

Odisha State Policy for Girls and Women - 2014





Government of Odisha

Odisha State Policy for Girls and Women - 2014



NAVEEN PATNAIK CHIEF MINISTER, ODISHA





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Dated 09 07 119

MESSAGE

The Odisha State Policy for Girls and Women is a landmark policy that will pave the way for women's development and empowerment. Girls and women of the state of Odisha are on the move in many frontiers but there are still challenges which we need to overcome. The objective of the policy is to ensure an enabling environment for girls and women that promotes equal opportunities, eliminates discrimination, achieves holistic development and empowerment through changes in social attitudes, building strong institutions and enhancing capacities.

I am confident that this policy will provide long term directives to government plans and action for facilitating a life of dignity for girls and women in the state and allow them to grow as an equal partner in the development process.

(NAVEEN PATNAIK)

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MESSAGE

The Odisha State Policy for Girls & Women will usher in a new era towards the holistic empowerment of girls and women. The Policy will facilitate the state to stride ahead in the development of girls and women. The policy has been formulated through a wide ranging consultative process and the Women & Child Development Department will coordinate the implementation of the Policy. The Policy will be instrumental in not only giving directives to the Women & Child Development Department but to all the other Departments that deal with issues relating to girls and women.

I am extremely glad that my Department has been able to formulate policy directives in the focus areas addressing the concerns of the girls and women across the life cycle. I expect that all will work in cohesion and harmony towards implementing the policy directives in its letter and spirit.

(Usha Devi) Holly.

J.K. Mohapatra, IAS Chief Secretary, Odisha



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Bhubaneswar, the 12th June, 2014



MESSAGE

The Odisha State Policy for Girls and Women has been formulated after intensive discussions with a wide range of stakeholders including all Government Departments, civil society organizations, statutory bodies for women. The policy directives have been arrived at with a commitment for the development and progress of girls and women.

The action plan of the policy and its sincere monitoring will ensure that the policy directives are translated into action. The cooperation and convergence of all departments is necessary to fruitfully take the policy forward in its implementation so that the girls and women of the State are able to prosper and in turn lead the State to prosperity.

I am sure that the Policy will provide long term guidance to all activities intended at empowerment and development of girls and women of Odisha.

(J. K. Mohapatra)

Acknowledgement

The formulation of the Odisha State Policy for Girls and Women has been made possible due to extensive contributions of various stakeholders within the state and across the country. Their commitment and combined efforts have resulted in bringing out a substantive and all inclusive policy for the benefit of girls and women of Odisha.

I take this opportunity to thank all departments of the government whose ownership and suggestions for the policy helped bring it to the present form. The continued leadership and insights of the Chief Secretary, Sri J.K. Mohapatra, IAS, helped define the policy directives and strengthen the action points.

I would like to thank all participants who provided inputs and suggestions through various consultations at state and district level which helped in designing a need based policy. Special thanks are also extended to the State Commission for Women, Mahila Vikas Sambaya Nigam, State Social Welfare Board, National Health Mission, Odisha Livelihood Mission and State Commission for Persons with Disability for organizing thematic consultations to draw inputs for the policy.

I would specially like to thank the United Nations Population Fund (UNFPA), Odisha, who have collaborated with the Women and Child Development Department in this process. The technical support provided by Dr. Deepa Prasad of UNFPA has helped in designing, shaping and finalizing the policy document.

The contribution of Dr. Amrita Patel and her team in the newly formed State Resource Centre for Women (SRCW) in facilitating various processes and in drafting of the policy is acknowledged. The department is also grateful to the civil society organizations, members of the core group on women's issues, subject experts, academics and numerous others who gave their valuable feedback and inputs that helped improve the document. Contributions from Dr. Supriya Pattanayak, DFID and Ms. Padmavathi Yedla, UNICEF towards editing and fine tuning the policy document are appreciated.

The Policy is an actionable document that addresses core issues pertaining to girls and women, following a life cycle approach. Each focus area starts with a situation analysis, followed by policy directives and action points flowing from the same. The Policy has the potential to eliminate different forms of discrimination against girls and women and equip and empower them towards equality in all spheres of life.

Ms. Arti Ahuja, IAS
Commissioner-cum-Secretary
Women & Child Development Department
Government of Odisha

Odisha State Policy for Girls and Women-2014

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ABBREVIATIONS

AHS Annual Health Survey

AIDS Acquired Immuno-Deficiency Syndrome

ART Assisted Reproductive Technologies

ECCE Early Childhood Care and Education

ESI Employees State Insurance

ETET Employment and Technical Education & Training

GP Gram Panchayat

HIV Human Immunodeficiency Virus

ICDS Integrated Child Development Scheme

KGBV Kasturba Gandhi Balika Vidyalaya

MMR Maternal Mortality Ratio

MSME Micro, Small and Medium Enterprises

NCRB National Crime Records Bureau
NFHS National Family Health Survey

NSSO National Sample Survey Organisation

OAS Odisha Administrative Service

ORS Odisha Revenue Service

PCPNDT Pre Conception & Pre-Natal Diagnostic Techniques

PRI Panchayati Raj Institution

PS Panchayat Samiti

PVTG Particularly Vulnerable Tribal Group

PWDVA Protection of Women from Domestic Violence Act

RTE Right to Education

RTI Reproductive Tract Infection

SC Scheduled Caste
SHG Self Help Group

SRS Sample Registration System

ST Scheduled Tribe

STI Sexually Transmitted Infection

UNGA United Nations General Assembly

ZP Zilla Parishad

Odisha State Policy for Girls and Women 2014 Part I: Introduction

1. Preamble

The Constitution of India upholds gender equality and empowers States to adopt affirmative action for the development of women. India has ratified several International Conventions and treaties for ensuring equality of women. Further, the outcome document on Gender Equality and Development adopted by the United Nations General Assembly (UNGA) has been endorsed by India for appropriate follow up.¹

Historically women of Odisha have played a seminal role in the social, cultural, political and economic spheres in the State. They continue to do so despite several overwhelming odds, contributing substantially to the growth and development of the State. The challenges for girls and women are with regard to their well-being, protection and development. Prejudice begins right from the womb and continues throughout the lifespan, affecting their ability to realise the full potential and be a fully engaged member of the society. Patriarchal norms, values and practices embedded in the collective conscience coupled with systemic barriers pose multiple challenges preventing girls and women from enjoying their legitimate rights. Appreciating this fact, Government of Odisha reaffirms its commitment to the realisation of rights and gender equality of girls and women. It is further committed to put girls and women at the heart of all development efforts. In recent years, several affirmative actions have also been taken through numerous policies and programmes to ensure equitable access to resources and opportunities.

