

DRAFT

INDIA

BIHAR RURAL LIVELIHOODS DEVELOPMENT PROJECT

TRIBAL (Indigenous People's) DEVELOPMENT PLAN

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ADRI
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ABBREVIATIONS AND ACRONYMS

BLF	Block Level Federation	MITA	Microfinance Investment and Technical Assistance
BPMU	Block Project Management Unit	NGO	Non-Governmental Organizations
BRLPS	Bihar Rural Livelihoods Promotion Society	NSDP	Net State Domestic Product
CIF	Community Investment Fund	OP	Operational Policy
BRLDP	Bihar Rural Livelihoods Development Project	PESA	Panchayati Raj Extension to Scheduled Areas
BLCC	Block Level Coordination Committee	PIP	Project Implementation Plan
CRP	Community Resource Person	PME	Participatory Monitoring and Evaluation
CBO	Community Based Organizations	PMU	Project Management Unit
GOI	Government of India	PRA	Participatory Rural Appraisal
CDD	Community Driven Development	PRI	Panchayati Raj Institutions
DPCU	District Project Coordination Unit	SA	Social Assessment
DPC	District Project Coordinator	SC	Scheduled Caste
GOB	Government of Bihar	SCA	Special Central Assistance
FGD	Focus Group Discussions	SHGs	Self Help Groups
HDI	Human Development Index	SPMU	State Project Management Unit
HH	Households	ST	Scheduled Tribe
ICDS	Integrated Child Development Services	TAF	Technical Assistance Funds
IEC	Information, Education and Communication	TDP	Tribal Development Plan
LAG	Livelihoods Activity Group	TSP	Tribal Sub-Plan
ME&L	Monitoring, Evaluation & Learning	UT	Union Territory
MCP	Micro credit plan	VO	Village Organization
MIS	Management Information System		

Tribal Development Plan (TDP)

Bihar Rural Livelihoods Development Project

1. THE PROJECT

The overall goal of the Bihar Rural Livelihoods Development Project is to support Government of Bihar's (GoB's) strategy of reducing rural poverty through support for productive activities and investments. The project objective is to enhance social and economic empowerment of the rural poor in Bihar. While targeting the above objectives the project focuses over the marginalized sections especially the Scheduled Castes (SCs) and indigenous communities –Scheduled Tribes (STs) and endeavors to ensure their inclusion in the development process.

The project emphasizes creation of an enabling environment for the capacity building of the poor and the excluded communities by facilitating institutional innovations and synergy and convergence. It is designed to build on the existing learning from the state and outside in empowerment and institutional development of the poor and would, at the same time, facilitate innovation to be up scaled and integrated based on their performance and response of the poor and other stakeholders. To achieve the above participation of and partnership with the poor is encouraged and envisaged as part of an enabling process for which conducive implementation arrangements and strategy would be encouraged to evolve.

2. SOCIAL ASSESSMENT AND TRIBAL PLAN

The Social Assessment undertaken for the project clearly brought out that rural landless and those belonging to the scheduled caste community form integral part of poverty-stricken and marginalized groups. Access to education and other capacity building inputs, sources of production, technology and institutions define and determine level of poverty as they are important tools to ensure access and control over opportunity and productive assets.

The findings further indicated that the poor have restricted access to social and economic opportunities as the elite and dominant, within the society, do not allow their easy entry and they do not have the articulation nor means and wherewithal to conform and compete at their level. This includes formal and informal institutions. The SA also identified that the social and institutional exclusion of the poor is due to a combination of factors including the legacy of permanent settlement which hedged the tenants from the empire and the local lords used this as a free ground for exploitation. The post independent governance has been authoritarian, bureaucratic, centralized and procedure bound which often created and maintained hierarchy based on authority, social position, economic endowments and the like. These have contributed to the exclusion of the poor from the mainstream. The findings further indicated that the poor can open up, build capacity for articulation and innovation given an enabling environment and participative frame work.

The consultations (though limited in number) have shown that the poor can gain the strength for questioning if they get a free and supportive forum. The rich and the dominant also falter before the open forum when questioned and face difficulties in justifying their acts of excesses and misappropriation.

The districts studied as part of the SA did not have population belonging to the Scheduled Tribe (STs). However, the project did recognize the fact that one of the project districts Purnea had ST population accounting for 6% of the total population. The socio-economic data for the STs reflect a status very similar to the SCs and marginalized sections of the Bihar rural society. However, in order to gain a better understanding of the ST population in Purnea, a separate study was commissioned which involved wide ranging consultation with ST population and their representatives.

Objectives of Tribal Action Plan

The major objectives of the Tribal Action Plan were to:

- Identify Scheduled Tribes population and examine their nature of vulnerabilities,
- Analyze the current access of these poor to social and economic services and institutions, identify key constraints including inter and intra-caste conflicts in their mobilization;
- Analyze the inclusion and exclusion of Tribal poor and women in existing institutional arrangements including Self Help Groups, Cooperative, other user groups and Panchayats.
- Provide guidance on the mobilization strategy for collectivization of the poor; and the requisite investment to be made by the project—asset creation, capacity building, access to credit, technical assistance, tie-ups with public and private sectors, with respect to specific social and producer groups; A specific focus on Scheduled Tribes other vulnerable groups and constraints to their social mobilization and specific strategies required to mobilize them;
- Understand the propensity of conflict and its impacts on the poor. Analyze the existing sources of social and economic conflict in the six project district (including Maoist, caste etc) and strategies to be used in social and economic mobilization to reduce the potential of conflict; and
- Prepare a Tribal Development Plan for supporting the ST population which is in compliance with the World Bank's Operational Policy 4.10 on Indigenous People's.

Methodology

The methodology essentially followed was of free, prior and informed consultation with the Tribal community. Discussions were also held with other stakeholders-members of the bureaucracy/PRIs/Cooperatives etc. Participatory approach and tools were adopted. Secondary sources of information were accessed for background information. The Team used structured consultations for triangulation. Details on the study team composition is in Annex 1.

3. TRIBALS IN BIHAR

Background

Scheduled Tribes are a distinct category of the excluded and the marginalized community not only in India but also in Bihar. According to the Operational Policy 4.10 of the World Bank on Indigenous Peoples; Scheduled Tribes (STs) are described interchangeably by terminologies such as “indigenous peoples”, “indigenous ethnic minorities” and “tribal groups”. They all describe and denote a distinct social group with a social and cultural identity distinct from the dominant society that makes them vulnerable to being disadvantaged in the development process. For the purpose of uniformity the document would use Scheduled Tribes (STs) as Indigenous Peoples are referred to in India, to describe the above vulnerable category of people. STs can be identified, in particular areas, by the following characteristics:

- They dwell in compact areas and relate strongly to the natural resources in the area
- Have indigenous language different from the national language
- Follow a community way of living
- Are in harmony with nature
- Have a uniqueness of culture
- Presence of customary social and political institutions and
- Have, primarily, subsistence oriented production

The above categories can be summed up to describe the STs as:

- Primitive traits
- Distinctive culture
- Geographical isolation
- Shyness of contact and
- Backwardness

The coverage, magnitude and diversity of the STs in India

According to the 2001 census of India, the STs Population is about 84.30 million and account for 8.20 percent of the total population. They are scattered over all the states and Union Territories (UTs) except Punjab, Haryana, Delhi and UTs of Pondicherry and Chandigarh.

The STs have, traditionally, lived in about 15% of the geographical area of the country—mainly forests, hills, undulating inaccessible terrain in plateau areas rich in natural resources. The STs are quite large and diverse and according to the current list there are 700 ST communities Scheduled by the Constitution of India. Each tribe is quite distinct from the other with, usually, separate languages and dialects, customs, cultural practices and life styles.

Addressing the diversities and uniqueness in the action plan

While attempting an action plan for the tribal communities there is a need to look at the cardinal considerations as expressed by the founder of the modern development policy of India, Pandit Jawahar Lal Nehru. His policy to develop the tribal communities aimed at providing an enabling frame work for the tribal people to move according to their own genius in a system of self -governance while sharing the benefits of development, retaining the best elements of their tradition, cultural life and ethos. The World Bank's O.P 4.10 on Indigenous Peoples also underlines the need to foster full respect for their dignity, human rights and cultural uniqueness. The OP 4.10 emphasizes that the development process should ensure that indigenous people do not suffer adverse effects as a consequence of the development initiatives and that they receive culturally compatible social and economic benefits.

To strike a balance between the diversity and development seems an enormously difficult task, particularly since, in bringing the benefits of development to them in education, health and income generation, a significant amount of mainstreaming, and consequent loss of diversity is inevitable.

The development initiatives for the tribal communities and their consequences are positioned between two extreme poles. One pole is to insulate indigenous population who's cultural and economic practices make it difficult for them to deal with the outside powerful groups. The advantages of this approach are the special protections that are provided and the protection of cultural distinctiveness; the costs are the benefits foregone from the development programs. The other pole argues that the indigenous people must be acculturated to dominant society values and economic activities so that they can participate in national development. Here the benefits can include improved social and economic opportunities, but the cost is often the gradual loss of cultural diversities.

