

**Judicial Response and Administrative Challenges under the Domestic
Violence Act, 2005: A Study of Panipat District**

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Abstract

The Protection of Women from Domestic Violence Act, 2005 was enacted to provide effective legal protection to women facing abuse within domestic relationships. The success of this legislation largely depends on the role of the judiciary and the efficiency of administrative machinery at the grassroots level. This research paper critically examines the judicial response and administrative challenges in the implementation of the Act in Panipat district of Haryana. The study analyses the functioning of Magistrate courts, the nature of orders passed, and the time taken for disposal of cases. It also evaluates the role of Protection Officers, police authorities and service providers in assisting victims. The paper highlights key administrative constraints such as shortage of trained personnel, lack of coordination among agencies, limited infrastructure and low awareness among women. The study further explores the difficulties faced by victims, including procedural delays, social stigma and economic dependency. By identifying gaps between legal provisions and practical enforcement, the paper suggests policy-oriented recommendations to strengthen judicial mechanisms and administrative structures. The study aims to contribute to improved implementation of the Act and promote effective access to justice for women at the district level.

Keywords

Domestic Violence, PWDVA 2005, Judicial Response, Administrative Challenges, Panipat District, Women's Rights, Legal Implementation

Introduction

Domestic violence is one of the most pervasive forms of gender-based violence and a serious violation of human rights affecting women across the world. It transcends boundaries of class, caste, religion, education and geography, making it a universal social problem. Within the private sphere of the household, which is expected to be a place of safety and emotional security, countless women face physical assault, verbal abuse, emotional humiliation, sexual coercion and economic deprivation. Such violence not only causes bodily harm but also leads to long-term psychological trauma, loss of self-esteem, social isolation and economic vulnerability. Despite increasing awareness and legal interventions, domestic violence continues to remain largely underreported due to fear of social stigma, family pressure, economic dependence and lack of institutional support. In India, domestic violence has historically been perceived as a private family matter rather than a public legal issue. Cultural

norms often promote silence, endurance and adjustment among women, discouraging them from seeking legal remedies. Patriarchal social structures legitimize male dominance within families, granting men control over women's mobility, finances and personal decisions. As a result, many women tolerate violence in order to protect family honour, preserve marital relationships and secure their children's future. This deep-rooted social conditioning has made domestic violence a complex social problem that requires not only legal intervention but also a transformation in societal attitudes.

Prior to the enactment of the Protection of Women from Domestic Violence Act, 2005 (PWDVA), women in India relied mainly on criminal provisions such as Section 498A of the Indian Penal Code, which deals with cruelty by husband or relatives. While this provision criminalized certain forms of abuse, it failed to provide immediate civil reliefs such as protection orders, residence rights, maintenance or custody of children. Moreover, criminal proceedings often involved lengthy trials, social stigma and fear of retaliation, which discouraged many women from seeking justice. Recognizing these limitations, the Indian Parliament enacted PWDVA, 2005, marking a significant shift in the legal approach towards domestic violence.

The Domestic Violence Act, 2005 came into force in 2006 with the objective of providing effective protection to women who are victims of violence within domestic relationships. The Act adopts a broad and inclusive definition of domestic violence, covering physical, sexual, verbal, emotional and economic abuse. It recognizes not only legally married wives but also women in live-in relationships, widows, mothers, sisters and other female family members as "aggrieved persons." One of the most progressive features of the Act is the recognition of a woman's right to reside in the shared household, irrespective of ownership or title. This provision ensures that women are not forcibly evicted from their homes due to abuse, thereby safeguarding their dignity and shelter. The Act empowers Magistrates to grant immediate and effective reliefs such as protection orders, residence orders, monetary relief, custody orders and compensation for physical and mental injury. It also mandates the appointment of Protection Officers to assist victims in filing Domestic Incident Reports (DIRs), accessing legal aid, securing medical assistance and coordinating with service providers such as shelter homes and counseling centers. In addition, the Act clearly defines the roles of police, judiciary and NGOs to ensure a coordinated institutional response to domestic violence cases. Thus, PWDVA represents a holistic legal framework aimed at prevention, protection and rehabilitation of victims rather than mere punishment of offenders.

