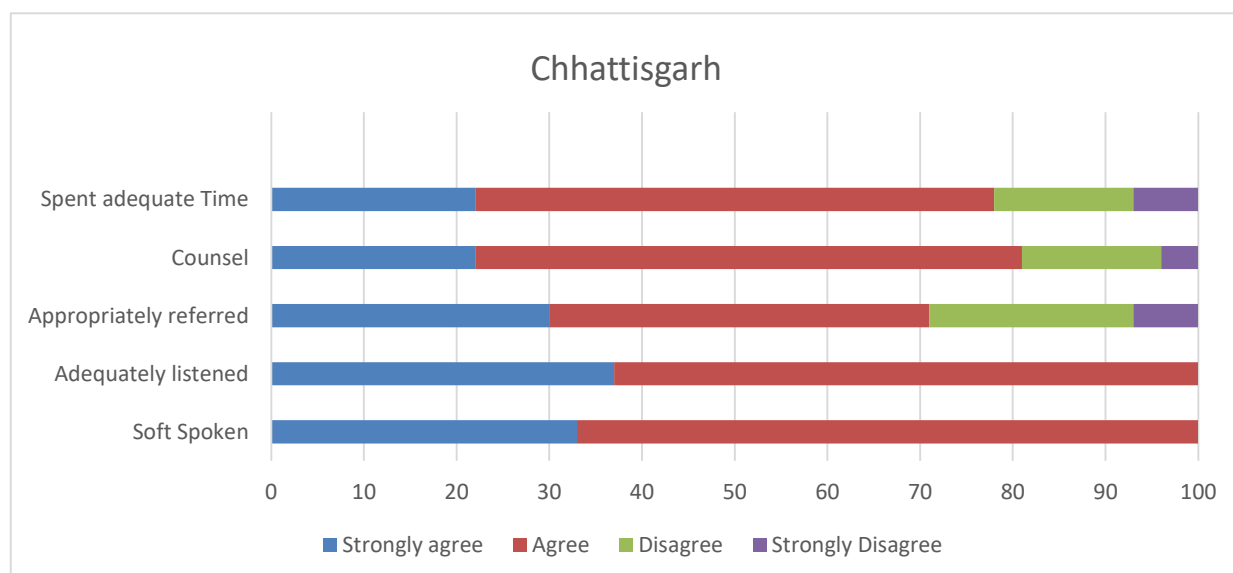


Figure 8: Chhattisgarh- caller experience

From Figure 8, it is observed that less than 50 per cent of the responders “strongly agreed” on all indicators. Although the state is administratively equipped, there is scope for improvement in the delivery of service; special emphasis is needed on the key indicators of spending adequate time and counselling.

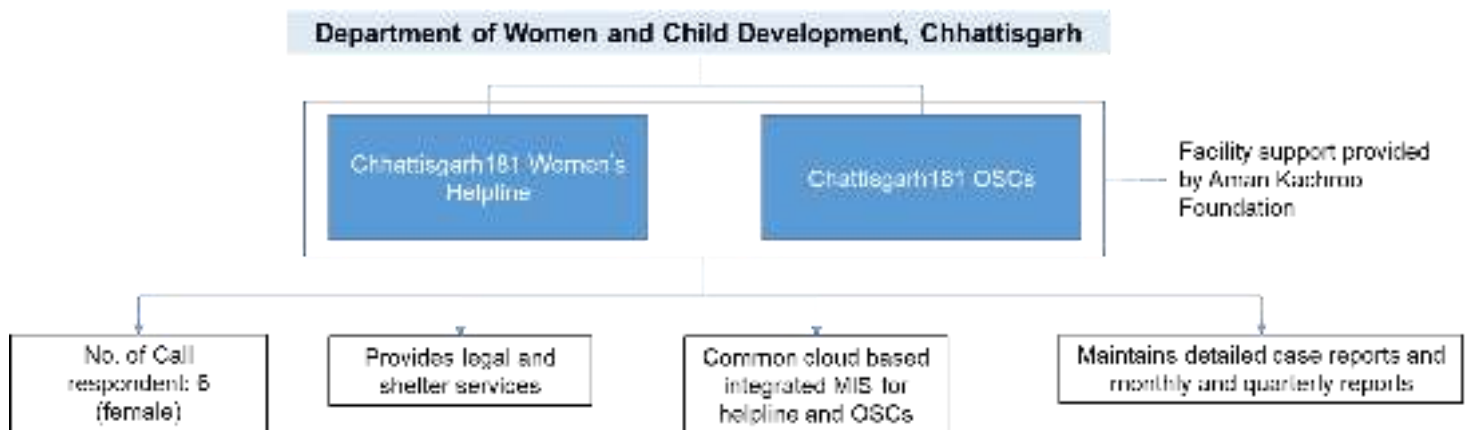


Figure 9: Overview of model, Chhattisgarh



v. Gujarat

Category	Findings
Helpline Infrastructure	<ul style="list-style-type: none"> <li>- Positioned as '181 Abhayam', the WHL was set up in 2014. It is housed with other helplines run by GVK EMRI on the same campus for which land has been provided by the state government. The WHL is managed by the Gender Resource Centre (GRC) at the DWCD.</li> <li>- The facility meets its mandate of employing at least 2 call responders, having recruited 30 female responders.</li> <li>- The reported budget of the programme, according to GRC, is INR 8-9 crore.</li> <li>- The WHL currently operates a rescue van model and is piloting an integration platform, with 3 OSCs being piloted.</li> <li>- As a part of awareness and outreach activities, camps (conducted by the rescue vans on their way to the base location) are organised and billboards have been commissioned.</li> </ul>
Data/MIS	<ul style="list-style-type: none"> <li>- The data management MIS dashboard was developed in partnership with Tech Mahindra. A back office has been set up at GRC to undertake follow-up calls and assess user experience. The information collected includes type of complaints registered in each district.</li> <li>- The total number of calls from April 2017 to March 2018 was 1,29,267.</li> <li>- Call recordings and referral and follow up status are available for the state.</li> </ul>
Staff Competency	<ul style="list-style-type: none"> <li>- The staff has been provided with guidelines, which are translated into the local language, to attend and manage the calls.</li> <li>- GVK-EMRI and the Tata Institute of Social Sciences (TISS), Mumbai, have together created a Training of Trainers (ToT) module, which is used to train the staff prior to their induction.</li> </ul>
Functionality based on Audit Calls	<ul style="list-style-type: none"> <li>- The helpline is operational 24x7, and support is provided in the local language.</li> </ul>
Caller Experience based on Feedback Calls	<ul style="list-style-type: none"> <li>- Of the 27 callers interviewed who contacted the helpline to address an issue: <ul style="list-style-type: none"> <li>o 93% of responders reported the call was picked in the first attempt</li> <li>o 96% responders reported the helpline to be an effective mechanism</li> <li>o 32% of the responders reported the issue was addressed</li> </ul> </li> </ul>
MIS Data from Helpline	<p>From the MIS shared by the WHL, it is observed that for the period between the launch and May 2018:</p> <ul style="list-style-type: none"> <li>• Number of effective calls received – 3,90,577</li> <li>• Highest number of calls received for domestic violence cases – 1,00,639</li> <li>• Most calls received from Ahmedabad (55,452), Vadodara (36,173) and Surat (31,241)</li> <li>• WHL vans were dispatched for 79,240 cases</li> </ul>
Fieldwork Dates	Fieldwork was carried out from July 2 to July 10, 2018.

### Gujarat

Category	Strongly agree	Agree	Disagree	Strongly Disagree
Spent adequate Time	96%	4%	0%	0%
Counsel	89%	11%	0%	0%
Appropriately referred	89%	11%	0%	0%
Adequately listened	89%	11%	0%	0%
Soft Spoken	96%	4%	0%	0%

### Experience of past callers

Figure 11 depicts the number of calls received in each district against the total of 3,90,577 calls received from April 18 to March 18.



vi. Kerala

25

	<ul style="list-style-type: none"> <li>- As a part of awareness creation and outreach, information is broadcasted via radio and through billboards, and these activities are funded by the state.</li> </ul>
Data/MIS	<ul style="list-style-type: none"> <li>- The data management MIS dashboard was developed in-house by the KSWDC.</li> <li>- The total number of calls received from April 2017 to March 2018 was 1,04,714.</li> <li>- Call recordings are available for incoming calls and are stored locally.</li> <li>- Case reports and monthly progress reports are currently maintained, but the WHL does not generate district reports.</li> </ul>
Staff Competency	<ul style="list-style-type: none"> <li>- The staff has been provided with guidelines to attend and manage the calls, which are translated into the local language.</li> <li>- Ad hoc training is undertaken from time to time, organised informally by the WHL. Some basic training is provided to the call responders</li> </ul>
Functionality based on Audit Calls	<ul style="list-style-type: none"> <li>- The helpline is operational 24x7 and support is provided in the local language</li> </ul>
Caller Experience based on Feedback Calls	<ul style="list-style-type: none"> <li>- Of the 15 callers interviewed who contacted the helpline to address an issue: <ul style="list-style-type: none"> <li>o 100% of responders reported the call was picked in the first attempt</li> <li>o 100% responders reported the WHL to be an effective mechanism</li> <li>o 87% of the responders reported the issue was addressed</li> </ul> </li> </ul>
Fieldwork Dates	<ul style="list-style-type: none"> <li>- Fieldwork was carried out from June 9 to June 16, 2018.</li> </ul>

Figure 13 shows that most users (more than 80 per cent) had a positive experience with the helpline.

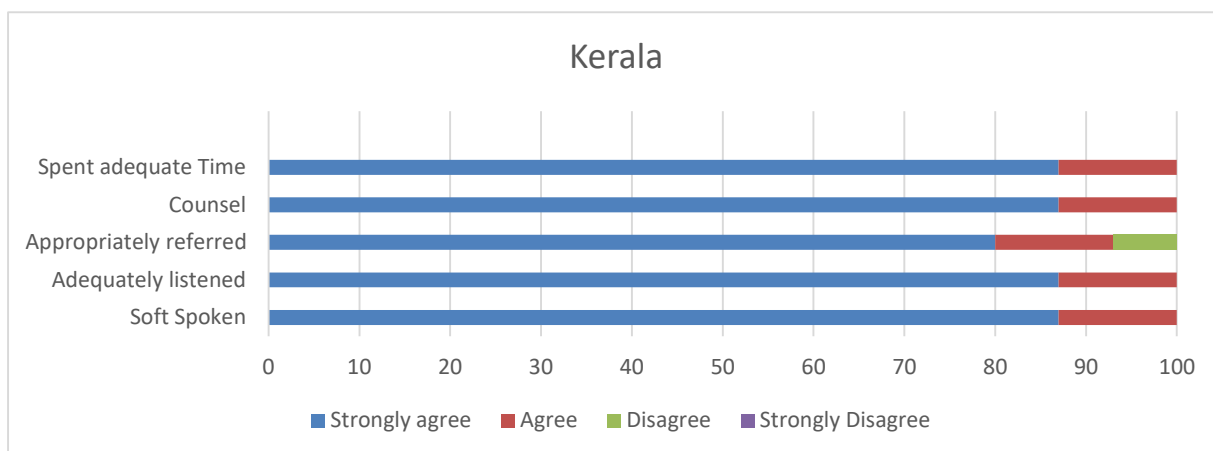


Figure 13: Kerala - caller experience

These results are also consistent with the perceived effectiveness and responsiveness of the helpline.