World Bank, therefore, recommends that 'the strategy for addressing the developmental issues pertaining to indigenous peoples must be based on the informed participation of the indigenous people themselves identifying local preferences and indigenous knowledge and resources through direct consultation (WB's OP 4.10 on Indigenous peoples).

Scheduled Tribes in Bihar

After the partition of united Bihar, into Bihar and Jharkhand, the Tribal population, in present Bihar, has assumed only a small proportion of the population. They are scattered all over the districts. Table 1 presents the spread of ST population in the districts of Bihar.

Table 1. Concentration of ST population in selected districts of Bihar

Sl. No.	District	Total Population			Percentage of ST Population		
		Total	Male	Female	Total	Male	Female
1.	W.Champaran	3043466	1600839	1442627	1.5	1.4	1.5
2.	E.Champaran	3939773	2077047	1862726	0.1	0.1	0.1
3.	Kishangang	1296348	669552	626796	3.6	3.6	3.6
4.	Purnia	2543942	1328417	1215525	4.4	4.3	4.5
5.	Katihar	2392638	1246872	1145766	5.9	5.8	6.0
6.	Bhagalpur	2423172	1291658	1131514	2.3	2.3	2.3
7.	Banka	1608773	843293	765480	4.7	4.6	4.8
8.	Munger	1137797	607730	530067	1.6	1.5	1.7
9.	Kaimur	1289074	677623	611451	2.8	2.8	2.8
10.	Rohtas	2450748	1283485	1167263	1.0	1.0	1.0
11.	Jamui	1398796	729138	669658	4.8	4.6	4.9

Note: Purnea is the only project district

The figures in the above table indicate that the ST population is concentrated mainly in few districts like Katihar, Purnea, Banka, Jamui, Bhagalpur, West Champaran, Kaimur and Rohtas. Table 2 presents districts with significant concentration of Scheduled Tribe population.

Table 2. ST households in selected districts

District	Total households	% of ST Households
Katihar	455376	6.4
Purnea	492491	4.4
Jamui	232939	5.5
Rohtas	346043	1.3
Kaimur	184797	3.4
Munger	195175	1.8
Banka	278639	5.1
Bhagalpur	412080	2.5
W.Champaran	522728	1.6

Note: Purnea is the only project district

Special provisions for STs

The special provisions for the tribal communities in states on India are based on the population of the tribal communities. Accordingly, we have states divided into three categories:

- Category 'A' consists of States with substantial areas predominantly inhabited by tribals such as (1) Andhra Pradesh, (ii) Bihar (old)(iii) Gujarat, (iv) Himachal

- Pradesh, (vi) Madhya Pradesh (old) (vii) Maharashtra, (viii) Manipur, (ix) Orissa, Rajasthan and (xi) Sikkim.
- Category 'B' consists of States having dispersed tribal population with some areas of tribal concentration such as (i) Assam, (ii) West Bengal, (iii) Tripura and (iv) Jammu and Kashmir.
 - Category 'C' consists of the States/UT where the tribal population is by and large dispersed with very small areas of concentration such as (i) Karnataka, (ii) Kerala, (iii) Tamil Nadu, (iv) Uttar Pradesh, (Undivided), (v) Andaman & Nicobar Islands, (vi) Daman & Diu.

The funds allocated to category 'A' is then distributed to the States on three criteria, i.e. (i) 50% on the basis of Scheduled Tribe population in the Tribal Sub-Plan area (ii) 30% on the basis of geographical area of the Tribal Sub-Plan and (iii) 20% in inverse proportion to per capita Net State Domestic Product (NSDP) of the States. A special Scheme of Special Central Assistance (SCA) to Tribal Sub Plan was introduced during VI Five Year Plan. Under the Scheme assistance is given to State Government as an additive to State TSP. The SCA forms part of TSP strategy towards the larger goal of enhancing pace of socio-economic development in most backward tribal areas.

While Bihar qualified for this special assistance in the past, after the division of Bihar into Bihar and Jharkhand the tribal population in the state has been reduced to 0.90%. As a consequence the state has no special plans for the tribal communities. The SCA has been an additive to offer support to the state governments in their effort to develop the tribal communities under the Tribal Sub-Plan (TSP). Since state does not have substantial tribal population the SCA support is not available for the state.

A reflection of a lack of special provisions and attention of the GoB with respect to the small ST population is reflected in the recent Economic Survey (2006-2007) which provides the state of economic and social life of Bihar. In chapter V of the report on Social Sector in Bihar (pp104-136), there is detailed analysis of the HDI, health, sanitation, education and poverty. However, there is no disaggregation in the report does focusing tribal communities.

Also, in the recent Annual Budget presentation (2007) for Bihar, the scheduled caste/tribe and other backward class welfare, labor welfare etc are clubbed under Social Services (p59). Also, under the Schemes sponsored by the center it has clubbed Scheduled Caste/Tribe and Backward Caste welfare and has provided a grant of Rs.39 crore (p.57). The clubbing of the SC/ST/Backward classes suggests a diluted attention to the Tribal Communities, how so ever, numerically placed they might be. Apparently, there is no clear agenda of the state for the development of the tribal communities.

There are other constitutional safeguards which are also worked out on the basis of the population of the tribal communities. The notification, as Scheduled Area, under Schedule V of the government is also not applicable in the state and Purnea because the required numerical strength is missing. This deprives the tribal communities to have

effective say in the local governance under the Panchayati Raj Extension to Scheduled Areas (PESA).

Considering the marginalized status of the tribal communities in Purnea and incongruous nature of support system for them the BRLDP interventions would have to be fine tuned to respond to their special needs. Two key recommendations relate to:

- *The tribal communities should be facilitated, through sensitivity training and mobilization, to be able to analyze the existing inconsistencies in the dominant environment and articulate actions. The enabling environment as being foreseen as the outcome of the project should essentially help to develop this attribute (p11).*
- *Without having the control and assured entitlement over land all inputs of economic and institutional development would prove inconsequential. The project intervention must have the element of policy advocacy as well as local level capacity building to ensure that the same is adequately achieved.*

4. TRIBAL DEVELOPMENT PLAN (TDP)

As the figures in Tables 1 and 2 indicate, Katihar has the highest concentration of ST population among the districts followed by the neighboring Purnea which is also one of the six BRLDP districts. Considering the higher concentration of the ST population and also being the BRLDP district the Tribal Development Plan (TDP) has been prepared based on free, prior and informed consultation with ST households in Purnea district. As has been discussed earlier the ST population has rich diversity the proposed TDP should be considered with a limited terms of reference having its relevance to the geo-cultural and demographic realities of Purnea and the development block where the villages were selected from. This should not be generalized for the whole of the state.

Distribution of STs in Purnea

Purnea district has only Santhal tribe who has distinctive characteristics of (a) santhali language, (b) clan system and (c) traditional institutions.

Set in this background, the tribal communities in Purnea who largely belong to Santhals; are in a different format much different from the mainstream tribal communities clustered in majority. They are at the fringe of the mainstream community with a marginal numerical strength. The customary social and political institutions are showing aberrations. Instead of holding the tribal communities through a common cultural thread these institutions are embroiled in dealing with various threats coming from the external environment. For example their institution is engaged in a pitched legal battle with various hostile groups including the hostile/indifferent state agencies.

The major role the project could play is to act as an interface and help the communities develop capacities to deal with the hostile agencies. This is the challenge which the project has to accept. A real empowered and capacitated SHG/federation, for example, among the tribal women with a strong multi focal agenda could help them deal with economic and social aberrations and at the same time the traditional institutions would find more space to carve the basic agenda. The project should not adopt a confrontationist stance head on but supporting Tribals to deal with an indifferent and oppressing outside world needs to be an important design element of the project and strategically fine tuned during implementation.

In Purnea district, the ST population is not uniformly spread. Some blocks are seen to have higher concentration as described in Table 3.

Table 3. Block wise distribution of ST population in Purnea district.

SL No.	Block	Total Population			Percentage of ST Population		
		Total	M	F	Total	M	F
1.	Banmankhi	279337	146876	132461	5.8	5.9	5.8
2.	Barhara	167342	87462	79880	8.3	8.2	8.4
3.	Bhawanipur	126742	66258	60484	2.2	2.1	2.3
4.	Rupauli	188275	98654	89621	1.6	1.6	1.7
5.	Dhamdaha	233096	120928	112168	10.2	10.0	10.4
6.	Krityanand Nagar	175293	91065	84228	5.9	5.8	6.0
7.	Purnia East	350154	186263	163891	5.9	5.8	6.1
8.	Kasba	143904	74671	69233	4.3	4.3	4.3
9.	Srinagar	81289	42321	38968	5.4	5.3	5.5
10.	Jalalgarh	86355	44714	41641	1.4	1.3	1.5
11.	Amaur	221502	115064	106438	0.6	0.6	0.6
12.	Baisa	149246	77289	71957	0.9	0.9	0.9
13.	Baisi	169184	87406	81778	0.5	0.5	0.5

Note: M – Male. F- Female

The figures in Table 3 suggest that even in Purnea district, the tribal population is concentrated only in few developmental blocks namely Dhamadaha, Purnia East, Banmankhi, Barhara and Krityanand Nagar. Table 4 presents demographic characteristics of the blocks with higher ST population.