However, the success of any legislation depends largely on its effective implementation at the grassroots level. Laws, no matter how progressive, remain symbolic if they are not enforced properly. Several studies and reports have pointed out a significant gap between the legal provisions of PWDVA and their actual implementation. Issues such as shortage of trained Protection Officers, lack of gender sensitivity among police personnel, procedural delays in courts, inadequate infrastructure and limited availability of shelter homes continue to hinder effective enforcement. In many cases, victims face bureaucratic hurdles, discouraging attitudes and lack of institutional support while seeking justice. The judiciary plays a crucial role in the

implementation of PWDVA. Magistrate courts are empowered to grant protection orders, residence rights and monetary relief to victims. Judicial sensitivity and timely intervention are essential to ensure the effectiveness of these remedies. However, delays in hearings, case pendency and lack of uniform interpretation of legal provisions often undermine the purpose of providing immediate relief. While higher courts have delivered progressive judgments strengthening women's rights, the ground-level judicial response varies across districts. Similarly, the administrative machinery plays a vital role in operationalizing the Act. Protection Officers, police authorities and service providers act as the first point of contact for victims. Their attitude, training and efficiency significantly influence women's access to justice. Unfortunately, in many districts, Protection Officers are overburdened with multiple responsibilities, limiting their ability to provide focused assistance. Police officials often encourage compromise instead of registering complaints, reflecting patriarchal mindsets. Lack of coordination among departments further weakens the support system.

Panipat district of Haryana presents a significant case for studying judicial response and administrative challenges under PWDVA. Panipat is a rapidly urbanizing district with a mixed population comprising urban, semi-urban and rural communities. While industrial development and educational expansion have brought social change, traditional patriarchal attitudes continue to dominate family structures. Haryana has historically reported skewed sex ratios, strong son preference and rigid gender norms, which contribute to women's vulnerability to domestic violence. Women in Panipat face multiple challenges such as early marriage, limited access to education, restricted mobility and economic dependence. Although government initiatives and awareness campaigns have been launched to empower women, domestic violence remains a persistent issue. Cases under PWDVA are being reported in Panipat courts, but the actual prevalence of domestic violence is believed to be much higher due to underreporting. Many women hesitate to approach police or courts because of fear of social backlash, family pressure and concern for their children's future. The present study focuses on examining the judicial response and administrative challenges in the implementation of the Domestic Violence Act, 2005 in Panipat district. It aims to analyze how Magistrate courts function in granting relief to victims and how administrative institutions such as Protection Officers, police authorities and service providers assist women in accessing justice. The study also seeks to identify procedural delays, institutional gaps and attitudinal barriers that hinder effective implementation of the Act.

This research is significant because it provides a district-level understanding of how a national law operates in practice. While national-level data and policy reports offer a broad overview, district-specific studies reveal ground realities and local challenges. By focusing on Panipat district, this study contributes to existing literature by highlighting region-specific socio-cultural and administrative factors influencing judicial response and implementation. Furthermore, this study adopts a rights-based perspective, viewing domestic violence not merely as a family dispute but as a serious violation of women's fundamental rights guaranteed under the Indian Constitution. Article 14 ensures equality before law, Article 15 prohibits discrimination on the basis of sex, and Article 21 guarantees the right to life with dignity.

PWDVA reinforces these constitutional principles by extending legal protection into the private sphere of family life. In recent years, there has been increasing recognition of the need to strengthen judicial and administrative mechanisms for addressing domestic violence. Initiatives such as fast-track courts, one-stop crisis centers, women helplines and legal aid services are being promoted. However, their effectiveness depends on coordination among various stakeholders. In Panipat, while some mechanisms exist, their reach and impact remain limited. This study explores whether these initiatives truly benefit victims and facilitate access to justice.

The present research also seeks to understand the experiences of women who approach the justice system, their level of awareness about legal rights and the support they receive from institutions. By capturing the voices of victims and service providers, the study moves beyond legal texts to examine the lived realities of women. This approach helps in identifying practical challenges and formulating policy recommendations.