Against this background, the Odisha State Policy for Girls and Women has been framed. Desk review and series of consultations with various stakeholders provided the insights for the formulation of this policy which considers a life cycle approach, covering concerns of girls and women at birth, infancy, childhood, adolescence, adulthood and the elderly. The focus areas of the policy are survival, health and nutrition; education; livelihood; asset ownership; decision making, participation and political representation; safety, security and protection; and girls and women with special needs. Further, guiding principles have been outlined to translate the policy into action.

The elements of social inclusion, rights and entitlements, discriminatory social norms and values are addressed through increased capacity building and strengthened institutional and legal framework. The policy provides the pathway to make laws and policies sensitive to girls and women through appropriate legislations, programmes and schemes. The policy is meant to operate as an overarching guiding framework for

¹ National Policy for the Empowerment of Women (2001)

planning and implementation by various state and non-state actors, so that the needs of girls and women are addressed affirmatively.

1.1 Mission

Create an enabling environment for girls and women that promotes equal opportunities, eliminates discrimination, ensures holistic development and empowerment and enhances capacities.

1.2 Vision

A State where girls and women

are enabled to lead a life of dignity and worth;

enjoy health and well-being;

have equal opportunities in all spheres of life;

participate in social, political and economic spheres and take on leadership and decision making roles;

are safe, secure and self-reliant; and

are equal partners in development.

2. Guiding Principles

The policy aims to ensure that girls and women in the State enjoy equal access to rights and entitlements that enable them to lead a life of dignity. The guiding principles will serve as the framework for implementation of the policy.

Equity and Equality: The policy is based on the principle of non-discrimination where girls and women are treated fairly and as equals. Further, the policy adopts special measures to ensure equality in outcomes.

Affirmative Action: The policy lays out processes and goals for social, political and economic empowerment of girls and women to achieve gender equality through affirmative action.

Life cycle approach: The policy directives are moulded by specific concerns of different life stages of girls and women, at birth, childhood, adolescence, adulthood and old age.

Inclusion: The policy is committed to include all girls and women who are vulnerable and have been historically marginalised.

Participation: The policy engages with and elicits the participation of girls, boys, women and men to translate the vision into reality. It draws and leverages the

knowledge, expertise and resources of civil society organizations and other stakeholders including public, private and the corporate sector on issues pertaining to girls and women.

Regional and cultural diversity: The policy recognizes the regional diversity based on caste, class, ethnicity and geographical locations. Further, the policy values the social norms and practices that celebrate womanhood.

3. Situation analysis

Odisha has a population of 41.9 million and is the eleventh largest state in the country. A substantial proportion of the population (40 percent) belong to the disadvantaged communities (22.8 percent ST and 17.1 percent SC). About six percent of the population belong to minorities with Muslims constituting 2.1 percent and Christians 2.4 percent. Nearly one third of the population live below the poverty line.

Although the overall sex ratio of the state has improved from 972 to 979, the child sex ratio has declined from 953 to 941 with marked rural, urban and regional differences as per Census 2011. The scheduled caste (SC) and scheduled tribe (ST) population in the state on the other hand have comparatively better sex ratios (987 and 1029, respectively).⁵

The infant mortality (male-52, female-54 per 1000 live births) and under five mortality (male-70, female-74 per 1000 live births) rates have remained higher for girls as compared to boys⁶ and many districts (24 out of 30) witness wide gender gaps⁷. More than two third girls (67 percent) aged 6-59 months and six out of ten women (61.2 percent) in the reproductive age are anaemic.⁸ The Maternal Mortality Ratio (MMR) of the state has declined from 258 (2009) to 235 per 100,000 live births (2012) but is still the fourth highest in the country.⁹

Overall the literacy rate of the state is 72.9 percent, with 64 percent women being literate, but the literacy rates of women vary widely from 35.8 percent in Nabarangpur to 81.6 percent in Khurda district and the women from ST communities are least literate (41.2 percent). Further, Census 2011 data reveal that the gender gap in overall literacy rate has reduced from 24.8 (in 2001) to 17.6 points.

² Census 2011

³ Census 2001

⁴ NSSO 2009-10

⁵ Census 2011

⁶ SRS 2013 and SRS 2011

⁷ AHS 2011-12

⁶ NFHS-III (2005-06)

⁹ SRS - 2013

¹⁰ Census 2011

The enrolment ratio among girls in primary schools has substantially increased from 58.2 percent (2000-01) to 99.6 percent (2011-12). The dropout rate has declined sharply from 41.4 percent (2000-01) to 0.6 percent (2011-12) and at upper primary level from 61.1 percent (2000-01) to 2.23 percent (2011-12). But the dropout rate of girls at the high school level is high at 51.8 percent (2011-12) and in case of SC and ST communities, the rate is even higher at 61.8 and 62.7 percent, respectively.¹¹

The share of women workforce in the organized sector has increased marginally (from 14.9 percent in 2005 to 16.8 percent in 2011)¹² but more than three fourths are found working in the agriculture sector¹³ and 66 percent of marginal workers are women in Odisha¹⁴.

In the context of violence, 42 percent women (15-49 years) are subjected to either physical or sexual violence in Odisha against 35 percent women in the country¹⁵. Odisha stands at 10th position with respect to crimes against women, 7th for Dowry murder and 8th position in terms of rape cases.¹⁶

The elderly women constitute 9.5 percent of the female population which is the seventh highest among large states of India. Further, women with disabilities in the state constitute 2.74 percent of the female population which is also higher than the national average of 2.01 percent.¹⁷

¹¹ Economic Survey 2012-13, Govt of Odisha

¹² Economic Survey 2012-13, Govt of Odisha

¹³ NSSO-2009-10

¹⁴ Census, 2011

¹⁵ NFHS-III- 2005-06

¹⁶ NCRB-2011

¹⁷ Census 2011

Part II: Focus Areas and Policy Directives

Focus Areas

Based on the consultations and discussions, the focus areas were crystallized as the key sectors that have a significant impact on the development and empowerment of girls and women. Each focus area starts with a situation analysis of the subject matter followed by policy directives, strategies and action points. The focus areas laid out in the policy are catalytic to the empowerment of women.

Survival, health and nutrition; education; livelihood (formal and informal sectors); asset ownership; decision making, participation and political representation; safety, security and protection; and girls and women with special needs are the focus areas of the policy. The action points follow a life cycle approach and are based on inclusive and participatory principles so as to address needs of all girls and women while also taking care of specific needs of the marginalized.