Table 4. Demographics of ST population in blocks.

Block	No. of h.h	Total population			Literacy rate			Sex ratio
		Total	Male	Female	Total	Male	Female	
Banmankhi	5.8	5.8	5.9	5.8	29.1	43.4	12.6	880
Barhara	8.1	8.3	8.2	8.4	30.6	45.3	13.7	937
Dhamdaha	10.6	10.2	10.0	10.4	26.0	39.2	12.2	967
Krityanand	5.9	5.9	5.8	6.0	16.8	26.4	6.7	950

Nagar								
Purnea East	6.6	5.9	5.8	6.1	29.7	40.5	17.9	909

Note: Banmankhi and Dhamdaha are project blocks

Based on the Table 4, also in consultation with the project team, Dhamdaha block, which has a tribal population above the national average of 8.20 percent, was sampled for the development plan. As has been stated earlier since the tribal communities have distinct characteristics, the TDP should evolve keeping in mind their unique disposition and represent their priorities and context. An attempt has been made, therefore, to capture the contextual realities taking three villages of Dhamdaha block. Two of the three villages have substantial tribal population as shown in Table 5.

Table 5. Profile of the three sampled villages

Village	Total HHs	ST households	% Tribal HHs	Cluster(s) within the village
V-I Rupaspur	150	70	46.70	Santhal, Mushahar, Rajput, bania Kaystha
V-II Dastol Amari	605	00	00	Tatma, Bania Brahmin,
V-III Bishunpur Diyara	375	300	80	Santhal, Yadav, Rajput, Brahmin Tiyar

The Purnea scenario – Dynamics of marginalization

Historically, for the ST communities, Purnea does not make their natural habitat. After the permanent settlement in 1793, the local Zamindars (landlords) brought the tribal communities to clear the forests to expand their cultivable land base and there by their tax net. Since Purnea, then was dreaded being the abode of all kinds of diseases, laborers from the plains were not willing to join the cleaning operation in Purnea. The Tribal laborers were brought from the erstwhile Snathalpargana on the promise that certain proportion of the land, so cleared, would be offered and settled to them. However, after the land was cleared, the Zamindars turned their back on their promises and denied the tribals the promised share in the land cleared. They were, however, given some land to till and cultivate in lieu of their labor given to the Zamindars. Since then a simmering discontent has been running high among the tribal communities against the land lords but because of their minority position and low socio-economic endowments they have not been able to raise a voice of dissent. In between there has been manipulation and administrative actions which kept the tribal communities silent and excluded.

In 1952 when the official land survey was conducted some part of the land under the tilling control of the tribal were temporarily settled (*Sikemy* in the local parlance) in their own name but this did not change their position much as the land lords targeted them still with fiercer vengeance. Some time they would be implicated in false cases, some times

violence would be unleashed against them. Oral accounts from the tribal leaders indicated that they were denied access to common resources like drinking water wells or grazing lands to make them yield to the oppressive designs of the high and mighty.

Being embroiled in such an embittered environment the tribal communities raised in revolt not so long (1972) against a local land lord marked by violent reprisals including multiple killings. The incidence proved a land mark and the tribal leaders and key members of the community suffered badly as the court cases and fear of retaliation kept the environment vitiated for long. Describing the violence witnessed in Dhamdaha block, one of the leaders of Rupaspur village - Pandu Hemberam had to say: "we have suffered a lot, no doubt, but this has emboldened the tribal community to assert their right and has also subdued the arrogant and exploitative powers to be. The administration, which is protector of the elite interest, is not friendly to us either but we don't care for their favor as it also comes for a price. What is important is that we have gained a new voice and the micro-dynamics has changed drastically. Now we have started moving with our heads high". So there exists in Purnea district a feud over land which is atleast two centuries old and greater struggle which is atleast three decades old.

Notwithstanding the claims of Pandu about keeping their head high there is still an atmosphere of apprehension and distrust reflected in more than one ways:

The group discussion during the consultation witnessed a peculiar situation. Each of the groups had two facilitators. In case of the tribal groups the members had a sense of unease in explaining and analyzing the situation. One of the facilitators was a member from the district literacy committee. The tribal members felt further stifled to open up before him. When the research team offered to replace them with one of the research team members there was spontaneous approval. Subsequent discussions revealed that they were not free before the local dominant people whom they perceived as conspiring against their interest.

Similarly, when Pandu (the tribal leader) was invited to share the dais with others he did not feel comfortable and preferred a physical distance from others.

The state agencies are equally not quite appreciated for their support. The consultation revealed that the government programs for the common good were maneuvered in favor of the rich and the dominant:

Birendra Kumar Singh, nee, Balo Yadava, the up-pramukh (deputy chief of the Panchayat) announced that every year there is a auction of water bodies for fishing. The tribal communities have hardly ever had the opportunity to win the bid. This is not only because of financial reasons but because the government agencies are easily influenced by the local elite and rich farmers to twist the processes in their favor.

The recent announcement of the government to open sugar mill in the area has further made things hot-up. Taking advantage of the situation the rich farmers, whose land were with the tribal communities under *Sikmey* (share cropping rights), have

announced that they would donate their land for the common cause of industrialization in the region. All that they (the rich farmers) intend to do is to donate the *Sikmey* land which in fact prove severe blow to the tribal rights of land ownership.

But their relationship with the nature and natural resources does seem to be well placed and harmonious as the relationship seems to have been adversely mediated by the state and its agencies as well as the elite and dominant.

The basic frame work of the proposed Tribal Development Plan (TDP)

There are basically two views on the development of the tribal communities. One view advocates providing an enabling frame work for the tribal people to move according to their own genius in a system of self-governance while sharing the benefits of development, retaining the best elements of their tradition, cultural life and ethos. Another strand of view argues that the tribal people must be acculturated to dominant society values and economic activities so that they can participate in the national development. The benefits of this view, as anticipated by the World Bank OP, can include improved social and economic opportunities but the cost is often the gradual loss of cultural diversities. To strike a balance between the diversity and development seems an enormously difficult task, particularly since, in bringing the benefits of development to them in education, health and income generation, a significant amount of mainstreaming, and consequent loss of diversity is inevitable.

Going by the situation in Purnea where the tribal community has been displaced from its original surroundings and is ensconced in a hostile and competitive environment, the TDP has to consider the latter strand suggesting that the tribal people must be acculturated to the dominant society realities and economic activities. Because they have suffered exploitation and marginalization in the hands of the dominant communities, the STs see this project as an opportunity as an enabling frame work that will help them to proactively respond to the hostilities of the environment. The consultations brought out the needs of the ST population related to this which include:

- Awareness building and sensitization;
- Development of collective leadership and action;
- Capacity building to be able assert their right and privileges;
- Capacity to participate in the governance;
- Institutional development to direct and exercise their initiatives and innovations and be able negotiate and network with the external environment including market;
- Preserving and promoting their native core wisdom, technology and values; and
- Development of economic skills and entrepreneurship.

The situation of the tribal communities in Purnea is characterized by and based on a fragile or unbalanced set of livelihood assets, unable to sustain to shocks, changes or trends not supported, or actively obstructed by policies, institutions and processes that do

not allow assets to be used as they might. The livelihoods options are combined in a “bad” or unsustainable strategy. The above conditions, therefore, have to be seen in the context of the (1) access and control over various assets/capital, (2) vulnerabilities suffered by them and (3) compatibility/adequacy of procedures and institutions supporting or actively obstructing access and control.

The basic frame work of the proposed TDP would hinge around facilitating an enabling environment to ensure access and control over assets and opportunities by reducing vulnerabilities and shocks. This will be done through facilitating appropriate/compatible institutions, ultimately leading to empowerment and inclusion

The magnitude and coverage

The current project is proposed to be implemented in only 2 of the 13 blocks in Purnea district namely Banmankhi and Dhamdaha. However, the components of the TDP should be applicable to all the 13 development blocks with variations in the micro level context being reflected in the participatory planning that is an integral part of the project. ST population will be continuously involved in preparing the micro-level plans to be provided investment support under the project

TDP components

As is clear from the objectives of the BRLDP, it aims at empowering the rural poor by institutional development and enhancing the size of rural economy. The TDP components, in the context of BRLDP would, therefore, be considered in terms of:

- Endowment/ asset and skill development
- Institutional strengthening and development
- Capacity building
- Enabling inputs
- Policy influencing inputs

In the following section an attempt is made to elaborate the TDP components in terms of elements, support -financial and logistics- required, collaboration and linkages, expected outcome, verifiable indicators and Monitoring and Evaluation.