Experiences of past callers

*"I've called them for many reasons. They gave me legitimate solutions to all problems."*

*"I saw a man harassing a woman in public. I felt really bad and then I contacted 181 and they informed the police. The police reached there in 15 minutes and resolved the issue."*



Figure 14: Operational model, Kerala

## vii. Maharashtra

Category	Findings
Helpline Infrastructure	<ul style="list-style-type: none"> <li>- The WHL was set up in January 2016. It is established at the IT park in Mumbai, and is managed by DWCD under the leadership of the Principal Secretary acting as the official in-charge.</li> <li>- The facility meets its mandate of employing at least 2 call responders, and has a total of 4 female call attendants and 4 male call attendants.</li> <li>- The helpline is currently acting as a pure referral service. However, there is convergence with the police, the VAW cell and shelter homes to which cases are referred.</li> <li>- Outreach and awareness activities are organised in coordination with women's civil society organisations.</li> </ul>
Data/MIS	<ul style="list-style-type: none"> <li>- The data management software has been developed by SAAR IT.</li> <li>- The computerised data dashboard collects information on the demographic characteristics of the respondent, along with the type of complaints registers (stalking, sexual harassment, domestic violence, etc.).</li> <li>- Demographic and complaint type data are collected and disaggregated by district. While call recordings are available, follow-up and referral status is not maintained; the helpline does not have a call back facility to follow up on the case.</li> <li>- The number of effective calls from January 2017 to January 2018 was 64,772</li> <li>- Maharashtra maintains daily progress and monthly progress reports.</li> </ul>
Staff Competency	<ul style="list-style-type: none"> <li>- The staff has been provided with guidelines to attend and manage the calls. However, these are not translated into the local language.</li> <li>- Regular training is provided to the staff.</li> </ul>
Functionality based on Audit Calls	<ul style="list-style-type: none"> <li>- The helpline is operational 24x7, and support is provided in the local language.</li> </ul>
Caller Experience based on Feedback Calls	Feedback calls were not conducted in Maharashtra.
MIS Data	<p>From the MIS shared by the helpline, it is observed that:</p> <ul style="list-style-type: none"> <li>• Most calls are from Mumbai (53), Pune (37) and Nagpur (21).</li> <li>• Most cases are related to domestic violence issues(197).</li> </ul>
Fieldwork Dates	Fieldwork was carried out from June 20 to June 26, 2018.

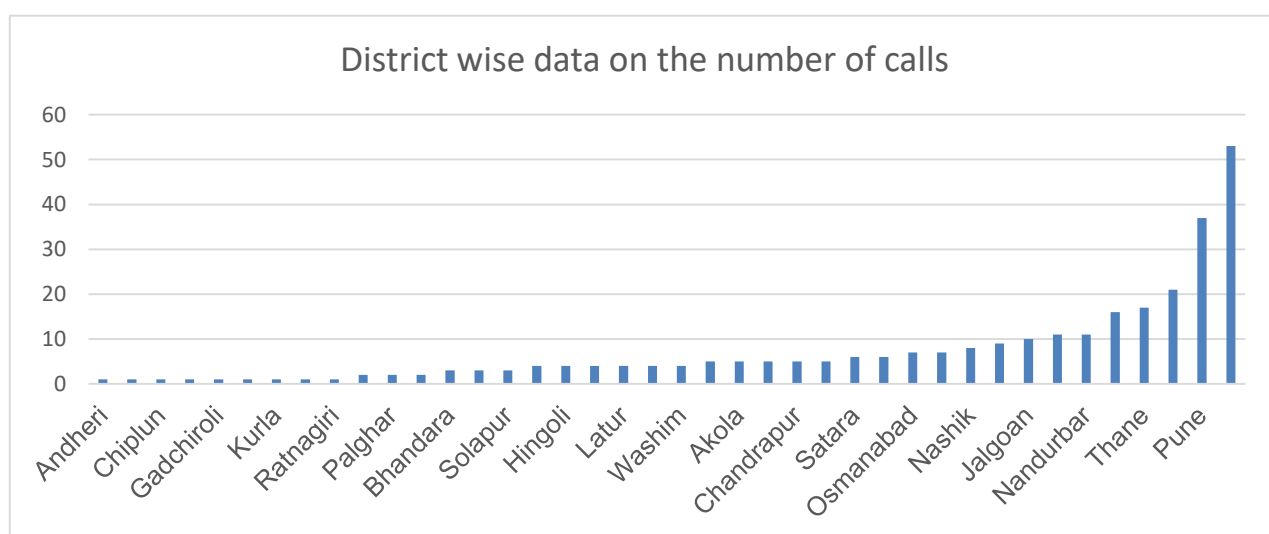


Figure 15: District-wise number of calls in Maharashtra

Figure 15 depicts the number of calls received in each district against the total of 292 calls received from January 2017 to January 2018.

In addition to WHL, the team also had a discussion with representatives of Akshara Foundation, which manages 103 helpline, supporting the Mumbai police is responding to VAW cases. This helpline is only active in Mumbai. Most cases managed by it are on domestic and sexual abuse/violence. While they were not able to share the data on calls received, accordingly to officials from Akshara Foundation, it has initiated rigorous training for responders, where call responders are trained every six months. Further, they also suggested that the low level of calls received by the 181 helpline was due to insufficient measures taken to promote the accessibility of 181.

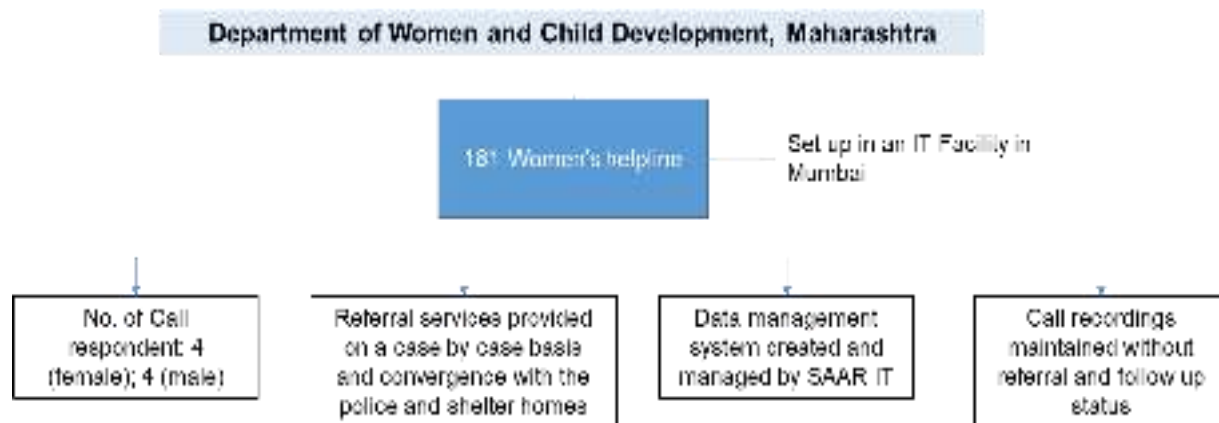


Figure 16: Operational model, Maharashtra

viii. Odisha

Category	Findings
Helpline Infrastructure	<ul style="list-style-type: none"> <li>- The WHL was set up in January 2016. It is established at the IT park in Bhubaneswar, and is managed by the State Resource Centre for Women under DWDC.</li> <li>- The facility meets its mandate of employing at least 2 call responders, and has a total of 12 female call attendants.</li> <li>- The central fund allocated for its function is INR 45,27,000.</li> <li>- The helpline is currently acting as a pure referral service.</li> <li>- It does not undertake any major outreach activities apart from distribution of pamphlets.</li> </ul>
Data/MIS	<ul style="list-style-type: none"> <li>- The data MIS system was developed by in2IT, a consultancy agency supporting in the management of the WHL.</li> <li>- The computerised data dashboard collects information on the demographic characteristics of the respondent, along with the type of complaints registered (stalking, sexual harassment, domestic violence, etc.).</li> <li>- Demographic and complaint type data are collected and disaggregated by district. While call recordings are available and follow-up status maintained, referral status is not.</li> <li>- The total number of calls from April 2017 to March 2018 was 175,100.</li> <li>- The WHL maintains monthly and quarterly progress reports apart from statements of expenditure.</li> </ul>
Staff Competency	<ul style="list-style-type: none"> <li>- The staff has been provided with guidelines to attend and manage the calls. However, these are not translated into the local language.</li> <li>- Training is provided during induction.</li> </ul>
Functionality based on Audit Calls	<ul style="list-style-type: none"> <li>- The helpline is operational 24x7, and provides support in the local language.</li> </ul>
Caller Experience based on Feedback Calls	We did not acquire permission to undertake caller experience calls from the state.