Odisha State Policy for Girls & Women Regional & Cultural Diversity Working Health And House Protection Regional & Cultural Diversity Women Safety, Security & Women Policy for Girls & Women Livelihood Women Women Working And Women Women Working And Women Working And Women Working And Women Women Working And Women Working And Women Working And Women Women Working And Working And Women Working And Women Working And Working And Women Working And Working A

1. Survival, Health and Nutrition

Health and well-being of girls and women is of prime importance for the progress and development of the state. Gender gaps in survival, health and nutrition across all stages of life indicate discrimination, poor access and utilisation of services. Early marriages and early pregnancies pose a threat to the life and well-being of both mother and child. Adverse child sex ratios not only indicate poor social health, but are also a barrier in attaining sustainable development. In Odisha, there are regional and social disparities in availability, accessibility and acceptability of health services and accordingly, of health outcomes. The state is also witnessing fundamental changes in the patterns of fertility, migration and life expectancy. Women will continue to have higher life expectancy leading to increased dependence on the health care system.

The State has taken many progressive steps to address the high maternal mortality through ensuring availability of skilled birth attendants, emergency obstetric care and referrals, promoting institutional deliveries; providing alternate transport mechanisms for inaccessible regions; incentives for health care providers working in difficult areas, and effective implementation of schemes and programmes. The "Mamata" scheme of conditional cash transfer has demonstrated favourable impact on the off take of health services and behavioural changes relating to health of mothers.

However, gender and socio cultural norms create barriers for access to health care, especially for management of sexually transmitted infections (STI) and reproductive tract infections (RTI) including HIV. Malignancies of reproductive organs like cervix and breast that cause significant mortality and morbidity are yet to be documented and addressed.

1.1 Policy Directives

1. Ensure survival, health and nutritional security of girls and women across the life span. Create an enabling environment to address social norms that discriminate against the wellbeing of girls and women.

1.2 Strategies and action points

 Address adverse child sex ratio through area specific action plans; strengthen implementation of Pre Conception & Pre Natal Diagnostic Techniques (PCPNDT) Act 1994 and organise community mobilization campaigns to promote the value of girl child.

- 2. Focus on gender disparities in infant and under five mortality rates, mandate the audit of under five girl child deaths.
- 3. Enhance the nutritional security of girls and women by ensuring access to adequate quantity and quality of food and have a special focus on anaemia control. Initiate public education and awareness campaigns about gender disparity in food intake.
- 4. Promote the health of adolescent girls through facility and community based initiatives with specific interventions to address sexual and reproductive health issues, early marriage and pregnancy.
- 5. Broad base "Mamata" scheme to incentivize birth of girl child and remove the conditionality of two live births for the Particularly Vulnerable Tribal Groups (PVTG) for an initial period of five years.
- 6. Address maternal mortality by creating conditions for safe delivery, especially in high burden areas. Mandate the conduct of maternal death audits.
- 7. Improve access, information and choices for safe abortion and family planning services.
- 8. Provide information and services for prevention and treatment of sexually transmitted diseases; design appropriate interventions to address stigma and discrimination of girls and women affected by Human Immunodeficiency Virus (HIV).
- Check unethical medical practices including sex selection, irrational treatment and surgical procedures such as unwarranted caesarean sections, hysterectomies, and misuse of assisted reproductive technologies (ART), research/ drug trials that have a potential to exploit women.
- 10. Establish and expand interventions to create awareness, prevent and treat cancers of reproductive organs like cervix and breast. Take up *panchayat* level awareness, campaigns, screening and referrals to appropriate health facilities.
- 11. Prioritize the health needs of the growing population of elderly women.
- 12. Provide basic amenities for girls and women at health facilities like drinking water, separate toilets, safety, security and privacy.
- 13. Prioritize access to potable water and sanitation with time bound targets to cover rural and urban habitations.

2. Education

Better educational status of girls and women is an enabling factor to achieve progress and development of the state. The enrolment of girls at primary level is almost universal but the gender gap widens at secondary and higher secondary levels. At the higher education level including vocational training, there are limited opportunities for girls in terms of access and choice. Socio-cultural factors such as discriminatory attitude of parents and teachers, economic factors, concerns for safety and security and lack of enabling environment contribute to the low retention and continuation of education of girls at secondary and higher levels.

Odisha is committed to provide educational opportunities for girls, and there have been important endeavours in removing the gender disparities. "Nua Arunima" package which addresses the learning needs of 3-6 year old children and the proactive steps towards implementation of Right to Education Act, 2009, have provided impetus in this regard. To encourage girls participation in education, state government has provided scholarships to students both at pre-matric and post-matric levels; boarding and hostel facilities for girls; bicycles for girls to improve mobility; and exclusive schools for girls from the marginalized communities. Further, there is also reservation for girls in technical institutions of the state.

2.1 Policy Directives

- 1. Ensure that all girls and women have equal opportunities for quality inclusive education.
- 2. Create an environment where girls can continue their education from elementary to higher education level by strengthening barrier free infrastructure, quality institutions, basic amenities and safe environment.

2.2 Strategies and action points

- 1. Strengthen existing Early Childhood Care and Education (ECCE) in the Integrated Child Development Scheme (ICDS) and establish links with primary schools.
- 2. Create Kasturba Gandhi Balika Vidyalaya (KGBV) like hostels at each block, and upgrade existing KGBVs to secondary level by expanding capacity.
- 3. Provide incentives such as free text books, uniforms, safe transport and waiver of fees at secondary and higher secondary levels to all girls.
- 4. Provide scholarship to girls on merit cum means basis to continue education at higher secondary level and beyond.

- 5. Track drop out girls from school, promote access to education by devising flexible strategies through bridge courses, drop-in-centres, remedial coaching centres and such other mechanisms.
- 6. Have special provisions for girls and women in the State Institute for Open Schooling.
- 7. Include vocational subjects which increase the employability of girls at the secondary level. Revamp courses in technical institutes to cater to the aspirations of girls and women and to match market requirements.
- 8. Integrate life skills education encompassing leadership, social skills and age appropriate sexual and reproductive health issues within the formal education system. Encourage girls to participate in sports, extracurricular activities including students' committees.
- 9. Provide career counselling facilities for girls and women with respect to higher education and vocational training.
- 10. Increase residential facilities for girls in junior colleges, degree colleges and universities, over a period of five years.
- 11. Review educational curriculum to make it gender-sensitive and include laws relating to women.
- 12. Introduce special curriculum on gender in all professional teachers' training courses and in-service teachers' training programmes.
- 13. Adopt a zero tolerance policy to ensure safety of girls and women in educational institutions through appropriate measures. Have adequate women staff at different levels in educational institutions where girls reside in large numbers. Develop protocols and monitor standards of care to check and report any abuse.
- 14. Strengthen functional adult literacy programmes with focus on districts that have low female literacy rates.