(i) Endowment/ asset and skill development

The finding from Purnea suggests low asset/ endowments available to the tribal communities. They have been found to be deficient in physical, human and financial endowments. Although the tribal communities are said to have a strong bond with the natural resources the same seems to have been mediated by the state and the agencies. Low per capita land ownership, dilapidated dwellings and poor sanitation and safe drinking water, all point to their deficiency. The cultural assets as enjoyed by the tribal communities are faced with extinction in the face of a mounting intrusion of the outside influences. The social capital like education, literacy, health and native wisdom are

proving inadequate to cope with the external onslaughts. Although tribal communities in Purnea have strong network among themselves they are not strong enough to face the challenges posed by the non-tribal dominant groups. The proposed TDP suggests development and augmentation of assets for the tribal communities. The project interventions would be combined with the community contributions, state agencies' provisions and market linkages.

While Purnea is not where the tribals originally belong to, the over two centuries of association has seen the ST population in Purnea develop close ties with the land. Another important aspect to note is that while tribals have been provided de jure rights to land, de facto their limited social and economic endowments have prevented from exercising their rights without fear. The tribal communities, in Purnea, have low land ownership. The land ownership is also malicious. In some villages there is entitlement under Sikmi. Consultations during the process revealed that the project support in terms of building their social institutions and augmenting the livelihoods and economic status of the community will would greatly benefit them and help them gain maximum from their lands. Providing access to investments in land for increased productivity and establishing linkages with markets for produce would improve incomes.

The tribal communities make use of the obsolete technologies and cropping pattern. This makes the agriculture un remunerative. It is proposed to expose the community with the modern technologies by establishing functional linkages with the local agencies and by organizing various kinds of training for them and by facilitating procurement of agricultural inputs at economical prices. Similarly, facilitating backward forward linkages would help them optimize the benefits of agriculture. There is rich ground and surface water endowment but exploitation of the ground and surface water is less than scientific. Farmers have to be oriented to the principles of integrated water resources management (IWRM). In the Purnea villages where the study has been conducted there is sufficient flora and fauna which can be developed to support and supplement their livelihoods.

Availability of safe drinking water, sanitation facilities, proper housing are all deficient and below the minimum quality standard. While there is enough support available through the government schemes they have not been fully utilized in the area. An effort to influence the delivery system can improve this important physical endowment.

Absence of SHGs in the studied villages, point to the inability of the tribal community to get organized into saving and thrift groups. This also points to the failure of the financial and the government agencies to sensitize and prepare them for savings and thrift and also for channeling the financial intermediation through such group based initiatives. This would be an important project component. The interventions for ensuring assetization are presented in Table 6.

Table 6. Interventions for assetization

Asset	Interventions suggested	Support/collaboration
Natural	Legal/procedural/policy Technological	State policy Agencies with technological expertise

		Local agencies and community wisdom The project-BRLDP
Physical	Fine tuning State sponsored programs and schemes Convergence of agencies and programs	State agencies Community BRLDP
Human	Fine tuning state sponsored programs Convergence of agencies and programs	State agencies Community BRLDP
Social	Community mobilization Local level capacity development Reorienting state policy Fine tuning state sponsored programs Convergence of agencies and programs	State agencies Community BRLDP Professional agencies
Financial	Community mobilization Reorienting state policy Capacity building Institutional linkage	State agencies Community BRLDP Professional agencies

(ii) Institutional strengthening and development

The process of assetization, for example taking on the land rights or strengthening financial base, would call for collective initiatives. Such actions would require be, eventually, stabilizing and making systematic. Institutions are the stable pattern of social relationship bound by common vision, mission and norms all directed to a common goal. Institutions offer frame of reference for action with collective strength and mutually agreed norms to discipline actions. In case of the tribal communities, in Purnea, institutions become important to direct their actions toward their emancipation and empowerment. The community has been struggling to liberate itself from various social and environmental constraints and would therefore require institutional support as tool to deal with the constraints.

The tribal community has a very cohesive traditional institution which they use to guide their socio-cultural behavior. The situation in Purnea has necessitated the traditional community based institution to also take on other responsibilities while dealing with the hostile environment. Fighting court cases, struggling to eke out a living and dealing with the intra-group relations have all become the agenda of the community based traditional institution. This has eroded its cutting edge as the preserver of their cultural heritage. The requirement is to facilitate formation of institutions aimed to achieving different socio-economic goals. The traditional institution should be developed to act as over arching

umbrella to guide and direct the socio-cultural and moral aspects of the community while keeping the traditional norms and values intact and lively.

The TDP under the project will support and develop inclusive, self-reliant, self-managed and sustainable, community organizations and their Federations for livelihoods improvement.

(a) *Self-help groups (SHGs)*: The tribal community are faced with financial and resource crunch. Although lower level of income and remittances may not allow regular saving it has been proved without doubt that thrift activities are possible even under serious financial constraints. Inadequacy and unwillingness of the financial institutions to address the financial constraints of the tribal communities further necessitates SHGs with social and financial intermediation as the agenda. SHGs can be either exclusively for women or men or mixed. While the beginning can be made with the internal financial mobilization the project can facilitate initial mobilization, capacity building and hand holding and monitoring of their activities. The project can also work out a matching revolving fund and influence the existing financial institutions to supplement a financial corpus. Beginning with few SHGs, clusters and federations can be evolved to anchor their activities and assume an autonomous position facilitating financial and social intermediation. Table 7 provides details of institutional interventions.

(b) *Farmers –cooperatives/Producers cooperatives*: The diversity of activities in various fields would require specialized inputs and resources for the tribal farmers. Inadequacy of the formal mainstream institutions to help the tribal communities has left them alienated. While there are special provisions for the tribal communities to take advantage of the benefits the same are scarcely utilized. The findings indicate complete cooption of the cooperatives by the elite and dominant communities. Tribal communities' participation is denied or ignored following the often repeated pretext of their ignorance and lack of awareness.

Special cooperatives for the tribal communities are planned as part of the proposed TDP. The basic terms of reference of the cooperatives would be to channel the facilities available for the tribal communities under the existing provisions. The tribal farmers can include technological and other agricultural inputs as components. Different variants like dairy, fishery, vegetable growers, water users etc. can further evolve and diversify. This would also help the tribal farmers reorient themselves and develop capacities to participate in the mainstream cooperative activities as effective members. The project inputs in the sector would include initial mobilization, capacity development and developing institutional interface to expand and augment the spin off.

(c) *Panchayati Raj Institutions (PRIs)* have emerged as effective organs of the local - self decentralized governance. The findings suggest that the tribal communities have been completely ignored for their partnership and participation in the decentralized governance. The benefits provided for them are said to have been misappropriated by the dominant communities. To have the benefits fully utilized by the tribal communities and also to counter the machination for their exclusion the TDP would propose creating awareness

about the existing provisions for their benefits and build their capacity to participate as informed and effective partner in the PRIs. The project would have to maintain a cautious approach while interfacing with the PRIs as the dominant community might see the project as yet another opportunity to corner opportunities.

Table 7. Institutional strengthening

Institutional Variants	Interventions proposed	Support/collaboration
Self-help groups	Mobilization Capacity building/hand holding Linkages Development of federation	Project-BRLDP Professional agencies – NGOs State agencies Financial institutions
Cooperatives	Mobilization Capacity building/hand holding Linkages Business development and diversification	Project-BRLDP Professional agencies – NGOs State agencies Financial institutions
PRIs	Capacity building Linkages	Project-BRLDP State/NG agencies

(iii) Capacity building

Tribal communities have been following a different style of life with distinct value system and beliefs. Their exposure and interaction with the modern market and government system has been limited. The proposed TDP would require the community to interact with the external environment and turn the so far hostile situation in their favor. Most of their isolation and exclusion is often attributed to lack of preparedness to negotiate with the complex market and governance system. Although this alibi does not stand true in the face of the scientific evidences suggesting that there is often a willingness to change and excel among the individuals howsoever impoverished one may be. Psychologists suggest carefully designed enabling inputs and strategies for the people to express their latent potentials into creative and constructive endeavors. This is in this context that need for capacity building is greatly felt to enable the tribal communities empower themselves using the opportunities suggested in the TDP.

Capacity, in the generic sense, is the ability to effect changes in ones behavior and actions toward achieving a defined goal. In the context of the BRLDP capacity building would mean using enabling inputs and strategies to make the stakeholders in the project work toward achieving the project goals of empowering the poor and the excluded. The TDP sees capacity building as enabling inputs for the tribal communities to take on various inconsistencies in the environment and be able to turn around the situation in their favor. Capacity building would also include evolving enabling inputs and strategies for the facilitators and local institutions to critically examine and reflect around the need

for offering an inclusive platform for the tribal communities to empower themselves and become effective member of the society with all their wisdom and capacities.