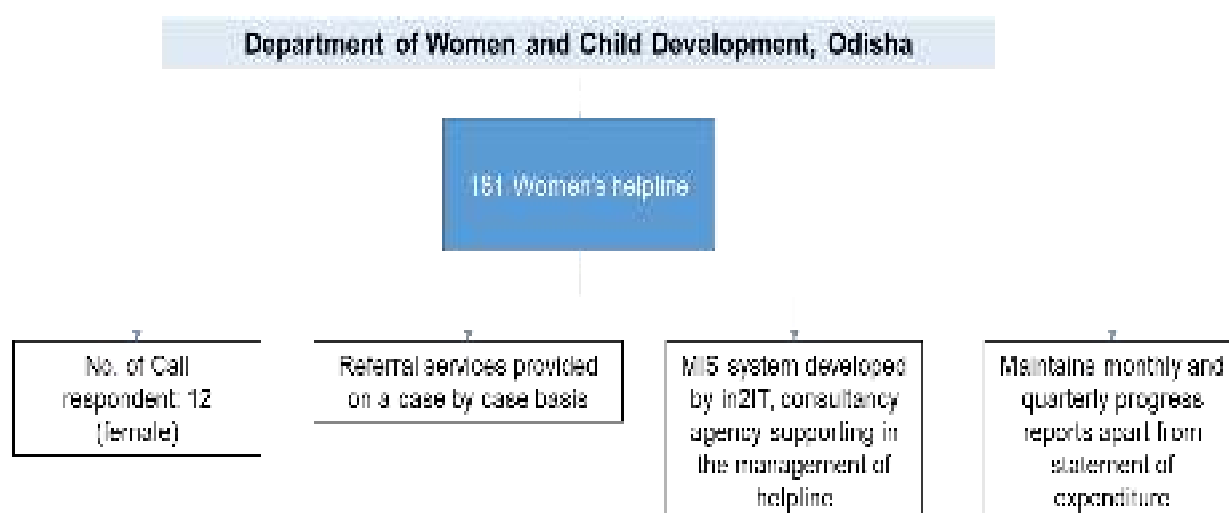


Figure 17: Operational model, Odisha

ix. Rajasthan

Category	Findings
Helpline Infrastructure	<ul style="list-style-type: none"> <li>- The WHL as set up in August 2012, as the CM helpline. According to the Chief Minister's Budget Announcement for 2012-13, the WHL was established for a speedy redressal of grievances. On August 6, 2012, it was upgraded to CM helpline 181 which is located in the Women's Commission premises. The 181 WHL was later created as part of the CM helpline following the centre's guidelines.</li> <li>- The facility meets its mandate of employing at least 2 call responders, and has a total of 7 female call attendants.</li> <li>- The central fund allocated for its function is INR 45,27,000.</li> <li>- The helpline is currently acting as a pure referral service.</li> </ul>
Data/MIS	<ul style="list-style-type: none"> <li>- The data MIS system was developed in house, and a separate dashboard for the WHL was created.</li> <li>- The computerised data dashboard collects information on the demographic characteristics of the respondent, along with the type of complaints registered (stalking, sexual harassment, domestic violence, etc.).</li> <li>- Demographic and complaint type data are collected and disaggregated by district. While call recordings are available and referral status of the cases is maintained, follow up status is not.</li> <li>- The total number of effective calls from August 2017 to March 2018 was 1,323.</li> </ul>
Staff Competency	<ul style="list-style-type: none"> <li>- The staff has been provided with guidelines to attend and manage calls. However, these are not translated into the local language.</li> </ul>
Functionality based on Audit Calls	<ul style="list-style-type: none"> <li>- The helpline is operational 24x7, and support is provided in the local language.</li> </ul>
Caller Experience based on Feedback Calls	<p>Of the 5 callers interviewed<sup>14</sup>:</p> <ul style="list-style-type: none"> <li>o 100% reported the helpline addressed the issue in the first attempt</li> <li>o 100% reported the helpline was an effective mechanism</li> <li>o 100% reported the helpline addressed the issue</li> </ul>
Fieldwork Dates	Fieldwork was carried out from June 21 to June 24, 2018.

<sup>14</sup> We were unable to carry out any further feedback calls as the state did not grant us permission to continue with the activity.



Due to the low number of respondents, it is difficult to assess the helpline based on the small scale.

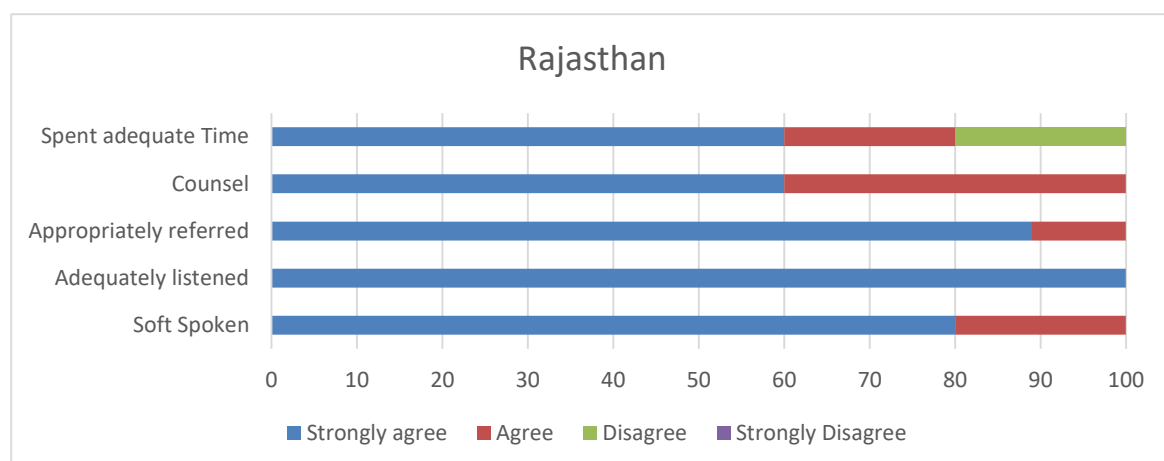


Figure18: Rajasthan - caller experience

However, a caller experience is provided below, which suggests that the helpline was able to provide the support required.

*"The call responder was good and transferred the call to the Women's Protection Centre. I had called the helpdesk regarding my alcoholic husband, who does not give any money to run the household and had also begun to sell items in the house to fund his gambling addiction."*

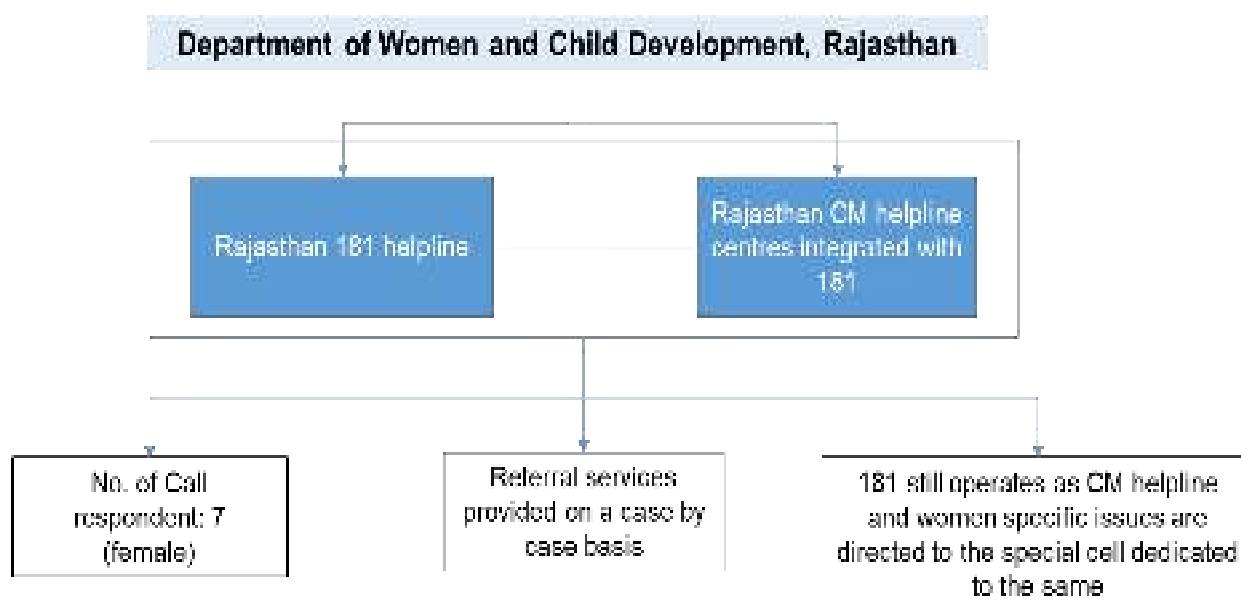


Figure19: Operational model, Rajasthan

x. Telangana

Category	Findings
Helpline Infrastructure	<ul style="list-style-type: none"> <li>- The 181 helpline was set up in August 2017. It is housed in the GVK EMRI head office in Hyderabad, along with other helplines such as 108, 102, 100 and 1962.</li> <li>- The facility meets its mandate of employing at least 2 call responders, and has a total of 6 female call attendants.</li> <li>- The central fund allocated for the function is INR 62,70,000.</li> <li>- The helpline is integrated with the OSC and supports the operation of rescue vans at the district level for emergency and medical purposes. In addition to this, the centre also provides counselling, legal aid and shelter services, as a part of the OSC mandate.</li> <li>- As the helpline is housed in the same facility as other helplines, integration with other departments such as the police and ambulance service is highly effective.</li> <li>- GVK EMRI rescue vans are used in areas where OSC rescue vans are not functional.</li> <li>- Outreach and awareness activities are undertaken through pamphlets, advertisement, radio advertisements and newspapers.</li> </ul>
Data/MIS	<ul style="list-style-type: none"> <li>- The data management software has been developed by GVK, EMRI in collaboration with Tech Mahindra.</li> <li>- The computerised data dashboard collects information on the demographic characteristics of the respondent, along with the type of complaints registered (stalking, sexual harassment, domestic violence, etc.).</li> <li>- The data are also disaggregated by district. Call recordings along with the follow-up and referral status are available for all incoming calls.</li> <li>- The number of effective calls for the period January 2017 to January 2018 was 2,37,776.</li> <li>- Telangana maintains daily and monthly progress reports and daily case reports for the incoming calls.</li> <li>- These reports are monitored by the Project Manager, District Collector, Director of WCD and Principle Secretary.</li> </ul>
Staff Competency	<ul style="list-style-type: none"> <li>- The staff has been provided with guidelines to attend and manage the calls, which have been translated to the local languages - Telugu, English and Hindi.</li> <li>- Structured training is organised for inductees and refresher training is organised once in two months.</li> </ul>
Functionality based on Audit Calls	<ul style="list-style-type: none"> <li>- The helpline is operational 24x7, and provides support in the local language.</li> </ul>
Caller Experience based on Feedback Calls	<p>Of the 12 callers interviewed :</p> <ul style="list-style-type: none"> <li>o 92% reported the issue was addressed in the first attempt</li> <li>o 100% reported the helpline was an effective mechanism</li> <li>o 67% reported the issue was addressed</li> </ul>
MIS data from the Helpline	<p>From the MIS shared by the helpline, it is observed that for the period between the launch and June 30, 2018:</p> <ul style="list-style-type: none"> <li>• Number of effective calls received – 3,334</li> <li>• Highest number of calls received for domestic violence cases – 2,094 (63%)</li> <li>• Most calls received from Hyderabad (742), Medchal (605) and Ranga Reddy (514).</li> </ul>
Fieldwork Dates	Fieldwork was carried out from July 24 to August 4, 2018.

Figure 20 depicts that the majority of users reported having had a positive experience while interacting with the helpline staff.