3. Livelihood

Dignified and sustainable livelihood is important for the empowerment of women. The central pillars of sustainable livelihood are food security; access to land, water and other natural resources; and the capability to deal with the market with appropriate education, skills and credit.

Structural biases, exclusion from decision-making processes, work related wage discrimination, invisibility of women's work and drudgery are challenges for livelihood security of women. Additionally, lack of access to education, skill, credit, markets and asset ownership are the major barriers for women at individual and group level, rural and urban settings and in the formal and informal sectors.

In view of the above, the focus area of livelihood has been viewed from the perspective of formal and informal sectors. Further, it is critical that the livelihood security is promoted especially for vulnerable women such as women with disability, survivors of violence, trafficking, female sex workers and women affected by HIV and other such women with special needs.

3.1 Formal sector

Participation of women in formal sector is vital for their development and empowerment. However, in the State presence of women in the formal employment is low at 16.8 percent. As a prerequisite to participation in formal livelihood opportunities, skill development is vital which needs to be enhanced as education levels of girls and women are advancing and market demands are dynamic.

The recently set up Odisha State Employment Mission prioritizes skill building, training, entrepreneurship and employment for both men and women. Besides, skill building programmes are also imparted through several other departments like Higher Education; Employment and Technical Education & Training; ST & SC Development; Housing and Urban Development; Micro, Small and Medium Enterprise; Handlooms, Textiles and Handicrafts.

3.1.1 Policy Directives

- Enhance opportunities for participation of women in formal livelihood sector including skill development for adolescent girls and women to fully realize their potential.
- 2. Facilitate an enabling environment for employment and entrepreneurship.

¹⁸ Economic Survey, 2012-13, Government of Odisha

3.1.2 Strategies and action points

- 1. Undertake a special drive for skill building trainings for young women. Specific initiatives such as in-situ modular employment skills training to reach girls and women in institutions like shelter homes, short stay homes, prisons and such others.
- 2. Create a dedicated unit in Odisha State Employment Mission to promote and monitor women's skill development and job linked training.
- 3. Disseminate information in local language and dialects on skill building courses, employment and entrepreneurship opportunities for women. This can be done through educational institutions, employment exchanges and community level institutions like women self help groups (SHGs), Panchayati Raj Institutions (PRIs) and youth clubs to reach girls and women; with special emphasis on remote and inaccessible areas.
- 4. Focus on out of school adolescent girls for provision of vocational training through the State Employment Mission.
- 5. Adopt a cafeteria approach in offering training and skill building programmes in non-conventional and upcoming trades. Promote skills for catering to emerging markets such as information and communication technology, banking, hospitality, travel and tourism, health care, customer care services and such others.
- 6. Establish working women's hostels in a time bound manner so that women's safety and security is ensured and they are encouraged to work in the formal sector away from home.
- 7. Promote self-employment and entrepreneurship of women through special incentives, subsidies and establishment of forward and backward linkages.
- 8. Work towards flexible work schedules, maternity benefits, childcare support, separate toilet and crèche facilities at work places.

3.2 Informal sector

Women's participation in informal sector is a significant contributor to the economy, but is mostly unrecognized. Their engagement in the informal sector is often traditional. However, new avenues have emerged, providing greater opportunities for livelihood consolidation and diversification. A notable livelihood initiative of the Government is *Mission Shakti*, a movement that has by now created more than half a million women SHGs. Besides, initiatives on wage employment, self employment, development of infrastructure and resources for enhancing productivity have been undertaken. Further, provisions for credit and capacity building of women and women's groups have been initiated under Odisha Livelihood Mission ensuring the inclusion of vulnerable women.

3.2.1 Policy Directives

- 1. Promote opportunities and access to sustainable livelihood for women and women's groups in diverse areas, in farm and non-farm sectors.
- 2. Create a supportive environment for women's groups and collectives to graduate as entrepreneurs.
- 3. Establish systems so that women work with dignity and without discrimination.

3.2.2 Strategies and action points

- 1. Facilitate access to resources such as technology, finance, capacity building, market linkage and extension services for livelihood promotion.
- 2. Promote an enabling environment for women to have easy, simple, informed and safe access to financial literacy and services.
- 3. Promote and strengthen women SHG federations, producers' collectives and women cooperatives and provide inputs through appropriate existing and new systems for developing them into entrepreneurs.
- 4. Provide women SHGs with non-traditional opportunities for a variety of income generation activities. Provide need based skills, market support and linkages.
- 5. Encourage and promote women farmers. Accord high priority to technical skill building in agriculture related activities for women farmers.
- 6. Set up single window systems to provide comprehensive support to women farmers on crops, financial services, technology, inputs and market linkage.
- 7. Promote resource centres at village level focusing on community led livelihoods for women.
- 8. Provide migrant support services for girls and women at source and destinations to enable them secure their rights and entitlements.
- 9. Promote equal participation of women in all stages of designing and implementing interventions with respect to watershed, joint forest management, marketing of minor forest produces and such others.
- 10. Invest in gender sensitive and culturally appropriate technology for drudgery reduction.
- 11. Promote training and technological interventions in cottage industries, traditional handicrafts and handloom and occupations such as fisheries, dairy, poultry and animal husbandry.
- 12. Encourage the use of common property resources in rural areas by women groups.
- 13. Promote SHGs of elderly women and support groups with linkages to community development programmes.

4. Asset Ownership

Ownership, access and control over assets by women are vital to their empowerment. Land is considered to be one of the most important assets because of its higher economic value and its bearing on social security especially for women.

Women can own land through direct government transfers, purchase or lease from the market and through inheritance. Odisha has an established system of providing land to the landless including agricultural land, joint titling in land distribution and house building assistance under government schemes.

The identity of women as an individual is however subsumed within the definition of a household/ family in most of the land and house building schemes. The challenge is in reaching vulnerable women including single women with land and house building entitlements.

4.1 Policy Directives

1. Enable women and women's groups to claim their rights over assets, land and housing through legislations and administrative measures.