Domestic Violence as a Legal and Social Issue

Domestic violence is not merely a private family matter but a serious legal and social issue that affects the foundations of society. It refers to a pattern of abusive behaviors used to exercise power and control over women within domestic relationships. This violence may take various forms, including physical assault, emotional humiliation, sexual coercion, verbal abuse and economic deprivation. For a long time, domestic violence was hidden behind the walls of households and treated as a personal issue that should be resolved within the family. Social norms encouraged women to tolerate abuse in the name of family honor, marital stability and social acceptance. As a result, victims remained silent, and perpetrators continued their abusive behavior without accountability. From a social perspective, domestic violence is deeply rooted in patriarchal values and gender inequality. Traditional beliefs often grant men a dominant position in the family, while women are expected to be submissive and obedient. Cultural practices such as son preference, early marriage, dowry system and control over women's mobility further reinforce gender-based discrimination. Socialization from childhood teaches men to assert authority and women to accept subordination, normalizing violence within relationships. This social conditioning makes it difficult for women to recognize abuse as a violation of their rights. Fear of social stigma, economic dependence and pressure from family members discourage victims from reporting violence or seeking help. Consequently, domestic violence continues to be underreported, allowing the cycle of abuse to persist. As a legal issue, domestic violence violates fundamental human rights guaranteed under national and international frameworks. It infringes upon women's right to equality, dignity and personal liberty. The Indian Constitution under Articles 14, 15 and 21 ensures equality before law, prohibits discrimination and guarantees the right to life with dignity. However, for many years, legal remedies for domestic violence were limited to criminal provisions such as Section 498A of the Indian Penal Code, which deals with cruelty by husband or relatives. While this provision criminalized severe forms of abuse, it failed to provide immediate protection or civil remedies to victims. The criminal justice system often involved lengthy trials, fear of retaliation and social stigma, which discouraged women from approaching courts. Recognizing these

limitations, the Indian Parliament enacted the Protection of Women from Domestic Violence Act, 2005, marking a significant shift in legal thinking. This Act acknowledges domestic violence as a serious social and legal problem and provides a comprehensive civil law framework for protection. It broadens the definition of violence to include emotional, verbal, sexual and economic abuse, recognizing the multifaceted nature of violence experienced by women. The Act empowers courts to grant immediate relief such as protection orders, residence rights, monetary relief and custody of children. By providing civil remedies, the law enables women to seek protection without initiating criminal proceedings, reducing fear and social stigma.

Image 1: Domestic Violence



Domestic violence as a legal issue also highlights the role of institutions such as judiciary, police and administrative authorities. Effective implementation of laws depends on their sensitivity and efficiency. However, institutional barriers such as lack of training, patriarchal attitudes among officials, procedural delays and inadequate infrastructure often weaken legal protection. Many victims face discouraging responses from police, who may advise compromise instead of registering complaints. Judicial delays further undermine the objective of providing timely justice. Thus, while legal provisions exist, their practical enforcement remains a challenge. The social consequences of domestic violence are far-reaching. It affects not only the victim but also children and other family members. Children who witness domestic violence may suffer from emotional trauma, behavioral issues and poor academic performance. Domestic violence also has economic implications, as victims may lose employment opportunities due to physical injuries or psychological distress. At a societal level, it perpetuates gender inequality and hinders women's participation in education, employment and public life. The normalization of violence weakens social harmony and undermines democratic values of equality and justice. Addressing domestic violence as a social issue requires a change in societal attitudes and cultural norms. Awareness campaigns, education and community engagement play a crucial role in challenging patriarchal beliefs and promoting gender equality. Empowering women through education, skill development and financial

independence reduces their vulnerability to abuse. Community-based support systems, self-help groups and NGOs provide emotional support and legal awareness to victims. Engaging men and boys in gender sensitization programs is also essential to transform attitudes and prevent violence. In recent years, there has been growing recognition of domestic violence as both a legal and social concern. Government initiatives such as women helplines, one-stop crisis centers and legal aid services aim to support victims. However, their effectiveness depends on accessibility and coordination among stakeholders. A holistic approach involving legal reforms, institutional strengthening and social transformation is necessary to address domestic violence effectively.