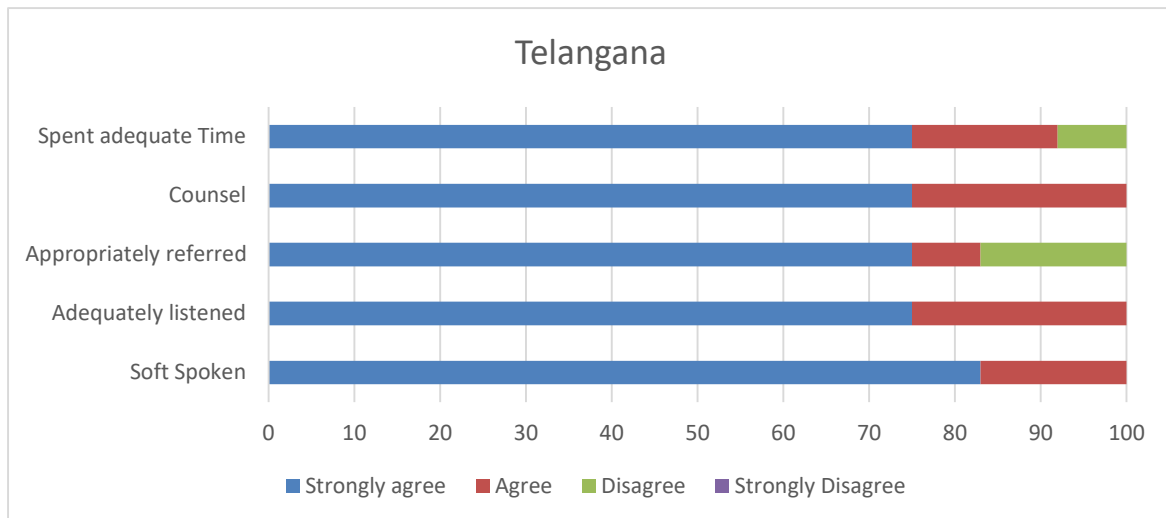


Figure 20: Telangana - caller experience

This is also consistent with the user experience expressed by the callers. Two specific instances where the helpline staff was helpful are shared:

*“Yes, the call attender was very responsive. She provided support and advice to talk to the counsellor who, she said, would be available round the clock.”*

*“The issue was addressed politely, she directed my issue to the concerned department and the issue was resolved.”*

Figure 21 further depicts the number of calls received in each district against the total of 3,334 from January 2017 to January 2018.

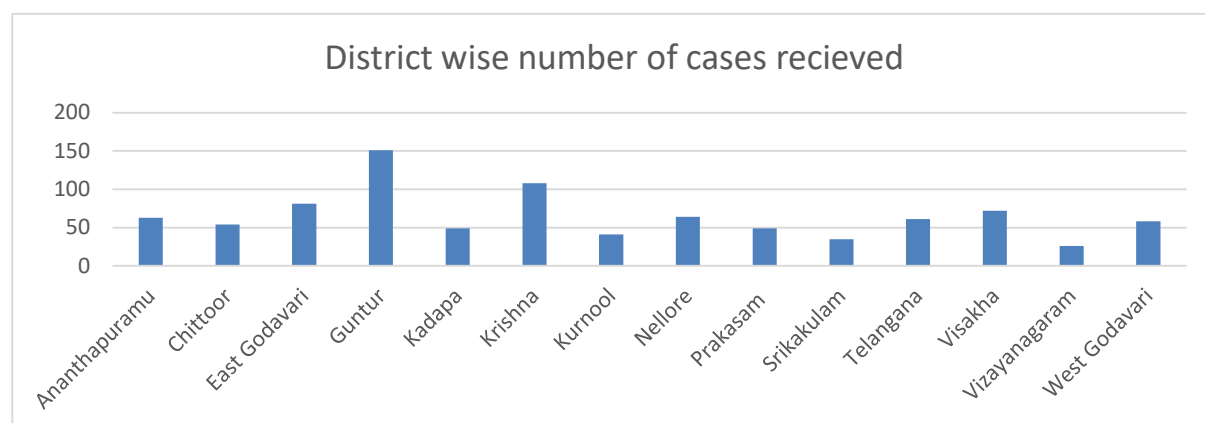


Figure 21: District-wise number of calls received in Telangana

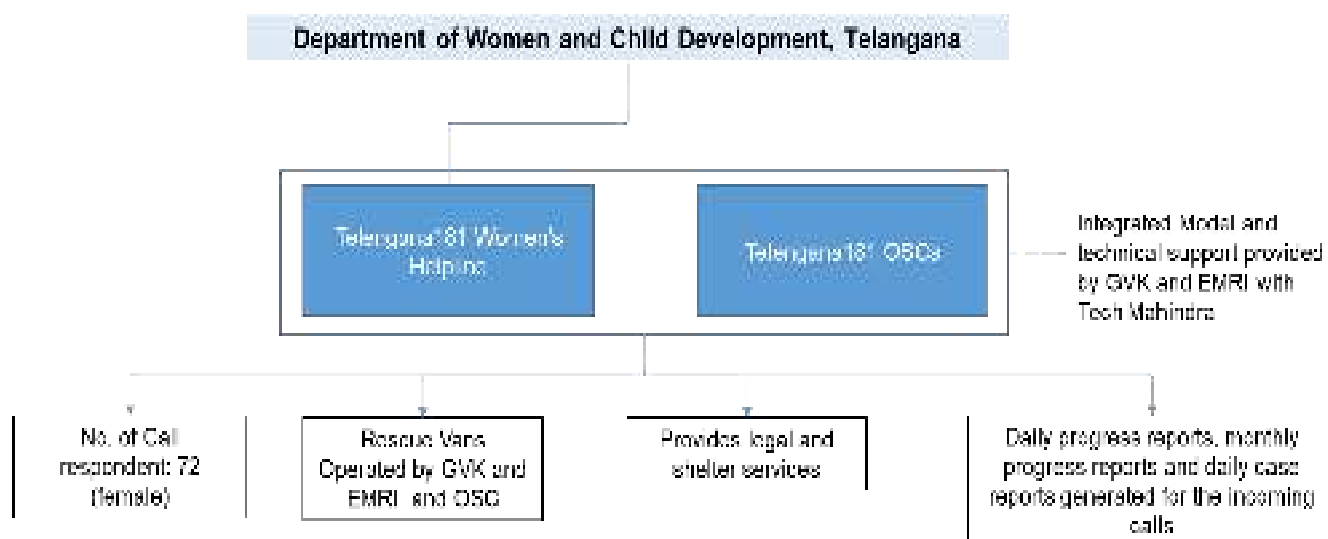


Figure 22: Operational model, Telangana

xi. Uttar Pradesh

Category	Findings
Helpline Infrastructure	<ul style="list-style-type: none"> <li>- The helpline was set up in March 2016. It is housed in facility rented by GVK-EMRI, that also houses other helplines such as 102, all of which are managed by DWCD.</li> <li>- The facility meets its mandate of employing at least 2 call responders, and 72 female responders have been employed.</li> <li>- The central fund allocation for the scheme is INR 10,000,000</li> <li>- The helpline is integrated with the OSC and supports the operation of rescue vans at the district level for emergency and medical purposes. In addition to this, the centre also provides counselling, legal aid and shelter services, as a part of the OSC mandate.</li> <li>- As a part of awareness creation and outreach, the state was planning to launch a campaign in July 2018.</li> </ul>
Data/MIS	<ul style="list-style-type: none"> <li>- The data management software has been developed by GVK, EMRI in collaboration with Tech Mahindra.</li> <li>- The computerised data dashboard collects information on the demographic characteristics of the respondent, along with the type of complaints registered (stalking, sexual harassment, domestic violence, etc.).</li> <li>- The data are also disaggregated by district. Call recordings along with the follow-up and referral status are available for all incoming calls.</li> <li>- The number of effective calls was 1,968,074 for the previous year 2017-18.</li> <li>- The WHL maintains records as per format 36, as prescribed by the state.</li> </ul>
Staff Competency	<ul style="list-style-type: none"> <li>- The staff has been provided with guidelines to attend and manage the calls, which are translated into the local language.</li> <li>- Before joining the helpline service, the call responders undergo training using the ToT developed by GVK-EMRI along with technical inputs from TISS, Mumbai.</li> </ul>
Functionality based on Audit Calls	<ul style="list-style-type: none"> <li>- The helpline is operational 24x7, and provides support in the local language.</li> </ul>
Caller Experience based on Feedback Calls	<ul style="list-style-type: none"> <li>- Of the 8 callers interviewed: <ul style="list-style-type: none"> <li>o 100% of responders reported the call as was picked in the first attempt</li> <li>o 63% of the responders reported the helpline to be an effective mechanism</li> <li>o 75% of the responders reported the issue was addressed</li> </ul> </li> </ul>
Data from MIS	<p>From the MIS shared by the helpline, it is observed that from April 2017 to March 2018:</p> <ul style="list-style-type: none"> <li>- Number of effective calls received – 6,876</li> </ul>
Fieldwork Dates	Fieldwork was carried out from July 4 to July 9, 2018.

From Figure 23, it is evident that less than 50 per cent of the responders “strongly agreed” with the above indicators, which indicates that there is scope for improvement.