4.2 Strategies and action points

- 1. Reduce stamp duty for registration of land and house purchased in a woman's name and gift deeds of immovable property executed in favour of women.
- 2. Record all homestead as well as agricultural land allotments made in favour of landless, homestead less and displaced families under the existing laws, policies and programmes of the Government, in the name of the wife/woman.
- 3. Ensure inheritance rights of women and reflect those inherited rights in the land records.
- 4. Introduce special course on land rights of women and related laws and judicial decisions in the training curriculum of Odisha Administrative Service (OAS) and Odisha Revenue Service (ORS) officers at the entry stage.
- 5. Embark on programmes for different stakeholders on land literacy including entitlements and property rights of women.
- 6. Prioritise benefits to all vulnerable women including single women under housing and land ownership programmes through appropriate definitions.

- 7. Allot Ac. 0.04 decimal of homestead land in rural areas to women belonging to low income group and not possessing any house/ flat or homestead land and who are either (i) widowed, unmarried, divorced or separated from husband by a decree or order of a Court or under any custom or usage having the force of law, having attained 45 years of age or more, or (ii) women with more than 40 percent disability, who have attained 30 years of age or more.
- 8. Extend land lease at nominal rates in favour of women's groups for productive activities. Allot cultivable/arable Government land on temporary lease basis to women SHGs for agriculture and horticulture purposes.
- 9. Engage with financial institutions to provide credit support to women and women's groups to enhance the opportunities for asset ownership.

5. Decision Making, Participation and Political Representation

Women play an important role as key actors and decision makers in the development process. The 73rd and 74th Constitutional amendment coupled with the provisions of the *Odisha Panchayat Acts and Rules* have made way for a large number of women to be elected to rural and urban local bodies. Presently, fifty percent of the seats in such bodies are reserved for women. However, elected women representatives in public offices face a number of barriers such as low literacy, poor preparatory training, discriminatory attitudes and practices which impede their effective performance.

The State has promoted several community level institutions such as village health nutrition and sanitation committees, *Jaanch* Committees, mothers committees, school management committees, village education committees and other village level committees with mandatory women participation in order to ensure that women take on decision making roles and become active citizens. However, action needs to be intensified to further promote women to take their rightful place as leaders and participate effectively in governance and contribute to a vibrant democracy. The preparedness of women as voters, contestants and as elected representatives need to be enhanced so that they are more dynamic and politically active to express their decisions freely.

5.1 Policy Directives

- 1. Create an enabling environment for women's leadership and effective participation in decision making.
- 2. Promote gender sensitive institutional and operational frameworks of decision making bodies and place strategic gender interests at the core of governance.

5.2 Strategies and action points

- 1. Undertake gender sensitization of all elected representatives and members of decision making bodies.
- 2. Adopt measures for universal coverage of elected women representatives in capacity building and training programmes in urban and rural local bodies and have specific modules for women representatives from Scheduled Areas.
- 3. Organise *mahila sabhas* at *Gram Panchayat* (GP) level, promote women participation in *palli* and *gram sabha*. Make issues relating to girls and women, including violence, a specific agenda in the *palli sabha* and *gram sabha*.

- 4. Implement capacity building programmes for active citizenship, effective political participation and leadership of girls and women through integration of specific modules in educational institutions, community youth leadership and development programmes.
- 5. Move appropriate and suitable amendments in the Odisha *Gram Panchayat* (GP), *Panchayat Samiti* (PS) and *Zilla Parisad* (ZP) Rules and Acts to remove any discriminatory practices that prohibit or restrict women to participate effectively.
- 6. Promote and protect the participation of women in existing community level decision making institutions and structures.
- 7. Institute special recognitions and awards for women achievers in different fields.

6. Safety, Security and Protection

Gender based violence against girls and women are fundamentally grounded in the discriminatory and prejudicial norms, attitudes and practices that exist in our society. Women encounter different kinds of violence across their life span starting with pre-birth elimination, early marriages and pregnancy, sexual abuse, domestic violence, forced prostitution, trafficking, dowry torture, rape including marital, denial of care, and abuse and neglect of elderly women. They are also subjected to discrimination and violence during conflicts and in areas of intense industrial activities leading to their displacement. The increasing trend of such incidents has shaken the collective conscience. Some of these crimes like molestation and sexual harassment are often justified and tolerated due to insensitivities that make both public and private spaces unsafe for girls and women. It is a disturbing fact that such incidents are being reported from within households, educational institutions, shelter homes and such other places which were perceived to be safe for girls and women.

The State accords high priority in addressing the issue of violence against girls and women through interventions at various levels. *Mahila* and *Shishu* desk at the police station, a convergent action between Women and Child Development and Home Departments, provides a mechanism to address the safety security issues of women and children. Integrated Anti-Human Trafficking Units are being established in all the districts. The Integrated Child Protection Scheme has also been operationalized. Further, the Odisha Victim Compensation Scheme has been notified in 2012, which includes provision for victims/survivors of sexual assault, rape and acid attacks. The Odisha Prevention of Witch Hunting Bill, 2013 is another step forward in addressing the issue of violence against women. Further, different redressal mechanisms under the statutory Acts and Laws have been established and gender sensitization trainings are being conducted. However, there is an urgent need for collective and concerted multidimensional and multi-pronged action by all stakeholders so that girls and women get to lead a safe, secure and dignified life.

6.1 Policy Directives

- 1. Promote gender sensitive strategies and actions within governance structures to ensure girls and women are safe, secure and protected.
- 2. Implement effectively laws and provisions addressing discrimination and violence against girls and women by strengthening and setting up comprehensive systems.

3. Establish coordinated response mechanisms to address violence against girls and women.

6.2 Strategies and action points

- 1. Strengthen child protection structures to deal effectively with sexual abuse of girls.
- 2. Expand the self-defense training programmes for girls in the education system and out of it. Place special focus on such training for girls with disability.
- 3. Put in place and train sufficient numbers of investigators, prosecutors and judges for sensitive handling of sexual offences related to girls and women.
- 4. Establish a designated unit in the Home Department to guide, monitor and support investigations pertaining to violence against girls and women. Set up a specialized unit to deal with and investigate cyber sexual crimes.
- 5. Fix time frames for expeditious completion of investigation and trial in matters of crime against girls and women including domestic violence.
- 6. Establish specialized courts for speedy trials of sexual offences.
- 7. Promote in-camera proceedings in all judicial trials pertaining to sexual offences.
- 8. Establish one stop crisis centres for survivors/victims of violence. Adopt standard protocol for comprehensive medico-legal response to sexual violence against girls and women.
- 9. Take up training and capacity building programmes to build a cadre of work force within key sectors like health and police to extend standardized and professional response to deal with gender based violence.
- 10. Establish girls and women friendly help line, legal aid, counseling, shelter homes and such other services. Develop standard operating procedures for institutions towards effective response on complaints by girls and women.
- 11. Work towards ensuring safety and security of women at workplace through establishment and effective functioning of committees under the Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013.
- 12. Design and operationalize a survivor protection scheme for girls and women victims/survivors of violence encompassing counseling, safe accommodation, rehabilitation and re-integration.