Judicial Response in Panipat District

The judicial response in Panipat district under the Protection of Women from Domestic Violence Act, 2005 plays a crucial role in ensuring justice and protection for victims of domestic violence. Magistrate courts in the district are empowered to hear cases filed under the Act and grant various forms of relief such as protection orders, residence orders, monetary compensation, custody of children and interim maintenance. The judiciary in Panipat has shown increasing awareness of the seriousness of domestic violence and the need to provide timely relief to aggrieved women. In many cases, courts have recognized emotional and economic abuse along with physical violence, reflecting a broader interpretation of the Act in line with its objectives. However, the judicial process often faces challenges such as heavy caseloads, procedural delays and adjournments, which sometimes affect the speedy disposal of cases. While interim and ex-parte orders are available under the Act to ensure immediate protection, their timely enforcement remains a concern. Some women experience delays in receiving relief due to lack of proper documentation or repeated court appearances. Despite these limitations, the judiciary in Panipat continues to function as a vital institution for safeguarding women's rights. Progressive judicial interpretations, sensitivity towards victims and adherence to the spirit of the Act indicate a positive trend, although further efforts are required to ensure faster justice delivery and consistent implementation of court orders. Overall, the judicial response in Panipat district reflects both progress and challenges in translating legal provisions into meaningful protection for women.

Administrative Challenges in Implementation

The effective implementation of the Protection of Women from Domestic Violence Act, 2005 largely depends on the efficiency and responsiveness of the administrative machinery at the grassroots level. Although the Act provides a strong legal framework to protect women from abuse, its success is often undermined by various administrative challenges. One of the major issues is the shortage of adequately trained Protection Officers. In many districts, including Panipat, Protection Officers are assigned multiple responsibilities along with their duties under the Act. This overburdening restricts their ability to provide focused and timely assistance to victims. As a result, women often face delays in filing Domestic Incident Reports (DIRs), accessing legal aid and obtaining necessary support services. Another significant administrative challenge is the lack of proper training and gender sensitization among officials responsible for implementing the Act. Police officers, Protection Officers and other

administrative staff often lack awareness about the provisions of PWDVA and the rights of victims. In many cases, victims report being discouraged from filing formal complaints and are instead advised to settle matters within the family. Such attitudes reflect deeply rooted patriarchal mindsets and undermine the objective of the law, which aims to provide legal protection rather than forced reconciliation. This lack of sensitivity not only discourages women from seeking help but also perpetuates a culture of silence around domestic violence. Poor coordination among various implementing agencies also poses a serious administrative hurdle. The Act requires collaboration between Protection Officers, police, judiciary, medical institutions, shelter homes and NGOs. However, in practice, communication gaps and bureaucratic procedures often delay the process of providing timely relief to victims. For instance, delays in forwarding DIRs to courts, lack of coordination between police and Protection Officers, and absence of clear referral mechanisms to shelter homes and counseling centers weaken the support system for victims. Inadequate infrastructure and limited availability of support services further hamper effective implementation. Many districts lack sufficient shelter homes, crisis centers and counseling facilities for victims of domestic violence. Even where such facilities exist, they are often poorly maintained and under-resourced. This discourages women from seeking temporary shelter, especially when they have children to care for. Lack of transportation facilities and financial assistance also restrict victims' access to support services, particularly in rural areas.

Administrative challenges are further aggravated by budgetary constraints. Limited financial allocation for the implementation of PWDVA affects the functioning of Protection Officers and service providers. Insufficient funds result in lack of awareness programs, training workshops and monitoring mechanisms. As a result, many women remain unaware of their legal rights and the remedies available under the Act. This lack of awareness contributes to underreporting of cases and weakens the overall impact of the legislation. Another major challenge is the absence of proper monitoring and evaluation mechanisms. There is no uniform system to track the performance of Protection Officers, the number of cases handled, or the quality of support provided to victims. Without regular monitoring, administrative inefficiencies remain unaddressed, and accountability is compromised. This also makes it difficult to assess the actual impact of the Act at the district level. Delays in bureaucratic procedures also affect the timely delivery of justice. Administrative formalities such as verification of complaints, documentation and coordination with courts often consume considerable time, causing frustration among victims. Many women are required to make repeated visits to offices and courts, which is emotionally exhausting and financially burdensome. Such procedural complexities discourage victims from pursuing their cases further. Social factors also interact with administrative challenges. Fear of social stigma, family pressure and economic dependency prevent many women from approaching administrative authorities. Even when they do seek help, lack of confidentiality and insensitive handling of cases by officials further alienate them. This highlights the need for victim-friendly administrative procedures that ensure privacy, respect and emotional support.