The TDP envisages capacity building strategy and inputs at the following levels:

- The tribal communities as such
- Capacity building to the emerging tribal leadership
- Capacity building for the governance of the micro-institutions like the SHGs, cooperatives and federations
- The members of the Panchayat to integrate the needs and aspirations of the tribal communities into their developmental priorities and agenda
- Officers and staff of the local governance systems-development blocks for example and financial institutions,
- Members of the civil society institutions to appreciate and articulate tribal communities needs, strengths and priorities

Capacity building strategies in the mainstream development programs are notional, mechanical, routine and sporadic. Research findings reveal instances where training have been organized for the ICDS workers, Panchayat functionaries and members of the village education committees. There is need for strong, relevant and compatible capacity building strategy which is culturally sensitive for the Tribals (Table 8).

For example, teaching of the modern financial management using ‘double cash book entry’ may not auger well for the tribal women member of the SHG. They may have a different notion of keeping record (track) of their financial transactions. Capacity building for financial management for the SHGs and federation will have to take into account their own ways and fine tune the modern practices with their native wisdom. Similarly, capacity building inputs and strategies will have to be fine tuned with and adjusted against the scholastic levels and orientation of different category of stakeholders. They will have to be sensitized to the need for respecting the tribal communities with their natural and intellectual endowments. The process has to be participatory, interactive and activity oriented in order to get the information absorbed and integrated. The capacity building strategy can be seen through the following matrix:

Table 8. Capacity Building

The target audience	Capacity building aspects	Facilitators/collaborators	Mode
Traditional community leaders	<ul style="list-style-type: none"> ▪ Development dynamics ▪ The uniqueness of tribal society ▪ Fine tuning tradition with modern development ▪ Empowerment and BRLDP ▪ Aspects of BRLDP ▪ Gender aspects in BRLDP 	<ul style="list-style-type: none"> ▪ BRLDP professionals ▪ Local government functionaries ▪ NGO representatives ▪ Local resource persons from the academia ▪ Panchayat functionaries 	Consultation

Women leaders SHG/federation functionaries	<ul style="list-style-type: none"> ▪ Group dynamics ▪ Women at the center- ▪ Thrift and saving ▪ SHGs and institutional development ▪ Micro-planning 	<ul style="list-style-type: none"> ▪ BRLDP professionals ▪ Gender specialist ▪ Social scientist ▪ Institutional specialist ▪ Micro-finance persons ▪ Participative process specialist 	<p>Consultation</p> <p>Structured focused group interaction</p> <p>Modular training</p>
Panchayat representatives	<ul style="list-style-type: none"> ▪ Social diversity and need for synergy and convergence ▪ Tribal as unique groups ▪ Special provisions for the tribal communities ▪ Tribal representation in the PRIs-PESA and other provisions ▪ Planning for the tribal communities ▪ Integrating tribal plans into PRIs ▪ Micro planning ▪ Sustainable livelihoods framework 	<ul style="list-style-type: none"> ▪ BRLDP professionals ▪ Social science professionals ▪ Panchayat functionaries ▪ Government officials from the department of panchayat and RD ▪ Zila Parishad specialists ▪ Gender specialist ▪ Participative approach specialists ▪ Livelihoods specialist 	<p>Consultation</p> <p>Workshops</p> <p>Structured training</p> <p>Exposure visits to successful locations within and outside the state</p>
Government functionaries	<ul style="list-style-type: none"> ▪ Tribals as distinct community – their endowments ▪ Provisions and protections for the tribal communities ▪ Schemes for tribal development ▪ Planning for effective implementation of tribal development schemes and programs ▪ Project cycle management (PCM) ▪ Innovations and experimentation in tribal development ▪ Micro-planning ▪ Group based development initiatives-SHGs and beyond ▪ Monitoring and evaluation of tribal development activities 	<ul style="list-style-type: none"> ▪ BRLDP professionals ▪ Social science professionals ▪ Panchayat functionaries ▪ Senior Government officials from the department of panchayat and RD ▪ Zila Parishad specialists ▪ Gender specialist ▪ Participative approach specialists ▪ Livelihoods specialist ▪ Anthropologist ▪ NGO representatives with professional expertise 	<p>Workshops</p> <p>Structured training</p> <p>Exposure visits to successful locations within and outside the state</p> <p>Field training in micro-planning</p> <p>Simulation and role plays</p>
NGO functionaries	<ul style="list-style-type: none"> ▪ Tribal as distinct community –their endowments 	<ul style="list-style-type: none"> ▪ BRLDP professionals ▪ Social science professionals 	<p>Workshops</p> <p>Structured</p>

	<ul style="list-style-type: none"> ▪ Provisions and protections for the tribal communities ▪ Schemes for tribal development ▪ Planning for effective implementation of tribal development schemes and programs ▪ Project cycle management(PCM) ▪ Innovations and experimentation in tribal development ▪ Micro-planning ▪ Group based development initiatives-SHGs and beyond ▪ Evolving IEC ▪ Advocacy for tribal rights ▪ Process documentation ▪ Capacity building inputs and strategies for the tribal communities ▪ Need assessment for the tribal communities 	<ul style="list-style-type: none"> ▪ Panchayat functionaries ▪ Senior Government officials from the department of panchayat and RD ▪ Zila Parishad specialists ▪ Gender specialist ▪ Participative approach specialists ▪ Livelihoods specialist ▪ Anthropologist ▪ NGO representatives with professional expertise 	<p>training</p> <p>Exposure visits to successful locations within and outside the state</p> <p>Field training in micro-planning</p> <p>Simulation and role plays</p>
BRLDP functionaries	<ul style="list-style-type: none"> ▪ BRLDP and tribal needs assessment ▪ Group dynamics ▪ Gender –equity/justice ▪ Micro-planning ▪ Fine tuning needs with BRLDP project inputs ▪ Process documentation ▪ Participative research ▪ Participative Monitoring and Evaluation(PME) ▪ IEC and advocacy ▪ Synergy and convergence of agencies and schemes 	<ul style="list-style-type: none"> ▪ Social science professionals ▪ BRLDP officials ▪ Development professionals ▪ Practicing NGOs 	<p>Workshops</p> <p>Experiential learning opportunities</p> <p>Structured thematic training</p> <p>Exposure visits</p>

(iv) Enabling strategy and inputs

BRLDP is operational in the whole of Purnea district. It is influenced by the larger governance system of the state and has to interact with the macro-environment with all its dominant norms and values. The tribal communities, in Purnea, make just 4% of the total

population which gives them a minority position. Their exclusion is an outcome of a complex socio-cultural and economic dynamics which has embedded deeply. The special inclusion initiatives, under the project, may not evoke spontaneous appreciation about the need and urgency of such an intervention. This may also be seen as extra favor to those who have always been at the receiving end of the dominant community. The inclusion interventions may create hostility and resistance among the existing authority structure as several of them might feel threatened at the emerging empowerment. While some of the perceptions may be real others may just be misplaced based on uniformed intentions.

Considered in the above reality there is a need to create an enabling environment in which the project’s vision and intention is positively appreciated with a win-win message effectively sent across various sections of the society. The local governance organs might perceive the project as another opportunity to corner the benefits while an unhealthy competition, among the various stakeholders, may upset the plan for empowerment. The TDP suggests an appropriate strategy to create positive environment for the project to achieve its intended objectives of empowering the tribal community. The strategy proposed would consider:

Creating transparency about the intended goals of the project

- Informing the people about operational norms
- Keeping the larger segment of the society updated about what is happening in the project,
- Attempt synergy and convergence of agencies and schemes and offer opportunities to other agencies to optimize the outcome of their own interventions,
- Offer a common platform for the agencies to jointly own the achievements

Following strategies and inputs are suggested:

Suggested conditions	Ways/tools to achieve them
1.Creating transparency about the goals	<ul style="list-style-type: none"> ▪ Available media ▪ Public consultations ▪ Existing state channels
2.Informing the operational norms	<ul style="list-style-type: none"> ▪ Available media ▪ Public consultations ▪ Existing state channels ▪ Publication of project bulletin
3.Updating the public/social audit	<ul style="list-style-type: none"> ▪ Regular seminar using the existing public platform ▪ Updating the web site ▪ Organizing cultural events /Melas/exhibitions
4.Synergy and convergence	<ul style="list-style-type: none"> ▪ Inter-institutional consultation and sharing ▪ Focused planning for partnership –use the flexibility within the project as opportunity to