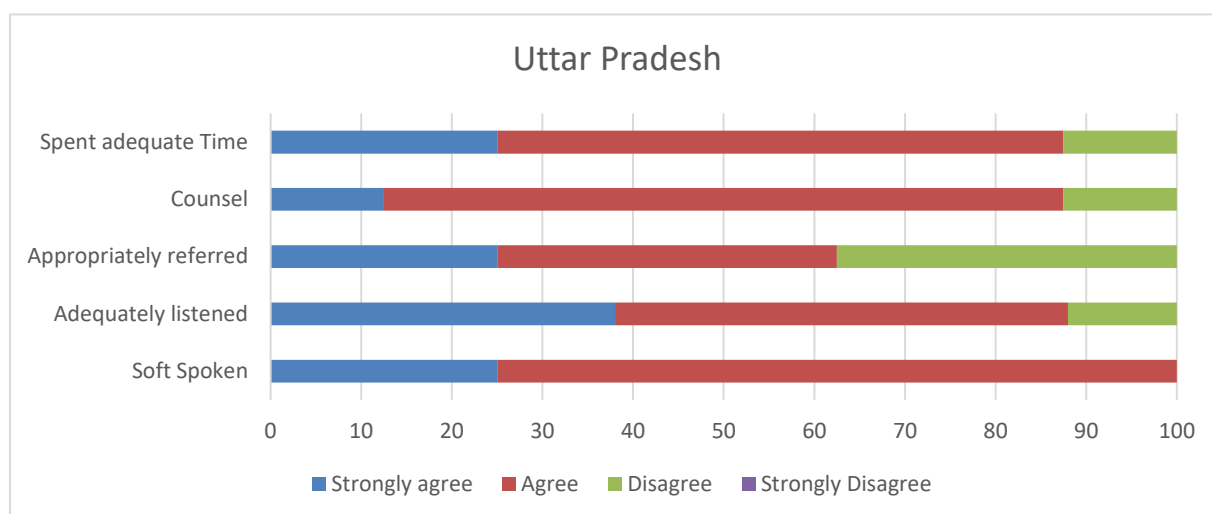


Figure 3: Uttar Pradesh - caller experience

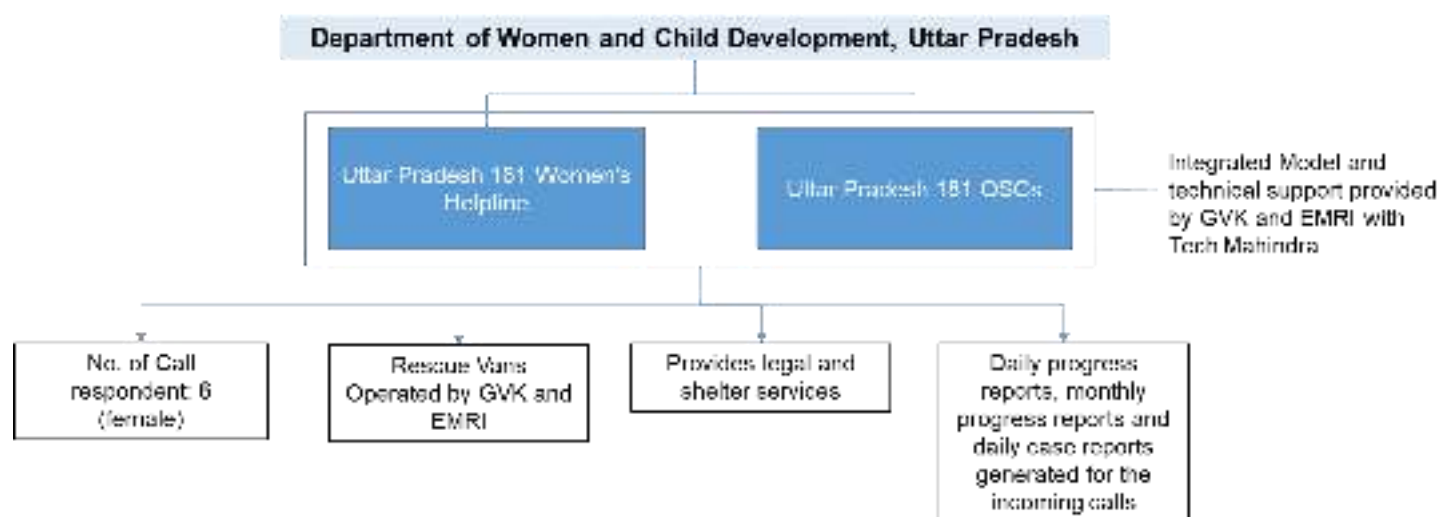


Figure24: Operational model, Uttar Pradesh

## II. Audit Calls

In addition to the interviews with helpline officials and feedback calls, audit calls were made to the 181 helpline by women surveyors in every state to assess the functioning (whether the helpline operates 24x7) of the helpline and how the calls were handled. Surveyors were asked to score their helpline experience/satisfaction after every call. The sample states' average is 6<sup>15</sup>. Accordingly, Telangana, Kerala, Chandigarh, Andhra Pradesh and Chhattisgarh scored higher than the sample states' average.

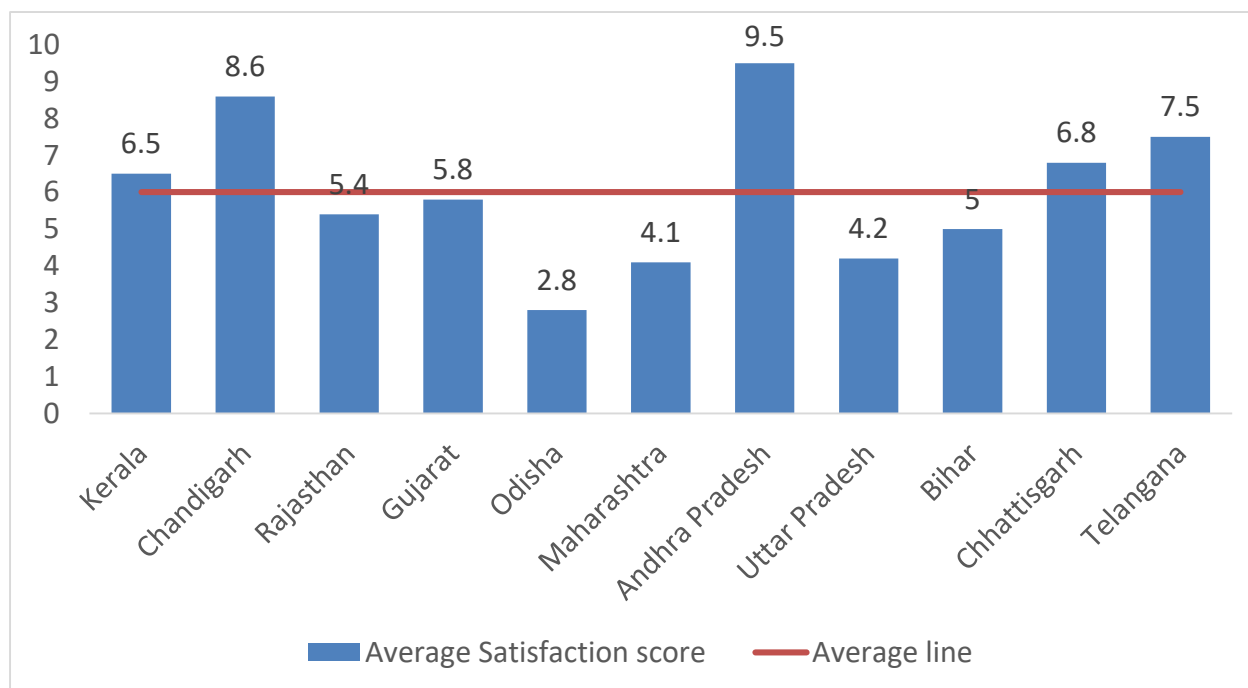


Figure 25: Satisfaction scores from audit calls

From the experience of the surveyors, we find that the well-performing states were highly responsive to the cases reported to the helpline.

### Kerala

*"The attender was responsive. She helped me with a legitimate explanation to overcome the issue, legally. She called me back to explain the legal rules of partition of the family's ancestral property and asked me to note the information down."*

### Telangana

*"They attended my call after multiple attempts, their line was busy. The attender was responsive to the case. She listened to me calmly and spoke to me gently. She gave me shrewd advice on how to solve the issue and also provided a child line number for further contact."*

### Odisha

*"The call responder listened to my issue carefully and provided good suggestions. The executive suggested that I contact the 1098 children's helpline."*

<sup>15</sup> The sample states' average for the satisfaction level was arrived at after taking the average of individual average scores of each state.

### III. Composite Index and Interpretation

As discussed, the states were also ranked against the indicators determined. Table 4 contains the sub-indices and the composite WHL performance Index. The primary purpose of creating such an index is to be able to compare the performance of the select states on the indicators and dimensions.

Table 4: Composite index scores

State	Sub-Indices				WHL Index
	Infrastructure	Data and MIS	Staff Competency	Caller Experience	
Telangana	1	0.967	0.938	0.832	0.932
Gujarat	0.75	0.922	0.877	0.886	0.856
Andhra Pradesh	0.75	0.962	1	0.725	0.850
Chhattisgarh	0.75	0.941	0.938	0.478	0.750
Uttar Pradesh	0.75	0.984	0.795	0.463	0.722
Chandigarh	0.75	0.833	0.598	0.704	0.716
Rajasthan	0.5		0.728	0.878	0.684
Odisha	0.5	0.781	0.524		0.589
Kerala	0.5	0.434	0.529	0.927	0.571
Bihar	0.25	0.774	0.478	0.805	0.522
Maharashtra	0.25	0.535	0.822		0.479

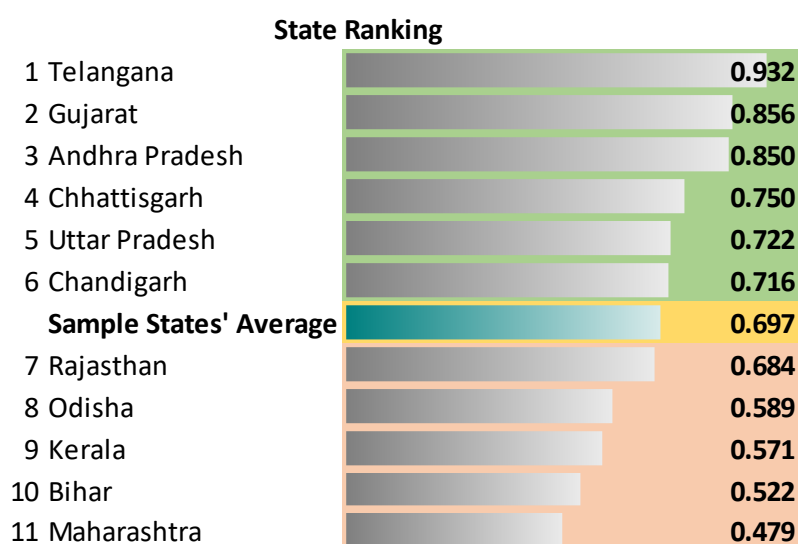


Figure 26: State ranking and index

The national average for the 11 states, that were part of this evaluation, is 0.697. Telangana is the best performing state with an index score of 0.932 while Maharashtra has a score of 0.479, coming in at the 11<sup>th</sup> rank. It is interesting to note that Telangana features in the top two states in all but one sub-index, with a perfect score in the infrastructure index.

#### Infrastructure sub-index

Telangana scored the highest in the infrastructure sub-index based on the information that the WHL refers cases to the OSC, had rescue vans, a web-based MIS and operates the WHL using the 181 short code. On



the other hand, Bihar and Maharashtra did not have OSCs, rescue vans or a web-based MIS portal, resulting in these two states scoring the lowest on this sub-index.

#### Data and MIS sub-index

All states have done fairly well on this sub-index, with the average score being 0.813. All states were found to store call recordings, while some states did not maintain records disaggregated by district. In most cases, it was found that the differences between these states boiled down to the number of calls made to the WHL (per 1,00,000 women in the state). This metric is assumed to be a proxy for awareness of the service available to women. Rajasthan does not feature in this sub-index as it was not able to share information on the total number of calls received by the WHL.

