



Ministry of Home Affairs
Government of India
(Women Safety division)

Safe City - Framework & Guidelines

1. Safe Cities Project under Nirbhaya Fund

1.1 Even though Police' and 'Public Order' are State subjects under the Seventh Schedule to the Constitution of India, and the responsibilities to maintain law and order, protection of life and property of the citizens' rest primarily with the respective State Governments, post unfortunate Nirbhaya incident in NCR Delhi, the Central Government decided to intervene to supplement States/UTs endeavors in strengthening measures to ensure safety of women in large/metro cities.

1.2 While Safe City as a concept is evolving, the Ministry has issued advisories to States/UTs on measures to be taken to curb crime against Women. The same has been considered in Justice Verma Committee Report and some of the important features prescribed for increasing security for women in rural and urban places, inter-alia, include:

- (a) Providing well lit up roads, streets in common spaces
- (b) Sanitation facilities for women Provision of counseling centers and shelters for victims
- (c) Safety in Public Transportation systems
- (d) Gender sensitization of police, and setting up of Women cell in Police stations, Telephone booths/hotlines, for ease of access to victims
- (e) Surveillance through CCTV and technology based interventions

1.3 In this context, Central Government has set up a Nirbhaya Fund which is available to States/UTs for projects for women safety and security within public spheres. As part of the several initiatives which have been conceptualized under Nirbhaya Fund projects, "Safe City projects" is a pilot initiative for Large/Metro cities, presently in 8 selected cities namely Ahmedabad, Bengaluru, Chennai, Delhi, Hyderabad, Kolkata, Lucknow

Approved Guidelines
27/11

and Mumbai, As the primary drivers of the Safe City projects, States/UTs have a critical role to play in the identification of gaps in their cities/Metros. The Nirbhaya Fund may be used to strengthen the critical gaps for increasing efficiency of Cities/metros in providing safe and secure environment for women.

2. Objectives of Safe City project

2.1 Ensuring security of women in metro/large cities by strengthening:

- (a) Civil amenities for women in public places;
- (b) Facilitating easy access for women to law enforcement agencies, counselors and legal assistance;
- (c) Enhanced use of IT in surveillance in hotspots, tracking of offenders and response to women in cases of sexual assault;
- (d) Community sensitization on Gender issues, especially on sexual assault matters relating to awareness on safety measures, reporting of assault and community support to victims.

3. Components in a Safe City Project

3.1 **Minimum desirable input components in Safe City projects:** Taking into account recommendations in Justice Verma Committee report and MHA advisories to all States/UTs in the past in the matter, the following components are being seen as minimum desirable components for ensuring safety and security of Women & Children against crime:

- (a) Smart surveillance
- (b) Safe zone cluster (smart lighting, ECB etc.)
- (c) Sanitation facility for women
- (d) Enhanced safety in public transport for women.
- (e) Community outreach & awareness on gender neutrality and sexual crimes
- (f) Integrated Support Centers for women & children (Law Enforcement Agency, Legal & Counseling)
- (g) GIS based crime mapping

3.2 **Components/innovative components where convergence is possible with other projects/schemes:** It is desirable that in the following components of Safe City projects a convergence with other ongoing projects/schemes in the cities, like Smart City project or

Swachh Bharat may be explored by the States/UTs during the implementation of Safe City projects:

- (a) Mobile Device Terminals
- (b) Emergency Response Vehicles
- (c) Strengthening Forensic evidence collection & handling facilities
- (d) Command & Control centre activities including CCTV monitoring, storage etc.
- (e) Networking & Bandwidth for IT infrastructure
- (f) Migration support centers- Transit dorms etc.
- (g) Strengthening all women police stations

3.3 Components which may be supported by States/UTs from their own budget:

Safe City projects may have components which could be funded by State/UTs out of their own budgets even though they are being conceptualized as part of Safe City project under Nirbhaya Fund. These components, which cannot be covered in the para 3.1 and 3.2 above may be included by the States/UTs, and include manpower costs etc.