	<ul style="list-style-type: none"> attract mainstream development agencies ▪ Setting up innovative sub-activities with common agenda and intent ▪ Capture the outcome and flag off as shared achievement ▪ Organize inter- institutional exposure visits ▪ Nominate officials from different agencies for different trainings
5.Offer a common platform for the agencies to jointly own and pride the achievements	<ul style="list-style-type: none"> ▪ Evolve a common platform like innovation club at the local level-say Purnea or Dhmadaha ▪ Involve different agencies like universities, research institutes and encourage them capture the process and outcome, ▪ Allow them to present the outcome ▪ Involve local media to show case the achievements ▪ Occasional events keeping the tribal glory at the helm

(v) ***Policy influencing inputs***

Process of assetization, institutional development and capacity building combined with enabling inputs are likely to trigger process for change in the life of the tribal communities. They would be able to assert their right over resources and institutions which may not sound encouraging to the existing power structure. Oppositions, conflicts and resistance might jeopardize the outcome unless the outcome of the project interventions are fully supported by the state policy. Constant effort would have to be made to keep the policy dialogue going keeping the project's outcome at the center. Involvement of higher level of bureaucracy, people's representative and the state level policy makers is suggested. Policy sensitization is a tricky issue and would depend upon the capacity of the project leadership to synthesize, package and use the ground level outcome in a way that can evoke positive response from the policy makers of the state. The ground level positive environment created by the project interventions are the effective tools but a multi-agency collaboration to use the outcome for policy sensitization would be worthwhile. The top leadership of the project being in the hands of a senior bureaucrat may not be able to use advocacy given his position in the bureaucratic ladder. A multilayer advocacy is, therefore, suggested. This can be done:

- Using the local media by different stakeholders
- Organizing popular events-mass meetings/seminars to be attended by the policy makers and enlist their commitments,
- Capturing the ground outcome effectively and sharing the same with the different levels of the policy makers at the state and central levels
- Using state Public Relations agency to reach out larger sections of the society including the policy makers and
- Publication of reports, bulletins, audio-visuals.

The TDP as proposed should be considered as indicative and applicable only in the context of the Tribal Communities of Purnea. As the tribal communities are diverse in their demographic characteristics and geo-cultural contexts the TDP should integrate the finer specific nuances. However, the basic frame work of empowerment, as has been used in the TDP, shall apply to all the groups-marginalized and excluded as they might be.

5. TDP IMPLEMENTATION

Key Project Components

The BRLDP has four major components and will also be implemented in the villages and blocks with significant tribal population:

Component I: Community Institution Development: This component is the core investment in the project and would be taken in a phased manner. The first phase will involve strengthening and building vibrant and self managed primary institutions of the poor tribal families, exclusively or with mixed membership based on ST population; including Self Help Groups (SHGs) based on internal thrift and revolution of savings. During the second phase, the primary level SHGs will be federated at the village level to form village organizations (VOs) exclusively of the tribal families or of mixed membership of the poor. The VO will be provided project investments for various activities through a participatory micro planning process. The third phase would involve supporting federation of VOs to aggregate as higher level apex federated community organizations at the block or cluster level for taking up livelihood enhancement and income generating activities and develop linkages with market institutions. This component will facilitate empowering community organizations to develop direct linkages with financial service providers including commercial banks. The communities will also be provided skills and tools to develop social accountability mechanisms to enable transparency and good governance of the institutions of the poor and build effective service delivery systems with local government. The component will also facilitate better village-level communication strategies on issues affecting social and economic activities of interest to the rural poor.

Component II: Community Investment Fund: The Community Investment Fund (CIF) is designed to transfer financial and technical resources to the CBOs including of STs on a demand driven basis through a participatory micro planning process for use as a catalyst to improve their livelihoods and build their institutions. Some of the key elements that could be supported using the CIF funds are a) for income generation and livelihood improvements; b) to address food security needs¹; c) for skill development to increase employment and employability of the rural poor households, including rural youths and d) for investments in limited productive community-level infrastructure facilities. Details fo this are the detailed Project Implementation Plan which will guide the overall implementation in the tribal areas also.

In addition, at least 10% of the CIF can be used by the Community to pilot-test a) social risk management interventions in areas like health and disability²; and b) alternate public service delivery models in cooperation with service providers and local governments. The experiences gained by community institutions in using these funds will also enable them to leverage higher investment from Banks and other commercial sector agencies and increase creditworthiness of the poor.

Component III Technical Assistance Fund: The Technical Assistance Funds (TAFs) will support increased Private Sector involvement and use of Public/Private Partnerships in improving the supply side of key livelihood services for the community organizations and federations of the ST population along with other poor. Key elements and/or activities that will be supported by this component include:

- a) Improving access to finance, i.e., setting-up of a Microfinance Investment and Technical Assistance Fund (MITA)
- b) Establishing a business development facility (BDF) to mobilize both public (including Agriculture technology Management Agency (ATMA) and cooperatives) and private sector initiatives (including NGOs and non-profits) in agriculture, livestock and non farm sectors
 - to promote vertical integration of smallholder agriculture with private investment in extension services, input supply, local level procurement, post-harvest value addition initiatives including agro-processing and marketing support
 - to develop livelihood clusters in the non-farm sector and to provide support in developing backward and forward linkages to the households and communities engaged in the sector
- c) Supporting NGO capacity building to help them develop into specialist service providers with high competencies.
- d) Instituting an innovation fund to support innovations by individuals, enterprises, organizations and institutions in the public and private sector aimed at improving rural livelihoods

Component IV Project Management: This component would facilitate overall co-ordination, implementation, and financial management, monitoring and learning of the project at state and district levels. It would include setting up and strengthening state and district level project units, providing office infrastructure and logistic support, and setting up monitoring, evaluation and learning systems. This component will be managed by the District Project Coordination Unit (DPCU) and State Project Management Unit (SPMU) and the important activities include identification and contracting resource/support agencies, disbursement of salaries and other benefits to staff, procurement and maintenance of vehicles, office and equipment, and liaisoning and convergence with other agencies and government departments

² Poor are highly vulnerable to health shocks and to death or disability of the primary bread-winner of the family.

9. Key elements of Tribal Plan: The tribal strategy has recognized and incorporated certain key elements related to Institutional strengthening and development, endowment/asset and skill development, capacity building, enabling inputs and policy influencing inputs. These are described in Table 1.

Key elements	Key considerations and suggested interventions
<i>Information</i>	<ul style="list-style-type: none"> ▪ Project information will be made available in the tribal villages and to tribal families in a culturally sensitive manner at the same time keeping in view the literacy levels and other key characteristics of tribal habitations. ▪ Local artists and local art forms to be used.
<i>Inclusion</i>	<ul style="list-style-type: none"> ▪ All ST families in villages with both dispersed and concentrated populations, will be organized into SHGs. Villages with large ST population will have exclusive tribal SHGs. ▪ Strengthening of social institutions of the Tribal community along with federations will be taken up. Local tribal traditions and leadership will be involved in the process of institutions building
<i>Investments</i>	<ul style="list-style-type: none"> ▪ Investments will be supported in land, which many tribal families own, along with improvements in production practices, productivity and marketing. ▪ Economic empowerment through improved livelihoods and incomes will enable Tribal families their de jure rights on agriculture land which they currently possess based on temporary settlement into de facto rights. ▪ Support will also be sought from the District Administration to strengthen land rights. ▪ Support for skill development of Tribal youth ▪ Potential indigenous skills to be explored for other livelihoods opportunities
<i>Implementation</i>	<ul style="list-style-type: none"> ▪ Staff working in villages with significant tribal population to receive sensitization trainings ▪ Preference for community members who are sensitive to the needs of Tribals to be given preference for para professionals ▪ Partnerships with Technician service providers – individuals and organizations that have experience working with Tribals ▪ Convergence with government programs for tribals to enhance benefits

Institutional Arrangements

The project's institutional arrangements are built as support structure starting from community and village level and going further to block, District and State level; and BRLPS working as a promotional and umbrella agency for rural livelihood promotion in Bihar.