- 13. Incorporate adequate safety measures based on gender assessment survey, gender audits of public transport terminals for safer mobility of girls and women.
- 14. Take steps to set up basic amenities such as barrier free ladies toilets, restrooms, nursing corners and security features in the transport systems, highways, tourist and other public places.
- 15. Incorporate features in urban and municipal planning that will complement efforts to ensure that public spaces are safe for girls and women.
- 16. Establish partnerships with media to encourage responsible reporting towards safeguarding the dignity of girls and women.
- 17. Promote safe and conducive working environment for women who are engaged in duties of safety, security and protection and work in adverse conditions.
- 18. Create appropriate mechanisms for universal registration of marriage.
- 19. Involve women SHGs as para legal workers and promote community level for a to track, monitor and report instances of violence and trafficking of girls and women.
- 20. Strengthen mechanism for reporting and responding effectively to the issue of trafficking of girls and women.
- 21. Put in place mechanisms to ensure safety and security of girls and women affected by disasters. Encourage their participation in the process of disaster preparedness and response.
- 22 Initiate measures to improve the care and security of elderly women in the State.

7. Girls and Women with Special Needs

There are a number of girls and women who are not visible in the public space and their needs have to be articulated separately so as to ensure concerted and focused attention on issues relating to them. Girls and women with disability, out of school girls, sex workers, HIV/AIDS affected, victims/survivors of sexual violence and trafficking, rescued bonded labourers, prison inmates, disaster and conflict affected, inmates of shelter homes and other such institutions, widows, abandoned women, divorced/deserted and the elderly have special needs. Girls and women in urban slums, those belonging to minority and vulnerable social groups are also marginalised. Such girls and women suffer from discrimination which deprives them of vital life experiences and opportunities to participate fully in the development process. There is a need for special attention towards their health, education, livelihood, safety, security and social protection.

This section highlights some of the strategies and action points for girls and women with special needs, as all the focus areas of the Policy elaborated earlier are also inclusive of them.

7.1 Policy directives

- 1. Protect the socio-cultural, economic, legal and political rights and entitlements of girls and women with special needs.
- 2. Provide for inclusion of girls and women with special needs in all ongoing schemes, programmes and institutions.

7.2 Strategies and action points

- 1. Accord high priority to care, protection, education and overall development of young orphans and abandoned girls.
- 2. Give special focus in educational facilities and institutions for the girls and women with special needs. Strengthen existing programmes under formal schooling.
- 3. Set up a state resource center for ensuring effective integration of children with special needs, especially girls in the education system.
- 4. Focus on out of school girls through intensive monitoring, providing skill building and leadership building opportunities including knowledge on laws related to girls and women.

- 5. Take up special drive and design specific programmes for enrollment in job oriented and placement linked skill building and training courses and programmes to cover girls and women with special needs, so as to facilitate their gainful employment. Initiate special efforts towards covering girls and women in distress, in institutions, in contact and in conflict with law.
- 6. Take steps to make infrastructure, information, communication and services accessible to girls and women with special needs.
- 7. Address health issues of girls and women with special needs and provide appropriate aids, appliances and services.
- 8. Promote women's collectives and SHGs of women with disability, from urban slums, minority communities, disaster and conflict affected and in institutions.
- 9. Promote livelihood security through self employment, entrepreneurship, enrolment in SHGs and collectives of women with special needs.
- 10. Promote ownership of assets particularly land and housing for women with special needs.
- 11. Address issues of migration and trafficking of girls through appropriate community based interventions.

Part III: Framework for operationalization

1. Approach

Social Norms and Values: The policy lays great emphasis on changing social norms and values that discriminate against girls and women and perpetuate stereotypes. The process would include sustained awareness building strategies, programmes on legal provisions dealing with violence against girls and women, promoting boys and men as ambassadors to champion gender equity.

Sex disaggregated data and research: The policy aims to mainstream the collection and analysis of sex disaggregated data for a wide range of parameters. Quantitative and qualitative research, independent evaluation and impact studies of programmes, schemes and services will be undertaken to build evidence and facilitate decision making.

Gender Sensitization and Capacity Building: Gender sensitization through training and capacity building is key to operationalise the policy. Government functionaries across all departments, and at all levels such as village, *panchayat*, block, district and state would be involved in gender sensitization programmes. Efforts will also be made to reach out to the community.

Gender budgeting and Gender Audit: All agencies involved will take up gender budgeting and make available resources for policy implementation. Gender audit as an integral strategy will be undertaken across the focus areas to evaluate the impact and outcomes of various interventions.

Convergence: Convergence and coordination amongst various departments is a core guiding principle in order to address the range of intersecting issues and to bring about holistic development of girls and women. A non-discriminatory institutional framework is to be evolved across departments ensuring gender purposive planning, designing and implementation.

Transparency and Accountability: The implementing agencies will inculcate a sense of ownership and be responsible for their decisions, actions and performance in accordance with the policy framework by being transparent and accountable.

2. Institutional Mechanism and Monitoring

The State Mission Authority for Women under the chairpersonship of the Honourable Chief Minister will be the apex body to review implementation of the policy. The existing Task Force for Care and Protection of Girl Child under the chairpersonship of the Chief Secretary will be the agency to bring about inter-departmental coordination. The Women and Child Development Department will be the nodal department.

The existing institutions to ensure development, empowerment and well-being of girls and women in the state such as the State Commission for Women, State Social Welfare Board, *Mahila Vikas Samabaya Nigam*, State Resource Center for Women, Protection Officers under PWDV Act, committees on anti-trafficking and such others under the Department of Women and Child Development will be partners in the process of ensuring effective grounding and monitoring of the policy. Other agencies such as the State Commission for Protection of Child Rights, State Commission for Persons with Disability, State Council for Child Welfare, will also bring about a focussed approach towards issues of girls and women.

A monitoring framework will be developed with action points, indicators, time lines, resource allocation and accountability. The Women and Child Development Department will be responsible for consolidating the framework for all relevant departments and to place it before the Task Force for Care and Protection of Girl Child for review of progress annually.

Review of the Odisha State Policy for Girls and Women

The Odisha State Policy for Girls and Women 2014 shall be reviewed after five years for any changes. However, the State government may at any point of time amend the provisions of the policy as the situation warrants.