4. Outcomes of Safe City Projects

4.1 The desirable outcomes in the Safe Cities projects relate to increased comfort for women to move in public spaces with reduced threat perceptions. Critical outcomes of the Safe City projects, inter-alia, include:

- (a) Increase in approachability of women to police stations for counseling and reporting sexual crime (as evidenced in footfalls)
- (b) Increase in confidence of women to visit public places (evidenced in increased footfalls), even in early mornings and late night
- (c) Reduction in sexual crimes against women and children in cities
- (d) Reduction in response time by the law enforcement agencies to react to crisis or to track and identify criminals
- (e) Safety audits by Third party agency at regular intervals

5. Appraisal and Approval of Safe City Projects

5.1 Safe City, especially in context of women & children safety, is an evolving concept for which standards are yet to be defined globally. While there are several reports, including Justice Verma Committee report, which emphasized on improving civic amenities, security and Law Enforcement machinery in the country for increasing women safety, specific requirements identifying the gaps in each city is a factor for

preparation of plan for Safe City projects. Keeping this in view, MHA has taken this initiative to fast track implementation of Safe City project under Nirbhaya Funds. In this approach, rather than prescribing a set of mandatory norms for Safe Cities (which will be done eventually in future after learning from the present Safe City projects), States/UTs have been invited to submit their proposals taking into account their requirements.

5.2 The project proposals for Safe City received from the States/UTs shall be scrutinized in MHA by a Sub-Committee headed by Joint Secretary, MHA, with representatives from M/o WCD, M/o Urban Development, MeitY, Police Departments and NGOs. The Sub-Committee shall submit its recommendations on project proposals for appraisal to a Steering Committee in MHA headed by Union Home Secretary, with members from M/o WCD, M/o Urban Development, MeitY, M/o Road Transport & Highways, BPR&D, and representatives from Civil Societies.

5.3 The recommendations on the Steering committee in MHA post appraisal shall be sent to the Empowered Committee in M/o WCD in terms of Nirbhaya Fund Guidelines for approval. Where a Safe City project is approved by the said Committee, MHA shall take necessary approvals from Competent Authority after EFC/SFC approvals, as the case may be, and issue Sanction orders.

6. Funding for the Safe City Projects

6.1 Funding for the Safe City projects shall be undertaken through Nirbhaya Funds. Funds for the projects shall be shared between the Centre and States in the ratio of 60:40 respectively, including in UTs with legislature. However, in case of projects in the North-East States and Hilly region States (Himachal Pradesh, J&K, Uttarakhand), the funds shall be shared in the ratio of 90:10. In case of UTs without own legislature, the funding shall be 100% by the Central Government.

6.2 Central share of funds shall be released as Grants-in-aid to States/UTs for a project after it is approved by Competent Authority at Center post EFC/SFC recommendation(s). Considering the fact that Safe City projects have a majority component of capital expenditure requiring procurements of equipment/materials for project to commence, funds for the project shall be released in the following manner:

- (i) First installment- 67% of the total project funds approved or total amount of funds sought by State as first installment, whichever is less, shall be released in advance to the States/UTs.

- (ii) Second installment- 28% of the total project funds or remaining project funds after deducting third instalment, whichever is less, shall be released to the States/UTs on utilization of 60% of the funds released as first installment.
- (iii) Third installment- 5% of the funds for the projects shall be released to States/UTs on furnishing of Evaluation Study report to MHA (as mentioned in section 8 below), along with utilization of 90% of the total funds released for the project.

6.3 States may utilize 25% of project funds (Central and State share) to meet the local needs and requirements as a Flexi-fund component (a copy of guidelines on Flexifunds issued by Department of Expenditure, Ministry of Finance, GOI, is at Appendix-I).

6.4 Each State/UT shall ensure that it follows transparent and fair methods of procurement for the safe city project in terms of prescribed procedures in the State/UTs.

6.5 Each State/UTs shall furnish Utilization Certificate for the project fund received from the Centre on an annual basis in Format GFR 12-C in terms of Rule 239 of GFR 2017 at Appendix-II.