#### Staff competency sub-index

Staff competency (defined by, amongst others, satisfaction levels) has a high score overall, with the national average for the sub-index standing at 0.748 with the lowest score being 0.478 (Bihar), while Andhra Pradesh secured a perfect score of 1.

#### Beneficiary experience sub-index

Uttar Pradesh and Chhattisgarh stood out in an otherwise high-scoring sub-index of beneficiary experience. Uttar Pradesh ranked the lowest with a score of 0.463 while Chhattisgarh had a score of 0.478 on the sub-index.

## 4. Conclusions and Recommendations

### I. Conclusions

The assessment has highlighted the functioning of the helpline in the states selected for the study. The 181 WHL has rendered service on a wide array of issues related to women. The objective of the WHL is to provide 24-hour toll-free service to women affected by violence, seeking support and information through counselling, and referral services to appropriate agencies. All the states selected in the study have adhered to this objective in the guideline set out by MWCD. The guideline mentions integration of the helpline with OSC(s) in the state; this has also been implemented in states that have an OSC. Depending on the MIS/database sharing with OSC and rescue vans operation, the level of integration varies and there is scope for further integration and improvement.

It is observed from this evaluation that helplines operated by GVK EMRI are much more efficient in terms of infrastructure and staff capacity in handling calls. The training module adopted by GVK staff is a component that can be incorporated in other helplines as well. At this stage, for the volume of calls coming into the helpline, there is adequate staff. Further, from the evaluation, it is observed that there are limited awareness and outreach activities undertaken to promote the helpline by the state departments and central ministry.

The findings from the rapid assessment further reflect on the functioning of these helplines and their capacity to address issues related to women. The centres are adequately staffed and are operational 24x7. With regard to the counselling and referral services, some states with strong administration and infrastructure have the potential to improve their counselling services. For example, even in well-performing states such as Uttar Pradesh and Chhattisgarh, the findings suggest that callers who contacted the helpline felt a need for a more empathetic approach to problem solving. However, these findings come with the limitation of an extremely small and non-representative sample size.

The states that rank high on the index have scored high on the infrastructure sub-index and have shown higher levels of staff competency, an indicator of better training of the staff. While current staffing is adequate, in general, all states need to focus on beneficiary experience of the helpline, underlined by low absolute scores.

### II. Recommendations

Based on the findings and conclusions, the following are possible recommendations which can be adopted by the ministry: **Include mechanisms to capture beneficiary satisfactions levels:** A mechanism should be devised that enables a caller to rate her experience once her case has been resolved. This system can possibly be instituted when the last call is made to the caller seeking closure of the issue. This will aid in immediate and continuous feedback to the helpline, which can help it to identify areas of improvement.

**Common Monitoring, Evaluation and Learning (MEL) framework:** A common MEL framework can be created to report progress of cases, level of reporting, how cases are handled, type of cases, among others. This will not only help MWCD to closely monitor states' performance, but also identify areas where states are not performing well. In addition to this, it may also help in understanding and tracking crime reporting behaviours and patterns.

**Improved training mechanisms:** From information gathered from 11 states, a large variation was observed in how states have approached training. Based on this, the ministry/state should commission the creation of a ToT module, which can be used by all states. The states can also build upon these modules depending on local context.

**Common dashboard for helpline and OSCs:** Many states are still rolling out OSCs, one for each district to begin with. It is recommended that the states start planning for a common backend dashboard for both the helpline and OSC. This will ensure adequate and quick follow up of referral and transfer cases.

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## Annexures

### Annexure 1: Instruments

#### Questionnaire (Callers) – 181 Helpline Centres

CONSENT FORM	
<p>Hello, my name is _____ and I work for the Institute for Financial Management and Research Leveraging Evidence for Access and Development (IFMR LEAD), Chennai. IFMR is a leading business school and research institute in India that undertakes research in various fields such as women empowerment and financial inclusion. Presently, we are undertaking a survey among callers/operators of the <i>181 Helpline and One Stop Centres</i> to understand your experience and responsiveness of the helpline. Your participation in the survey is completely voluntary. The survey will take about 10-15 minutes. During the survey, you can refuse to answer any of the questions or request for termination. However, we request for your complete participation in the survey.</p> <p>If you have any questions or concerns, do not hesitate to contact Jagannath R. (Research Associate, +91 8971170312, <a href="mailto:jagannath.r@ifmr.ac.in">jagannath.r@ifmr.ac.in</a>), IFMR-LEAD or our Chennai office: 2<sup>nd</sup> floor, Buhari Towers, #4 Moores Road, Chennai- 600 006.</p> <p>Time: _____ Date: _____</p>	
Consent of respondent	1: Yes 2: No (skip to end)

**Note to Enumerator:** The following questionnaire should be administered to past callers to the 181 helpline.

#### A. Basic Information

A1.	Date	
A2.	State	
A3.	Name of Enumerator	
A4.	Unique ID	

## B. Information about the helpline

B1.	Have you ever contacted the 181 helpline?	1: Yes 2: No (Skip to end) -777: Refuse to answer (skip to end)
B1A	When you attempted to contact the 181 helpline, was it functioning?	1: Yes 2: No -777: Refuse to answer
B2.	How did you get to know about the helpline?	
B3.	How many times have you contacted the 181 helpline?	*Record count*
B4.	Why did you contact the 181 helpline?  Note to surveyor: Do not prompt the options	(Multiple option) 1: Prevention of Violence against Women and Girls (VAWG) (skip to B4A) 2: Information on women's empowerment schemes and programmes (skip to B4B) -777: Refuse to answer -888: Others, specify
B4A.	What were the reasons for contacting the 181 helpline?	(multiple options) 1: Blackmailing 2: Domestic violence 3: Dowry-related harassment 4: Child marriage 5: Civil cases 6: Cyber crime 7: Death threats 8: Depression 10: Eve-teasing 11: Sexual harassment at the workplace 12: Abduction/kidnapping 13: Medical aid 15: Stalking, etc. 16: Shelter 17: Threats of physical assault 18: Threats of sexual assault 20: Marital rape 21: Legal counsel 22: Child abuse (POCSO Act)  -777: Refuse to Answer -888: Others, specify
B4B.	What kind of information did you seek?	
B5.	Was the issue addressed?	1: Yes 2: No (skip to B8) 3: Still under process -777: Refuse to Answer

B6.	Was the issue addressed in the language of your preference?	1: Yes 2: No -777: Refuse to Answer
B7.	How was your issue resolved? hat information did you receive?  Note to surveyor: Please note down the process in detail	
B8.	The last time you contacted the helpline, did you get connected to the helpline on the first attempt?	1: Yes (skip to B10) 2: No -777: Refuse to answer
B9.	How many attempts did it take to connect to the helpline?	Record Number (add constraint of value greater than 1)
B10.	What time of the day did you call the helpline?	Hours; minutes
B11.	Were you able to communicate with the helpline in the local language?	1: Yes 2: No -777: Refuse to answer
B12.	Did the department/agency to which your case was referred to, contact you?	1: Yes 2: No (skip to B18) -777: Refuse to answer
B13.	How long did it take for them to contact you?	Record number of days Record number of hours Record number of minutes
B14.	Was the issue resolved?	1: Yes 2: No (skip to B16) -777: Refuse to answer
B15.	How long did it take to resolve your request/ complaint?	Record number of days
B16.	What was the resolution that you sought?	
B17.	Did you receive a follow-up call with the details of the final resolution?	1: Yes 2: No -777: Refuse to answer
B18.	Was the helpline an effective mechanism for you?	1: Yes 2: No -777: Refuse to answer

### C. Qualitative Observations (perceived empathy by caller)

Note to the surveyor: Please let the respondent know that the following statements are about their perception of the person who received their complaint call. Based on this, they have to select on the four indicated responses.

C1.	The call responders are soft-spoken while receiving the calls.	1: Strongly agree 2: Agree 3: Disagree 4: Strongly disagree
C2.	The call responders adequately listened to the problem expressed.	1: Strongly agree 2: Agree 3: Disagree 4: Strongly disagree
C3.	The call responders appropriately referred the issue to the right authority or dealt with it properly at their end.	1: Strongly agree 2: Agree 3: Disagree 4: Strongly disagree
C4.	The call responder was appropriately able to counsel you.	1: Strongly agree 2: Agree 3: Disagree 4: Strongly disagree
C5.	The call responder spent adequate time while trying to respond to the issue.	1: Strongly agree 2: Agree 3: Disagree 4: Strongly disagree

## Observation Checklist – 181 Helpline Centres

### CONSENT FORM

Hello, my name is \_\_\_\_\_ and I work for IFMR-LEAD, Chennai. IFMR is a leading business school and research institute in India that undertakes research in various fields such as women's empowerment and financial inclusion. Presently, we are undertaking a survey among callers/operators of the *181 Helpline and One Stop Centres* to understand your experience and responsiveness of the helpline. Your participation in the survey is completely voluntary. The survey will take about 10-15 minutes. During the survey, you can refuse to answer any of the questions or request for termination. However, we request for your complete participation in the survey.

If you have any questions or concerns, do not hesitate to contact Jagannath R. (Research Associate, +91 8971170312, [jagannath.r@ifmr.ac.in](mailto:jagannath.r@ifmr.ac.in)), IFMR-LEAD or our Chennai office: 2<sup>nd</sup> floor, Buhari Towers, #4 Moores Road, Chennai- 600 006.

**[Hand over the printed version of the consent form to the respondent who agrees to participate, and get a signed consent form]**

Name of the respondent: \_\_\_\_\_

Designation of the respondent: \_\_\_\_\_

Signature of respondent: \_\_\_\_\_ Time: \_\_\_\_\_ Date: \_\_\_\_\_

*Note to Enumerator:* The following checklist is to be administered at the state-level helpline centres.

Please interact with the staff to determine specific information.

### A. Basic Information

A1.	Date	
A2.	State	
A3.	Name of Enumerator	



A4.	Address of the helpline	
A5.	Where is helpline centre located (e.g., government building, hospital, private facility, etc.)	
A6.	Record date of visit	DD/MM/YYYY
A7.	Record time of visit	HH:MM

## B. Information about the Centre

S. No.	Helpline Components	
B1.	Is the helpline housed within the One Stop Centre?	1: Yes 2: No
B2.	How many computers are present at the helpline centre? ( <i>Indicate number</i> )	
B3.	How many telephone instruments are present at the centre? ( <i>Indicate number</i> )	
B4.	Indicate any other hardware available or systems in place (e.g., IVR)	
B5.	Indicate emergency response services available at the centre (record number)	
B6.	Indicate whether a vehicle dispatch facility is in place and provide details in terms of number, type of vehicle, who is responsible for its management and other relevant details.	