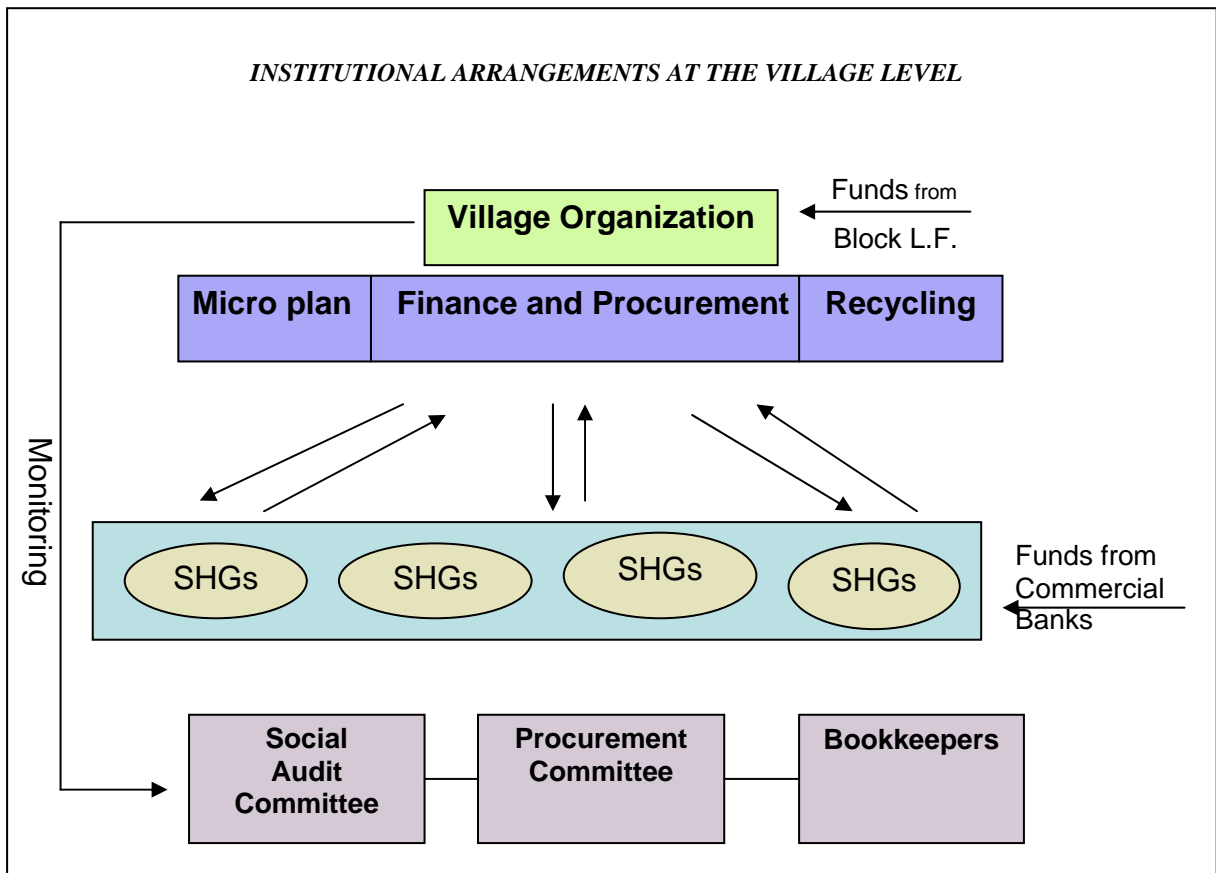
(a) **Communities and village level:** The institutional arrangements at the village-level under the project are designed to enable poor women and other disadvantaged groups to form their membership organisations at group level and subsequently federate at the village and block level. These three tier structure gives the poor women and their organisations ability to achieve economies of scale and aggregate in terms of access to

services, credit and market services. It also enables them to build good quality sustainable institutions with a financial base. These institutions also enable external institutions like commercial banks to reduce their transaction costs in dealing with a large number of small, dispersed and low transaction volume poor households.

- (i) *Self Help Groups and their Federations:* Women from poor and disadvantaged households will be mobilised to form affinity groups known as SHGs. The group membership will be from 10 to 15 households. The SHGs will be based on thrift and revolving their internal savings for providing credit to each other. These groups will be provided support in developing group norms, financial management capacity, development of solidarity and access skills, credit and services from a variety of service providers. These self help groups will be provided support to be federated into VOs involving 200 to 300 members at the village level. The VOs will provide the SHGs technical assistance for micro plan preparation for livelihoods and enable access to financial and technical resources from the project and financial institutions, and undertake collective activities like food security, village level procurement and other activities requiring collective action. These VOs will be the main recipients of the project resources. The VOs will be facilitated to develop Block Level Federations (BLFs) covering about 30 to 40 villages (10,000 members). The BLFs will provide VOs with technical assistance,

capacity building and facilitate convergence between CBOs and different agencies of development like local governments and line agencies. BLFs will also hire functionaries to provide support to VOs. They will also arrange bulk finance for the VOs from commercial banks and support formation and promotion of livelihood based organisations and activities requiring linkages with comercial sector organisations.

- (ii) *Livelihood Institutions/Producers' Groups and federations*: The project will promote livelihood based activity groups and federations of members who have similar livelihoods in sectors such as dairy, agriculture, fisheries, honey etc. Members will come from different SHGs and will receive technical and financial support in areas of input and output procurement, extension services, technical assistance services and marketing services. These groups and federations would be enabled to develop commercial and direct relationships with private , cooperative and public sector agencies.
- (iii) *Para Professionals/Community Service Providers*: A cadre of activists and para professionals including community activists, book keepers, community resource persons, para veterinarians, job resource persons, health activists will be developed by the project through investment in their knowledge and skills to provide services to and be accountable to the CBOs and be paid by them over a period of time.

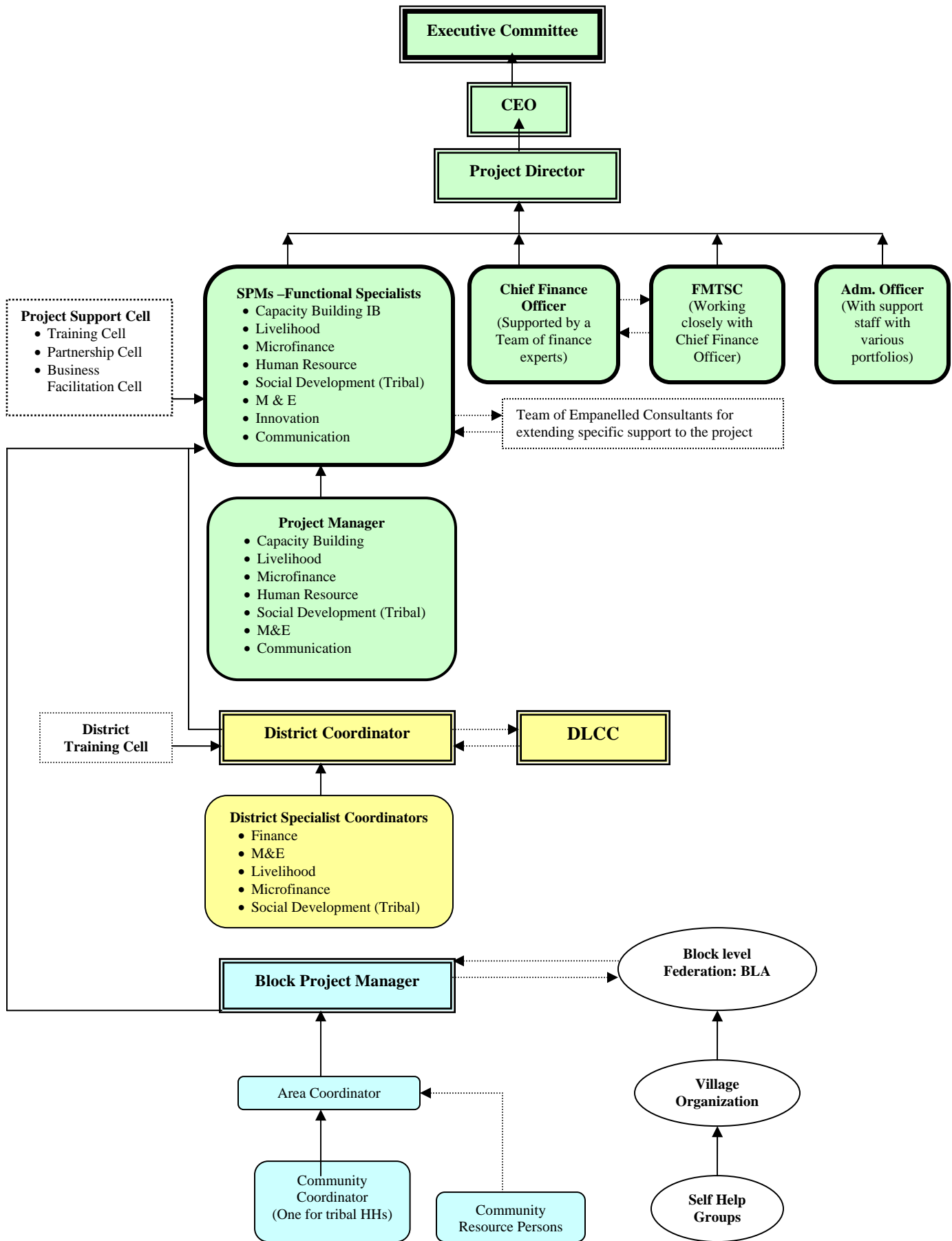


(b) **Block Project Implementation Unit (BPIU):** One BPIU will be set-up in each of the 42 project blocks and will play a critical role in project implementation. The Block Project Manager will head the BPIU supported by a Training Manager, Area Coordinators and Community Coordinators, and other administrative staff. This Unit will facilitate the formation and functioning of the Block Level Coordination Committee (BLCC) and Block Level Federation of the SHGs. Along with a cadre of Community Resource Persons, the BPIU will be responsible for village and block level implementation.