7. Monitoring of implementation of Safe City Projects

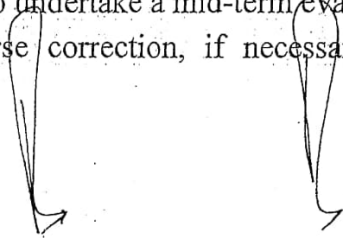
7.1 **State Level Apex Committee:** The States/UTs shall constitute an Apex Committee for purpose of Project Implementation & Monitoring to be headed by Chief Secretary, and including Secretary, Home Department; City Police Commissioner/City Municipal Commissioner; representatives from the State Nodal / Line Departments whose items of work are being under taken in the approved 'Safe City Project'. The States/UTs may also invite representatives from M/o WCD and MHA. States/UTs may monitor the implementation of Safe City projects on a monthly basis and shared the report with M/o WCD and MHA. Details on progress of assets created and set-up shall be uploaded on the Safe City Implementation Monitoring Portal set up by MHA.

7.2 **Central level Committees:** The M/o WCD has setup an Empowered Committee of Officers on Nirbhaya Fund under the Chairpersonship of Secretary, M/o WCD. This Committee will undertake regular monitoring of the progress and fund release for the project. Women Safety Division in the MHA shall provide updates to the Empowered Committee on progress in the Safe City Projects after taking inputs from concerned States/UTs.

7.3 **Audit:** The Accounting Records and related documents relating to Safe City projects may be subject to statutory audit as well as audits by the Internal Audit Party of MHA. State Government will provide all information and records for such audit, if necessary.

8. Evaluation of outcomes of Safe City Projects

8.1 State shall undertake an independent Third-Party evaluation of the project outcomes on parameters given in para 4.1 above, or any other additional parameter as may be decided by the States/UTs. State shall also undertake a mid-term evaluation of the project implementation for any mid-term course correction, if necessary, with due approval of MHA.



New Delhi, dated 6th September, 2016

Office Memorandum

Subject: Guidelines for Flexi-Funds within Centrally Sponsored Schemes.

Reference is invited to this Department OM of even no. dated 6th January, 2014 on the subject mentioned above. It was stipulated that the Central Ministries should provide 10% of their budget under each CSS as a flexi-fund, except for schemes which emanate from a legislation or where the whole or a substantial proportion of the budgetary allocation is flexible.

2. Based on the recommendations of the Sub-Group of Chief Ministers and consultations with stake holders, NITI Aayog has issued instructions for Rationalization of CSS, vide OM No. O-11013/02/2015-CSS & CMC dated 17th August, 2016. As per para 6 of the said OM, flexi-funds available in each CSS has been raised from the current level of 10% to 25% for States, and 30% for UTs, of the overall annual allocation under each scheme.

3. These instructions will be applicable for Centrally Sponsored Schemes, except those which emanate from a legislation (e.g. MGNREGA), or, schemes where the whole or a substantial proportion of the budgetary allocation is flexible (e.g. Rashtriya Krishi Vikas Yojna, Border Area Development Program, Shyama Prasad Mukherjee Rurban Mission etc.). The provisions of this Department's OM No.55(5)/PF-II/2011 dated 6th January, 2014 *ibid* are substituted as follows:

Objectives

4. The flexi-fund component within the Centrally Sponsored Schemes can be used to achieve the following objectives:

- (i) To provide flexibility to States to meet local needs and requirements within the overall objective of any given Scheme at the sub-head level;
- (ii) To pilot innovation to improve efficiency within the overall objective of any given Scheme at the sub-head level;
- (iii) To undertake mitigation/ restoration activities in case of natural calamities, or to satisfy local requirements in areas affected by internal security disturbances.

Fund Allocation and Approval

5. States may, if they so desire, set aside 25% of any Centrally Sponsored Scheme (including the central and state share for any given scheme in a financial year) as flexi fund to be spent on any sub-scheme or component or innovation that is in line with the overall aim and objectives of the approved Scheme.