### C. Staffing/Human Resource

S. No.	Helpline Components	
C1.	Is there a helpline manager present?	1: Yes 2: No
C2.	Is a supervisor present?	1: Yes 2: No
C3.	Is there a senior call responder present?	1: Yes 2: No
C4.	Is there a call responder present?	1: Yes 2: No
C5.	Is there an IT staff member?	1: Yes 2: No
C6.	Is there a multi-purpose helper present?	1: Yes 2: No
C7.	Is there a security guard present?	1: Yes 2: No
C8.	Is there any other additional staff present?	1: Yes 2: No (skip to D)
C9.	Count of additional staff	Record number
Repeat C10 and C11 for each C9		
C10.	Designation	
C11.	Responsibility	

## D. Guidelines/Information Sheet

S.No.	Helpline Components	
D1.	Are there a clear guideline/information sheet available with the call responders to guide the callers?	1: Yes 2: No (Skip to E1)
D2.	Record the type of stand of procedures in place and take copies of each.	

## E. MIS/Data

E1.	Is there an MIS/software for data collection?	1: Yes 2: No
E2.	Are data available for the number of calls received on a daily basis?	1: Yes 2: No
E3.	Are data available for referral status?	1: Yes 2: No
E4.	Are data available for the follow ups that need to be undertaken?	1: Yes 2: No
E5.	Are the incoming calls recorded?	1: Yes 2: No
E6.	Are monthly progress reports being maintained?	1: Yes 2: No
E7.	Are detailed progress reports being maintained?	1: Yes 2: No
E8.	Are physical and financial reports being maintained?	1: Yes 2: No
E9.	Please indicate any other form of data that may be collected.	

E10.	Is there a data protection mechanism in place?	1: Yes  2: No	
E10A.	Please indicate the type of data protection measure in place (e.g., swipe card; security guard; biometric)		
E11.	Is there a call log mechanism in plane?	1: Yes  2: No	
E12.	Where are the audio files being stored?		
<b>Please collect data available till March 31, 2018</b>			
	Type of Data	From January 1, 2018 to January 31, 2018	Source
E10	Number of calls received	Record Count	1: MIS  2: Register  3: Sheets  -888: Others, specify
E11	Referral Status	Record Count	1: MIS  2: Register  3: Sheets  -888: Others, specify
E12	Follow-up Status	Record Count	1: MIS  2: Register  3: Sheets  -888: Others, specify

E13	Calls recorded	Record Count	1: MIS 2: Register 3: Sheets -888: Others, specify
E14	Any other data available (Repeat E14 till all data available are collected)	Record Count	1: MIS 2: Register 3: Sheets -888: Others, specify

#### F. Qualitative Observations (perceived empathy by observer)

Note to surveyor: Please indicate your perception of the call respondent based on the following statements.

F1.	The call responders are soft-spoken while receiving the calls.	1: Strongly agree 2: Agree 3: Disagree 4: Strongly disagree
F2.	The call responders adequately listened to the problem expressed by the callers.	1: Strongly agree 2: Agree 3: Disagree 4: Strongly disagree
F3.	The call responder appropriately referred the issue to the right authority or dealt with it properly at her end.	1: Strongly agree 2: Agree 3: Disagree 4: Strongly disagree
F4.	The call responder was appropriately able to counsel the caller.	1: Strongly agree

		2: Agree 3: Disagree 4: Strongly disagree
F5.	The call responder spent adequate time while trying to respond to the caller.	1: Strongly agree 2: Agree 3: Disagree 4: Strongly disagree

Record GPS location (less than 5 metres accuracy)
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## Questionnaire (Helpline Manager and Senior Call Responder)

### – 181 Helpline Centres

#### CONSENT FORM

Hello, my name is \_\_\_\_\_ and I work for IFMR-LEAD, Chennai. IFMR is a leading business school and research institute in India that undertakes research in various fields such as women's empowerment and financial inclusion. Presently, we are undertaking a survey among callers/operators of the *181 One Stop Centres* to understand your experience and responsiveness of the helpline. Your participation in the survey is completely voluntary. The survey will take about 10-15 minutes. During the survey, you can refuse to answer any of the questions or request for termination. However, we request for your complete participation in the survey.

If you have any questions or concerns, do not hesitate to contact Jagannath R. (Research Associate, +91 8971170312, [jagannath.r@ifmr.ac.in](mailto:jagannath.r@ifmr.ac.in)), IFMR-LEAD or our Chennai office: 2<sup>nd</sup> floor, Buhari Towers, #4 Moores Road, Chennai- 600 006.

**[Hand over the printed version of the consent form to the respondent who agrees to participate, and get a signed consent form]**

Consent	1: Yes  2: No
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Signature of respondent: \_\_\_\_\_ Time: \_\_\_\_\_ Date: \_\_\_\_\_

**Note to Enumerator:** The following questionnaire is to be administered to helpline manager/supervisor **AND** senior call responder/call responder.

#### A. Basic Information

A1.	<b>Date</b>	
A2.	<b>State</b>	
A3.	<b>Name of enumerator</b>	

A4.	<b>Name of the respondent</b>	
A5.	<b>Highest completed level of education</b>	1: Illiterate 2: Up to 5th Grade (Primary School) 3: Up to 8th Grade (Middle School) 4: 10th Grade/ SSC 5: 12th Grade/ Pre-university/HSC 6: Diploma/ITI 7: Undergraduate 8: Post Graduate 9: More than Post Graduation -777: Refuse to Answer -888: Others, specify
A6.	<b>Designation</b>	
A7.	<b>Key responsibilities</b>	

## **B. Information about the centre**

B1.	What are the different type of services provided at this centre?	1: Prevention of Violence against Women and Girls (VAWG) (skip to B2A) 2: Information on women empowerment schemes and programmes (skip to B2B) -777: Refuse to answer -888: Others, specify
B2A.	What are the different types of complaints registered by women?	(multiple options) 1: Blackmailing 2: Domestic violence 3: Dowry-related harassment 4: Child marriage 5: Civil cases 6: Cyber crime 7: Death threats 8: Depression 10: Eve-teasing



		11: Sexual harassment at the workplace 12: Abduction/kidnapping 13: Medical aid 15: Stalking, etc. 16: Shelter 17: Threats of physical assault 18: Threats of sexual assault 20: Marital rape 21: Legal counsel 22: Child abuse (POCSO Act)-777: Refuse to Answer -888: Others, specify
B2B.	List the various schemes/policies/laws for which women seek information	
B3.	I am now going to read out some imaginary scenarios/cases, please help us to understand the process you follow.	
B3A.	In case a caller calls about a domestic violence incident experienced by her, please describe the complete process from receiving, processing and resolving a complaint	
B3B.	In case a caller calls about an orphan child being in danger, please describe the complete process from receiving, processing and resolving a complaint	
B3C.	In case a woman was being stalked and she calls you after being attacked by her stalker, please describe the complete process from receiving, processing and resolving a complaint	
B4.	Do you interact with other departments?	1: Yes (Skip to B4A) 2: No (Skip to B5A)
B4A.	How do you interact with the police?	
B4A1.	What is the frequency of interaction?	
B4B.	How do you interact with health services?	
B4B1.	What is the frequency of interaction?	
B4C.	How do you interact with the child protection services?	
B4C1.	What is the frequency of interaction?	

B4D.	How do you interact with stakeholders providing legal aid?	
B4D1.	What is the frequency of interaction?	
B4E.	How do you interact with any others, if any?	
B4E1.	What is the frequency of interaction?  Note to surveyor: (Repeat B4E and B4E1 for every subsequent answer)	
B5A.	Minimum duration taken to resolve a complaint	Record 1. in days (or) 2. in minutes
B5B.	Maximum duration take to resolve a complaint	Record 1. in days 2. in minutes
B6A.	What is the uptime of the calls? (Time take to answer the call)	Record 1: in seconds 2: in minutes
B6B.	What is the downtime of the calls? (Time take to answer the call)	Record 1: in seconds 2: in minutes
B7.	Does the helpline engage in awareness and outreach activities?	1: Yes 2: No -777: Refuse to answer
B8.	Have you received any training to attend and respond to sensitive/critical calls?	1: Yes 2: No -777: Refuse to answer
B9.	What kind of training did you receive?  Note to surveyor: Probe the respondent and note down their responses in detail	
B10.	List the languages you speak  Note to surveyor: This has to be a complete list and NOT an indicative one	
B11.	List the type of reported filed and maintained	(Multiple options) 1: Daily Progress Report (DPR) 2: Monthly Progress Report (MPR) 3: Statement of Expenditure (SoE) -777: Refuse to answer

		-888: Others, specify -999: Do not know
B12.	Do you maintain a database/MIS of calls?	1: Yes 2: No (Skip to B14) -777: Refuse to answer
B13.	What is the current set of challenges faced in running the helpline?	
B14.	How do you deal with and report abusive calls?	
B15.	Average time taken to register and refer complaints to relevant departments	Record answer in 1. Minutes 2. Hours 3. Days

### C. Budget utilisation

Note to surveyor: Please administer these questions with the supervisors

C1.	What is the annual budget to run the helpline?	
C1A.	Please provide budget utilisation status till date?	
C2.	Are there any funds being provided to you by the state in addition to the ones received from the centre?	1: Yes 2: No (Skip to B14) -777: Refuse to answer
C3.	Please provide any other detail about the helpline budget.	
C4.	Please provide supporting documents.  Note to surveyor: Please list all documents received	



	<b>Vignette Questionnaire</b>	
	<b>Unique ID</b>	
	<b>Repeat Unique ID</b>	
1	Which case was used for the call?	Case 1
		Case 2
		Case 3
		Case 4
		Case 5
		Case 6
2	When was the call made?	1: Morning (7 am to 12 noon) 2: Afternoon (1 to 3 pm) 3: Evening (4 to 7 pm) 4: Night (8 to 11 pm) 5: Midnight (12 am to 6 am)
3	Was the call attended in the first attempt?	Yes/ No
4	If no, did the helpline call back?	Yes/ No
5	How many attempts were made?	Record Count
6	What time of the day was the call made?	Record time - In hours and minutes

7	Was the call attender responsive to the case? Note: Responsive here means being sensitive to the complaint/queries of the caller	Experience in words
8	Were you able to communicate with the helpline in the local language?	Yes/No
9	How was the issue addressed?	
10	Was the issue addressed to an external agent/ department?	Yes/no/ solved by the helpline
11	Did the external agent get back?	Yes/No
12	Was the issue addressed?	
13	Record the satisfaction on a scale of 1 to 10	

### **Basic nuances for helping in audit calls:**

A helpline is a most important tool for people in crisis. It brings about connectivity. It is the first step a woman takes, bravely with determination to seek help to overcome her crisis and live with dignity. It is anonymous and confidential.