Interpretation of the Policy

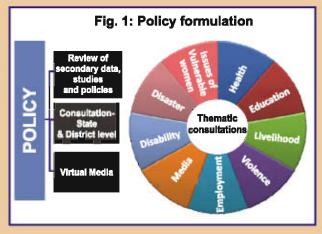
Implementation of the policy directives will be the collective responsibility of all stakeholders. Any queries or dispute relating to its operationalization should be referred to the appropriate agency responsible for the specific action.

Annexure - I

Formulation Process: An Overview

The Women and Child Development Department, Government of Odisha copartnered with the United Nations Population Fund (UNFPA) to formulate the Odisha State Policy for Girls and Women 2014, through an extensive and participatory process engaging with a wide range of stakeholders.

Systematic efforts were made to ensure that the policy addresses issues of all women, across their life span, addressing needs of the most vulnerable, and is evidence based.



Process

The process of formulation of the policy involved in-depth literature review, consultations and inputs through virtual media (*figure-1*).

1. Review of literature, secondary data, studies and policies

1.1. Review of ongoing schemes, programmes and initiatives in the state

A desk review was undertaken by Sansristi, during April 2013 with support of UNFPA on various on-going schemes, programmes and initiatives for girls and women across government departments of the State. The review examined these in terms of type of incentive/ benefit, sector, age group covered, schemes (both general and specific to girls and women) and the overall intent. The analysis helped identify gender gaps, locate areas for strengthening and recognizing the need for new interventions to enhance the lives of girls and women.

1.2. Assessing status of girls and women

Data from secondary sources were analysed to ascertain the health and well-being and the indicators spanned across the life of women encompassing survival, sex ratios, mortality, nutritional status, health and reproductive health, educational attainment, employment, violence and political participation.

1.3. Qualitative study for evidence generation

A dipstick study was also carried out by UNFPA to identify causes of high dropout and low enrolment amongst girls at secondary level of education.

1.4. Review of literature

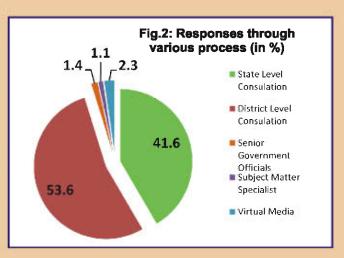
A thorough review of national and international documents and policies pertaining to girls and women helped in designing and developing a framework for the policy. Studies, reports and relevant literature from Odisha and other states were also referred, to identify areas that need attention.

2. Consultations

Forty seven consultations were held, 19 at state and 28 at district levels, to draw inputs for the policy directives (figure - 2).

2.1. State

At the state level, consultations were organized on key thematic areas covering health, education, livelihood, disability, media, governance, legal framework, issues of women in urban slums, issues of minority women, issues of women in disaster affected regions



and violence against girls and women (Annexure A). The civil society also organised workshops to formulate their suggestions for incorporation into the policy document. In the state level consultations 1159 participants provided suggestions to the policy. Inputs from subject matter specialists and women's organisations were also solicited.

2.2. District

Consultations at the district level were designed to draw specific policy inputs from different geographies, cultures and social groups of the State. Out of 30 districts, 28 districts organized the consultations between October and December 2013 which involved participation of 1494 persons (*Annexure B*).

2.3. Drawing sectoral inputs from government

The findings from the desk review of schemes, programmes and initiatives for girls and women in the State and the gender gaps in health and social development indicators was presented to the "Task Force for Care and Protection of Girl Child" chaired by the Chief Secretary, Government of Odisha, on 5th October 2013.

The status of girls and women and the framework for the policy was later presented at the all Secretaries meeting held on 2nd December 2013 for their inputs.

A draft policy document developed drawing from the consultations, literature review and inputs through virtual media was shared with Departments and meetings were held for feedback on specific policy directives. Subsequently, the Chief Secretary chaired meetings which had participation of all departments to review and finalise the strategies and action points (*Annexure C*).

The final draft of the policy was presented to the Honourable Chief Minister on 2nd July 2014. The cabinet approved the policy in its session held on 16th July 2014.

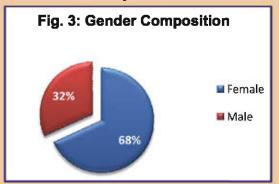
3. Virtual platform

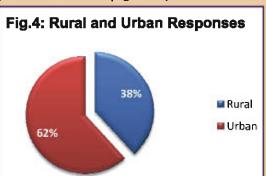
Women and men from different walks of life were encouraged to contribute to the policy formulation process through a dedicated website, social network and the Solution Exchange platform of the United Nations.

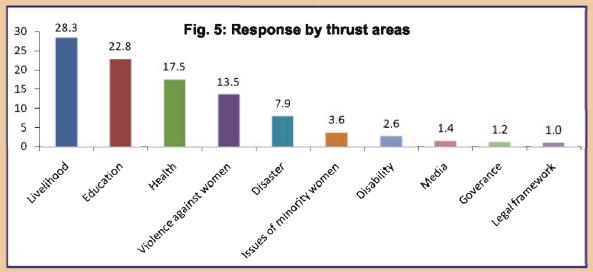
4. Profile of Participants

Overall 2787 people contributed to the process out of which 2653 were part of the consultations and the rest were senior government officials (39), subject matter specialists (30) and 65 through virtual media.

Analysis of the participants revealed that 68 percent of the responses were from women (figure 3); and in terms of rural urban composition, nearly two third responses were from urban areas (figure 4). Maximum responses were received around issues of livelihood followed by education and health of girls and women (figure 5).