Judicial Trends and Interpretations

Judicial trends and interpretations under the Protection of Women from Domestic Violence Act, 2005 reflect an evolving and progressive approach of Indian courts towards protecting women's rights. Over the years, the judiciary has played a crucial role in expanding the scope and effectiveness of the Act through liberal and victim-centric interpretations. Courts have increasingly recognized that domestic violence is not limited to physical assault but also includes emotional, verbal and economic abuse, thereby aligning judicial understanding with the broader definition provided under the Act. Judicial pronouncements have emphasized that a woman's right to reside in the shared household is independent of ownership or title, reinforcing her right to shelter and dignity. Courts have also interpreted the term "domestic relationship" broadly to include live-in relationships, thus extending legal protection to women beyond formal marriages. Another significant trend is the emphasis on granting interim and ex-parte reliefs to ensure immediate protection for victims, highlighting the judiciary's sensitivity to the urgent nature of domestic violence cases. Furthermore, courts have stressed the responsibility of Protection Officers and police authorities to assist victims promptly and effectively. However, judicial interpretations have also revealed inconsistencies across different courts due to varied understanding of the Act, leading to unequal application of justice. Despite these challenges, the overall judicial trend reflects a growing commitment to gender justice, constitutional values and human rights. Through progressive interpretations, the judiciary continues to strengthen the legal framework of PWDVA and enhance its role as a powerful instrument for protecting women against domestic violence.

Problems Faced by Victims

Victims of domestic violence face multiple and complex problems while seeking justice and protection under the Protection of Women from Domestic Violence Act, 2005. One of the most significant challenges is social stigma and fear of public shame. In many communities, domestic violence is still considered a private family matter, and women are expected to remain silent to preserve family honor. Victims fear being blamed, judged or socially isolated if they report abuse. This social pressure often forces women to tolerate violence rather than seek legal help. Family members may also discourage them from approaching authorities, urging reconciliation instead of justice. Economic dependency is another major problem faced by victims. Many women are financially dependent on their husbands or in-laws due to lack of education, employment opportunities and property rights. This dependency restricts their ability to leave abusive relationships, as they fear homelessness, poverty and inability to support their children. Even when women want to pursue legal action, lack of financial resources makes it difficult to afford legal expenses, transportation to courts and daily living costs. The fear of losing financial support often compels victims to withdraw cases or accept unfavorable compromises. Lack of awareness about legal rights and remedies under the Domestic Violence Act further adds to victims' difficulties. Many women are unaware that emotional, verbal and economic abuse are also recognized as domestic violence. They do not know about protection orders, residence rights or monetary relief available to them. This lack of legal knowledge prevents victims from accessing justice and makes them vulnerable to

continued abuse. In rural and semi-urban areas, limited access to legal literacy programs worsens this problem. Procedural delays and complex legal processes also discourage victims. Women are often required to make repeated visits to police stations, Protection Officers and courts. Long waiting periods, adjournments and slow case disposal increase emotional stress and financial burden. Victims sometimes lose hope due to prolonged legal battles and withdraw their complaints. Delays in receiving interim relief such as protection orders or maintenance further expose them to continued violence. Insensitivity and negative attitudes of authorities pose another serious challenge. Some police officers and administrative officials treat domestic violence cases casually and encourage compromise instead of legal action. Victims may face rude behavior, disbelief or victim-blaming from authorities, which discourages them from seeking further help. Such experiences deepen their trauma and reduce trust in the justice system. Psychological trauma and emotional attachment to the abuser also affect victims' decisions. Many women suffer from low self-esteem, fear, depression and anxiety due to prolonged abuse. Emotional bonding, hope for change and concern for children make it difficult for victims to leave abusive relationships. Threats of further violence or harm to children also prevent women from taking strong legal steps.