- 1) A call to the helpline .....The response is the most vital. The assumption is that the helpline message is not a recorded message. Here the time taken to pick up the call, tone of voice, listening time matter. It is important not to jump into questioning or probing. It is important also to focus on the facts gathered, and how to categorise the caller's issue , e.g., is the matter domestic violence, dowry death, sexual harassment, sexual violence, or any other.
- 2) The counselling that takes place after the first response. Does the counselling soothe the caller, does it make the victim talk more, confide more? Is there sensitivity to the kind of language used; is it the language of the victim? hat language skills are available with the helpline, and if there is flexibility to put the call onto someone who knows the language? Training skills of those who take the calls?
- 3) Capability on a simple understanding of the problem, categorisation of the cases to be handled with sensitivity and correct information, e.g., a domestic violence case cannot be understood as a sexual violence matter, nor can sexual harassment be mixed up with a dowry harassment case.
- 4) Assess the kind of complaints made, as then the victim can be connected to the right scheme and services available. Here knowledge, information about schemes and services available, both governmental and private, is important.
- 5) Linkages to and efficiency of the right social organisations in the field. Help to access the right organisations to the problem at hand, e.g., information about legal resources, laws relevant to the issues for which help was sought.
- 6) Alternatives available, according to what the caller expresses and what she sees as options. The caller's opinion and decision are important. Her interest is primary. It is important for the woman to have ownership about the issue. Also are there alternatives available for issues of mental health too?
- 7) How frequent are follow-up calls? Is there rejection of any calls, or cases here calls are not completed, or very difficult to handle? Are there internal

reviews, transparency, space for improvement? Has the number of c or frequency of calls increased? Is there an opinion poll/feedback mechanism?

### **Case 1**

"Hello I need some help. My name is Nithya and I am a college girl. Since I did not get any positive response from my family, I thought I will take help from you all.

"I am a single child; both my parents work and come home late. My grandmother looks after me. Since I get bored, I start chatting on Facebook. I made a friend online who has been quite friendly with me and cares for me. It's been more than three months that we have been talking to each other. All of a sudden, last week, he wanted my phone number to speak me and to meet me in person. I was not comfortable about giving him the number or meeting him. So I said no. I fear he will not take my rejection in the right spirit and try to find out my address to meet me in person. I cannot discuss this with my parents as they have always warned me against using social media."

**Question: Will he get to know that I have contacted you? Will you inform my parents about it? How confidential is my complaint? I hope he will not get agitated and harm me? Can anything be done to stop him from contacting me on social media or in other ways?**

### **Case 2**

"I am Roopa, a single mother and I have a 16-year-old son, Suresh. Since I was busy working to educate him and left him with my in-laws, I did not check on his friends' circle and his whereabouts. One day, I heard from the neighbours that my son was found smoking with a group of boy at a shop. When I checked with him, he denied it and said that I trusted the the neighbours but not him.

"Of late, I have observed that he is always drowsy and lethargic. Also I came to know from my in-laws that he demands money from them in my absence.

"Yesterday I received a letter from his college stating that he has not been attending his classes and they would like me to meet them to discuss this. So I decided to stay back at home and did not tell my son or my in-laws that I was on leave.

"When I checked his room, I was shocked with what I found there -- some packets of supaari, ghutka, cigarettes, bottles of beer.

"I am in a state of shock and guilt because I only focused on bringing money into the family but did not bother to check on my son. I am puzzled, and unable to discuss the matter with anyone. Nor do I have friends that I can share this problem with. I luckily saw your number in the newspaper and thought of calling you."

**Question: What is the step I should be taking in protecting my son and getting him back to normal life? How can you help me overcome this situation?**



### Case 3

"My name is xxxx. Though, I was born in [city name], I spent most of my time in another city [name]. When I was studying in 8<sup>th</sup> standard, I was married to my maternal uncle. Only after the wedding did one of my relatives come to know that I was married at a very young age. He spoke to my parents and threatened them with legal consequences. Later my parents realised their mistake so they decided that I should continue my studies. So I was admitted in a hostel. But I could not pass the SSLC exams. Then I came back to my mother's house in Bengaluru. I continued to stay in my mother's house for a year. And my father too agreed as I was too young. Since I stayed away for a long time, my husband and my grandmother picked a quarrel with my parents.

"To avoid any further issues, I decided to go back to my husband's place. I became pregnant. When I was in the seventh month, I stayed with my aunt and, in the eighth month, I was brought to my parent's house in Bengaluru. When I had come to my parents place for delivery, my husband took away all my jewellery. Since my husband is my mother's brother, she will not accept any complaint against him nor believe what I say. As he was the only son, he was pampered and nobody bothered to question him. He continues to steal things from home and sell them so that he can spend on gambling and alcohol. I really don't know what to do."

**Question: I am the bread winner of the family and take care of my children. I don't want to be humiliated before my family or the neighbours. Can you please help? What should I do? I don't want to go to the police.**

### Case 4

"My name is name xxxx. I am 26-years-old and been in a relationship with a friend. His family is happy about us getting married but my family is against it. I tried all means to convince them but they have been threatening me of dire consequences. I am unable to leave the house because of the fear that my family will be insulted in the society.

"But only two days ago, I came to know that I am pregnant; this has shattered me. Though the boy is ready to marry me, his parents have stepped back. They have been humiliating me and now they have threatened to insult my parents. They want me to leave the boy forever. I am feeling guilty about the fact that I am pregnant before marriage and afraid that I have no support from anyone."

**Question: Can you help me get married to Arun? I don't want you to inform my parents about it. What should I do?**

### Case 5

“My husband would leave home in the morning and come back in the evening with a bag of grocery for home but would consume a bit of alcohol. I ignored it for a long time thinking he was at least looking after the family. Slowly, things started to go missing from the house including my gold bangle. I was worried. I knew he was alcoholic but my son told me that he had seen his father gambling with a group of men at the garage. I am worried he will continue to steal things from home and sell them so that he can spend on gambling and alcohol. I really don't know what to do.”

**Question: I am the bread winner of the family and take care of my children. Please help me in finding a solution to this problem. I would like to talk to my husband about the issue and address it in a peaceful manner.**

#### Case 6

“My husband left me because I gave birth to three girls; he never came back. I live in my mother's house and work in the neighbour's fields. My mother is a widow and is dependent on my brother. My brother is planning to sell the land and house we own and wants to settle in the nearby town. One of the Anganwadi teachers told me that he has to give us a share in the property. But he is not willing to give me or my mother a share. Since my children are school-going and my mother old, I need to take care of them. If not for my children, I want my brother to give my mother a share of the property.”

**Question: Is it all right to ask for a share from my brother as he is the one who performed my wedding and supported me? Is there anything I can do legally?**

#### Case 7

“There is a young girl in the neighbourhood who is beaten by her father for no reason. When I intervened, I was verbally abused. She is not allowed to talk to anyone or play. She is only about 11 years old and looks malnourished. When I checked with the neighbours, I came to know that she is an adopted child and, after the couple had their own kid, they have been ill-treating this poor girl. They do not want her at their home.”

**Question: I want to know if there is a safe shelter for children where she can be placed and any educational support that can be extended for her? Will you be able to help us in counselling the child as well?**

## Annexure 2: List of Stakeholders

Name	Designation	State
Mr. Biju Prabhakar	Special Secretary, Department of Social Justice and Women & Child Development, Government of Kerala	Kerala
Ms. V. C. Bindhu	Kerala State Women's Development Corporation	Kerala
Ms. Divya	Helpline Manager, Mitra 181	Kerala
Ms. Navjot Kaur	Social Justice and Women & Child Development Department, Government of Chandigarh	Chandigarh
Mr. Vikram Jeet Godwani	Helpline Manager	Chandigarh
Mr. Mahavir Singh	Member Secretary, State Legal Services	Chandigarh
Mr. Ramavatar Gujjar	Department of Women and Child Development	Rajasthan
Ms. Pooja Jain	Helpline Manager	Rajasthan
Ms. Jigna Surkar	Programmer Officer, Gender Resource Centre, Gujarat	Gujarat
Mr. Narendra Gohil	Project Head, 181 Women Helpline, GVK-EMRI	Gujarat
Ms. Jahnvi Andharia	Executive Director, NANDI	Gujarat
Ms. Jeevika	ANANDI	Gujarat
Ms. Seema Shah	ANANDI	Gujarat
Mr. Prasanth Kumar Reddy	Director, Integrated Child Development Services & Social Welfare, Government of Odisha	Odisha
Ms. Praghya Paramita Bastia	Women Helpline Programme Manager	Odisha
Mr. C. Ram Keval	Special Secretary, Department of Women and Child Development, Government of Uttar Pradesh	Uttar Pradesh

Mr. Ashish Verma	Project Head, 181 Women Helpline, GVK-EMRI	Uttar Pradesh
Ms. Shalini Bhatnagar	MIS Coordinator, 181 Women Helpline, GVK-EMRI	Uttar Pradesh
Dr. M. Geeta	Principal Secretary, Department of Women and Child Development, Government of Chhattisgarh	Chhattisgarh
Ms. Manisha Tiwary	Helpline Manager	Chhattisgarh
Mr. Rupesh Kumar Sinha	Project Director, Women's Development Society	Bihar
Ms. Nancy	Programme Manager, Women Helpline	Bihar
Ms. Smitha Nivatkar	Deputy Secretary, Department of Women and Child Development	Maharashtra
Mr. Siddarth Gautham	Vice President, SAAR IT Resource.	Maharashtra
Mr. Shivram Gavandi	Operation Manager	Maharashtra
Ms. Snehal	Akshara Centre	Maharashtra
Ms. B. Udaya Lakshmi	Principal Secretary, Department. of Women & Child Development	Andhra Pradesh
Ms. Praveena	Project Director, 181 Women Helpline and One Stop Centre	Andhra Pradesh
Ms. Sudha Rani	181Helpline Manager	Andhra Pradesh
Ms. Girija	Project Manager – 181 Helpline, OSC	Telangana
Ms. Vizendra	Director of WCD	Telangana
Mr. Chandrasekar	Manager, GVK EMRI	Telangana
Ms. Sathya Lakshmi	Manager - 181 Helpline, GVK	Telangana

### Annex 3: Picture Gallery



Mumbai Helpline Centre



Lucknow Helpline Centre



Andhra Pradesh Helpline Centre



Telangana Helpline Centre





*Odisha Helpline Centre*

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