Annexure - A

State level Consultations

SI. No.	Date	Themes
1	3 rd Nov 2013	Women from minority communities
2	4 th Nov 2013	Issues of women in urban slums
3	4 th Nov 2013	Issues of women affected by disasters
4	5 th Nov 2013	Elementary Education of Girls
5	5 th Nov 2013	Opportunities for dropout girls
6	5 th Nov 2013	Vocational Education for girls and women
7	5 th Nov 2013	Livelihood issues affecting Women of Odisha
8	6 th Nov 2013	Issues affecting women - Media, Legal framework and Governance
9	7 th Nov 2013	Drawing inputs from development partners
10	12 th Nov 2013	Safety, security and protection (Ravenshaw University , Cuttack)
11	15 th Nov 2013	Needs of girls and women with Disability
12	19 th Nov 2013	Health Issues of Women
13	20 th Nov 2013	Higher education, legal provisions, rights and entitlements (Utkal University, Bhubaneswar)
14	20 th Nov 2013	Health, nutrition and survival (Sambalpur University, Sambalpur)
15	20 th Nov 2013	Skill development and employment (North Orissa University, Balasore)
16	22 nd Nov 2013	Political participation and representation (Berhampur University)
17	22 nd Nov 2013	Violence against women
18	6 th Jan 2014	Feedback meeting with subject matter experts
19	27 th Jan 2014	Core group on women's issues

District level Consultations

Annexure - B

SI. No.	Date	Theme	Districts
1	26 th Oct 2013	Issues affecting tribal women	Koraput
2	29th Oct 2013	Employment opportunities for self employment,	
		Work, access to capital/credit	Cuttack
3	30 th Oct 2013	Access to health, nutrition and reproductive health	Anugul
4	7 th Nov 2013	Employment opportunities for self employment,	
		work, access to capital/credit	Kendrapada
5	8 th Nov 2013	Employment opportunities for self employment,	
		work, access to capital/credit	Puri
6	8 th Nov 2013	Issues affecting tribal women	Nuapada
7	13 th Nov 2013	Issues affecting tribal women	Nabarangpur
8	15 th Nov 2013	Access to health and nutrition, reproductive health	Balasore
9	15 th Nov 2013	Issues affecting tribal women	Malkangiri
10	16 th Nov 2013	Education and skill building	Gajapati
11	19 th Nov 2013	Legal and institutional mechanism and safety and	
		security, violence against women	Jharsuguda
12	19 th Nov 2013	Access to health, nutrition and reproductive health	Bhadrak
13	21 st Nov 2013	Legal and institutional mechanism and safety,	
		security, violence against women	Khurda
14	24 th Nov 2014	Access to health, nutrition and reproductive health	Bolangir
15	26 th Nov 2013	Education and skill building	Boudh
16	27 th Nov 2013	Legal and Institutional mechanism and safety,	
		security, violence against women	Deogarh
17	27 th Nov 2013	Access to health, nutrition and reproductive health	Ganjam
18	28 th Nov 2013	Issues affecting tribal women- education	Sambalpur
19	29 th Nov 2013	Issues affecting tribal women	Kalahandi
20	29 th Nov 2013	Education, skill building	Sundergarh
21	30 th Nov 2013	Legal and institutional mechanism and safety,	
		security, violence against women	Nayagarh
22	30 th Nov 2013	Issues affecting tribal women	Bargarh
23	30 th Nov 2013	Education, skill building	Mayurbhanj
24	4 th Dec 2013	Access to health, nutrition and reproductive health	Keonjhar
25	5 th Dec 2013	Employment opportunities for self employment,	
		work, access to capital/credit	Jagatsinghpur
26	5 th Dec 2013	Legal and institutional mechanism and safety,	41
	-	security and violence against women	Dhenkanal
27	6 th Dec 2013	Employment opportunities for self employment,	
	- 46	work, access to capital/credit	Jajpur
28	6 th Dec 2013	Issues affecting tribal women	Subarnapur

Annexure - C

State level meetings, Government of Odisha

SI. No.	Date	Meetings with Departments
1	2 nd Dec 2013	All Secretaries meeting
2	4 th Dec 2013	Development Commissioner
3	7 th Dec 2013	Principal Secretary, Health and Family Welfare Department
4	7 th Dec 2013	Commissioner cum Secretary, Commerce and Transport Department
5	10 th Dec 2013	Director, Odisha Livelihood Mission
6	11 th Dec 2013	Director, Special Project-Panchayati Raj
7	11 th Dec 2013	Deputy Director, State Institute of Rural Development
8	11 th Dec 2013	Commissioner-cum-Secretary, School and Mass Education Department
9	11 th Dec 2013	Commissioner cum Secretary, Labour and ESI Department
10	11 th Dec 2013	Labour Commissioner
11	11 th Dec 2013	Commissioner cum Secretary, Forest and Environment Department
12	12 th Dec 2013	Commissioner cum Secretary, ST & SC Development Department
13	12 th Dec 2013	Director (ST) cum Additional Secretary, SC & ST Development Department
14	12 th Dec 2013	Additional Chief Secretary, Revenue and Disaster Management Department
15	12 th Dec 2013	Commissioner cum Secretary, ETET Department
16	12 th Dec 2013	Deputy Director, ETET Department
17	17 th Dec 2013	Review by Chief Secretary with cluster of departments
18	18 th Dec 2013	Review by Chief Secretary with cluster of departments
19	2 nd Jan 2014	Police Commissioner and officials
20	21 st Jan 2014	Secretary, Science & Technology and Textile and Handloom Department
21	22 nd Jan 2014	Secretary, SME Department
22	1st Feb 2014	Special Secretary, Planning and Coordination Department
23	8 th May 2014	Final Presentation to Departments under the chairpersonship of the Chief Secretary
24	2 nd July 2014	Presentation to the Hon'ble Chief Minister
25	16 th July 2014	Cabinet Meeting

		Annexure - II
	Documents Referred	
1.	Annual Health Survey	2010-11
2.	Annual Health Survey	2011-12
3.	Base Paper on Initiatives and Schemes for Girl Child and	2013
	Women in Odisha	
4.	Census, India	2001
5.	Census India	2011
6.	Economic Survey, Govt. of Odisha	2012-13
7.	Handbook for National Action Plan on Violence against Women,	2012
	UN Women	
8.	Maharashtra Draft Women Policy	2013
9.	More to Do: The Road to Equality for Women in the United States	2012
10.	Nari Gaurav Niti, State Policy for Gender Equity,	2006
	Government of Gujarat	
11.	National Policy for the Empowerment of Women	2001
12.	National Crime Records Bureau	2011
13.	National Family Health Survey-III	2005-06
14.	National Sample Survey Organization	2009-10
15.	Odisha State Youth Policy	2013
16.	Rajasthan State Policy for the Girl Child	2012
17.	South Africa's National Policy Framework for	
	Women Empowerment and Gender Equity	
18.	Sample Registration System Book	2011
19.	Sample Registration System Bulletin	2013
20.	State of India's Livelihood Report, 2013 jointly published	2014
	by Sage and Access Development Services	
21.	State Policy for Women, Government of Chhattisgarh	2013
22.	State Policy for Women, Government of Rajasthan	1996
23.	Twelfth Five Year Plan 2012-2017, Planning Commission,	
	Govt. of India	
24.	Uttar Pradesh Women Policy	2006
25.	West Bengal Women Empowerment Policy	2013
26.	Women's Policy, Kerala	2009