6. The States, who want to avail of the flexi-fund facility, should constitute a State Level Sanctioning Committee (SLSC) on the lines of RKVY to sanction projects or activities under the flexi-fund component. However, participation of the concerned Central Ministry would be mandatory in the SLSC before the flexi-fund facility is invoked under any Centrally Sponsored Scheme.

7. It may be noted that the Name, Acronym and the Logo are the core feature of any Centrally Sponsored Scheme, which must be retained for the flexi fund component as well. If the States change any of these core features, the central contribution will cease and the flexi fund component will become a purely state scheme.

Use of flexi-funds

8. The flexi-fund would continue to be part of the parent Centrally Sponsored Scheme. It may be operated at the level of the Scheme, Sub-scheme and its Components, but not at the level of the Umbrella Program, *for example*, flexi-funds can be spent on any sub-scheme or component, including creation of a new innovative component, under the primary education scheme, but cannot be used to move primary education funds to the higher education or to any other sector. However, it would be permissible to use flexi-funds to converge different schemes under an umbrella program to improve efficiency and effectiveness of outcomes, *for example*, nutrition mission can be used to converge anganwadi services with maternity benefits, and health care networks can be used to provide a continuum of health care services across the primary, secondary and tertiary levels.

9. It may also be noted that the purpose of flexi-funds is to enable the States to satisfy local needs and undertake innovations in areas covered by the Centrally Sponsored Schemes. Flexi-funds should not be used to substitute State's own schemes and project expenditures. It should also not be used for construction/repair of offices/residences for government officials, general publicity, purchase of vehicles/furniture for offices, distribution of consumer durables/non-durables, incentives/rewards for staff and other unproductive expenditures.

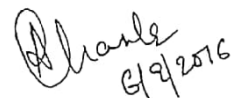
Monitoring, Evaluation & Audit

10. Web-based reporting for the use of flexi-funds may be designed by adding modules to the existing MIS. Outcomes (medium term) and outputs (short term) should be part of the MIS along with pictures/images and good practices to ensure greater transparency and learning across States.

11. Evaluation of flexi-funds may be done through the existing evaluation mechanism, including those set by the Ministries, NITI Aayog, or by independent third parties. Terms and conditions for evaluation may be designed in such a manner that outcomes of the Scheme as a whole, as well as the flexi-funds are well identified and measurable.

12. Flexi-funds within each CSS will be subject to the same audit requirements as the parent Centrally Sponsored Scheme, including audit by the Comptroller & Auditor General.

13. *These guidelines issue with the approval of the Finance Minister and come into force with immediate effect.*



(Arunish Chawla)

Joint Secretary to the Government of India

1. Secretaries, All Departments/Ministries, Government of India.
2. Chief Secretaries, All States/Union Territories.



GENERAL FINANCIAL RULES 2017
 Ministry of Finance
 Department of Expenditure



GFR 12 – C
 [(See Rule 239)]

FORM OF UTILIZATION CERTIFICATE (FOR STATE GOVERNMENTS)
 (Where expenditure incurred by Govt. bodies only)

Sl. No.	Letter No. and date	Amount	Certified that out of Rs.....Of grants sanctioned during the year.....in favour ofunder the Ministry/Department Letter No. given in the margin and Rs.....on account of unspent balance of the previous year, a sum of Rs.....has been utilized for the propose offor which it was sanctioned and that the balance of Rs.....remaining unutilized at the end of the year has been surrendered to Government (vide No.dated.....)/will be adjusted towards the grants payable during the next year.....
	Total		

2. Certified that I have satisfied myself that the conditions on which the grants-in-aid was sanctioned have been duly fulfilled/ are being fulfilled and that I have exercised the following checks to see that the money was actually utilized for the propose for which it was sanctioned.

Kinds of checks exercised

- 1.
- 2.
- 3.
- 4.
- 5.

Signature.....
 Designation.....
 Date.....

PS: The UC shall disclose separately the actual expenditure incurred and loans and advances given to suppliers of stores and assets, to construction agencies and like in accordance with scheme guidelines and in furtherance to the scheme objectives, which do not constitute expenditure at the stage. These shall be treated as utilized grants but allowed to be carried forward.