Lack of support services is another major obstacle. In many districts, shelter homes, counseling centers and medical facilities are limited or inaccessible. Even where such facilities exist, they may lack proper infrastructure and staff. Victims hesitate to use shelter homes due to poor conditions, fear of social labeling and concern for their children's safety and education. Inadequate coordination between institutions further weakens support systems. Social and cultural norms also contribute to victims' suffering. Patriarchal beliefs justify male dominance and control over women, normalizing abuse. Practices such as dowry, early marriage and son preference increase women's vulnerability to violence. Community elders often pressure victims to return to abusive households, prioritizing family unity over women's safety. Fear of retaliation is another serious problem. Victims worry that filing a complaint may lead to increased violence, harassment or threats from the abuser and his family. Lack of immediate police protection increases this fear. Women living in joint families face additional pressure from in-laws, making it harder to pursue legal action. In conclusion, victims of domestic violence face numerous interconnected problems including social stigma, economic dependency, lack of awareness, institutional barriers, procedural delays and psychological trauma. These challenges prevent many women from accessing justice and escaping abusive relationships. Addressing these issues requires not only strong legal frameworks but also supportive social environments, economic empowerment, legal awareness programs and sensitive institutional responses. Only through a holistic approach can victims be truly empowered and protected.

Infrastructure and Resource Constraints

Infrastructure and resource constraints constitute one of the major barriers to the effective implementation of the Protection of Women from Domestic Violence Act, 2005. Although the Act provides a strong legal framework, its success largely depends on the availability of adequate physical infrastructure and financial resources at the district level. In many regions,

including Panipat district, there is an acute shortage of properly equipped shelter homes, counseling centers and crisis intervention facilities for victims of domestic violence. Even where such facilities exist, they often suffer from poor maintenance, overcrowding and lack of trained staff, making them unsuitable for long-term rehabilitation. This discourages victims from seeking shelter, especially women with children who require safe and supportive environments. Another major constraint is the limited availability of trained human resources. Protection Officers, legal aid lawyers, counselors and social workers are often insufficient in number and overburdened with multiple responsibilities. Due to heavy workload and inadequate staffing, victims do not receive timely guidance or emotional support. Lack of specialized training further weakens their capacity to handle sensitive cases effectively. As a result, victims often feel neglected and lose confidence in institutional support mechanisms. Financial limitations also play a significant role in weakening implementation. Inadequate budgetary allocation affects the functioning of Protection Officers, awareness programs and victim support services. Many districts lack sufficient funds to conduct legal literacy campaigns, organize training workshops for officials or establish additional shelter homes. Without proper financial backing, administrative bodies are unable to strengthen institutional mechanisms or monitor their performance effectively. Poor technological infrastructure further hampers coordination among agencies. Absence of digital case management systems, lack of proper record-keeping and delayed communication between courts, police and Protection Officers slow down case processing. Victims are often required to submit repeated documents and make multiple visits to offices, which increases their emotional and financial burden. This bureaucratic inefficiency discourages many women from pursuing legal action. Transportation and accessibility issues also affect victims, particularly those from rural areas. Lack of public transport and long distances to courts, police stations and administrative offices make it difficult for women to seek timely help. For economically disadvantaged women, travel expenses become an additional burden, leading many to abandon their cases midway.

Conclusion

In conclusion, the Protection of Women from Domestic Violence Act, 2005 represents a significant step towards ensuring justice and protection for women in India. However, the findings of the present study reveal that in Panipat district, the effectiveness of the Act is constrained by both judicial and administrative challenges. While Magistrate courts play a crucial role in granting relief to victims, procedural delays and case pendency often undermine timely justice. On the administrative side, shortage of Protection Officers, lack of proper training, weak coordination among institutions and inadequate support services continue to hinder effective implementation. Social barriers such as stigma, family pressure and economic dependence further discourage women from seeking legal remedies. Therefore, strengthening institutional capacity, ensuring gender-sensitive training of officials, improving inter-departmental coordination and enhancing legal awareness among women are essential for improving the effectiveness of the Act. With sustained policy support and administrative reforms, the Act can serve as a powerful instrument in safeguarding women's rights and promoting a violence-free society.

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