(c) **District Project Coordination Unit (DPCU):** In the six project districts, a District Project Coordinator (DPC) will head the DPCU which will be responsible for coordinating, implementing and managing project activities in the district. The structure of the DPCU will be lean with the DPC supported by Monitoring and Evaluation and Accounting staff. Other relevant specialists in the areas like social development, livelihoods and micro finance will be added, based on district specific requirements that emerge during implementation.

(d) **State Project Management Unit (SPMU):** The SPMU is headed by the Project Director, supported by a team of professionals with expertise in institution building, capacity building, social development, livelihoods, microfinance, communication, monitoring and evaluation, human resources development, and finance. Other expertise needed will be obtained on contracts/partnership basis with other agencies. Considering the limited service providers that are available in the state, the SPMU will have in-house arrangements in the form of “Cells” to plan, manage and coordinate activities in key areas of Training and Capacity Building, Business Facilitation and Partnership Development

(e) **Bihar Rural Livelihoods Promotion Society:** In order to work intensively with the poor and disadvantaged who are the target population for the project and demonstrate an effective and efficient model of project implementation for livelihoods development, the GoB has set-up the “Bihar Rural Livelihoods Promotion Society” (BRLPS) registered under the Society Registration Act, 1860. This society will provide guidance and advise to the program, facilitate and coordinate project’s functioning and periodically monitor progress. The BRLPS has a seventeen member general body and an Executive Committee entrusted with the management of the Society and is headed by the Development Commissioner, GoB. It has representatives from the government, civil society, private sector, banks, academia and developmental institutions.



Village Development Cycle

The Village Development Cycle has four stages of Social Mobilization, Capacity Building, Livelihood Implementation, and Federation and Consolidation. Table 9 provides details of activities at the village level and key milestones for each stage.

Table 9. Village Development Cycle at the Community Level

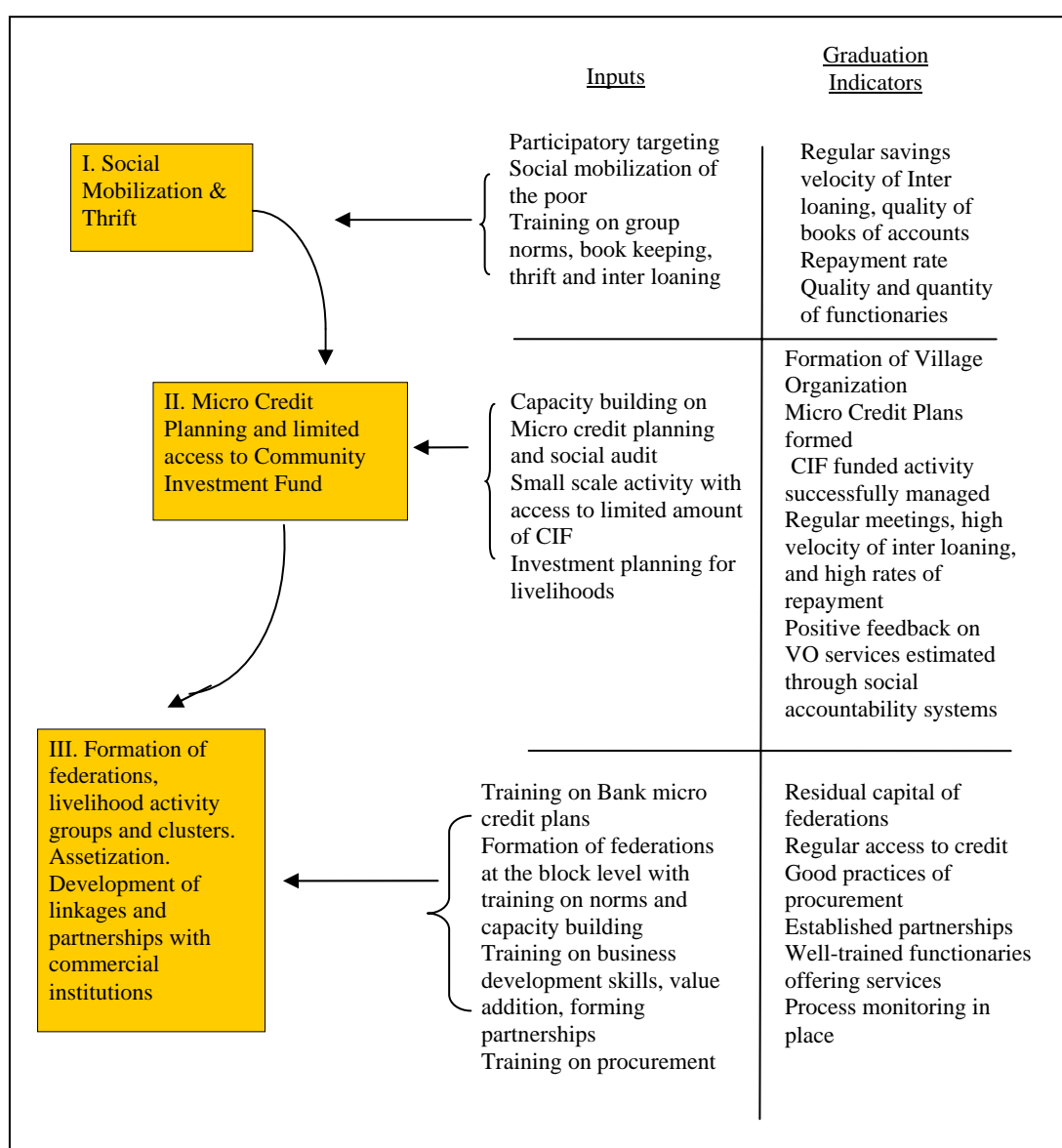
Stages	Critical Activities	Key milestones and graduation indicators
<i>Stage I: Social Mobilization</i>		
Village Level	<ul style="list-style-type: none"> • Social mapping and baseline using participatory methods • Develop a list of project participants through participatory identification of the poor • Seek Gram Sabha approval of PIP list • Mobilize target families and SHG members • Formation of SHGs, introduction of capacity building and opening of bank accounts • Identification and training of community resource persons (CRPs)/community mobilizers (CMs) and book keepers • SHGs meet regularly, practice thrift and inter loaning according to group norms 	<ul style="list-style-type: none"> • PIP completed and the list approved • Formation of at least ten SHGs per village • Opening of bank accounts for all SHGs • Regular meetings and savings of groups • High velocity of inter loaning • High repayment rate • Substantial number of CRPs/CMs and bookkeepers trained and providing services
<i>Stage II: Capacity Building</i>		
Village Level	<ul style="list-style-type: none"> • Training to SHGs in development of micro credit plans for assetization • SHGs trained in development of MCPs for commercial Banks • Formation of VO • Establishment of accountability systems • Introduction of CIF in limited amount for Targeted Interventions such as food security • Capacity building for VO in micro credit planning • Establishment of social audit committee • Launch thematic communication campaigns • Launching of skill building programs for youth 	<ul style="list-style-type: none"> • Establishment of VO and office bearers • Majority of SHGs have been credit linked • Micro credit plan approved and first tranche of CIF provided • Majority of SHGs received credit from Banks and repaid • Accountability systems in place and functioning • Results from score cards and report cards consolidated and disclosed
<i>Stage III: Livelihood Implementation</i>		
Village Level	<ul style="list-style-type: none"> • Identification and formation of livelihood activity • Training on Livelihood investment plans • Establish partnerships and linkages with service providers, private sector • Establishment of procurement committee 	<ul style="list-style-type: none"> • Livelihood activity groups formed • Livelihood investment plans formed • Procurement committee established
<i>Stage IV: Federation and consolidation</i>		
	<ul style="list-style-type: none"> • Formation of block level federations of SHGs 	<ul style="list-style-type: none"> • Community organizations

Block Level	<ul style="list-style-type: none"> • Formation of federations of livelihood activity groups • Technical assistance and capacity building provided to livelihood activity groups 	and federations functioning with strong networks with private and public sector as well as local governance bodies
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6. MONITORING, EVALUATION AND LEARNING (ME&L)

The implementation at the village level will be guided by the process laid out in Fig 1 with respect to institutional graduation.

Fig 1. Project Implementation Process at Village Level



The overall project ME&L System of a) input and output monitoring, b) process monitoring, and c) impact evaluation would ensure effective implementation of Tribal Development Plan.

For the purpose of monitoring and evaluation of Tribal Development Plan, basic data relating to village wise information on tribal population, infrastructure facilities, land utilization, cropping pattern, livelihoods etc. would be recorded as part of the baseline data for the village. The project interventions planned in the village as part of the Annual Plan and the project interventions actually implemented will also be captured in the MIS. The data collection would be the responsibility of the Community Coordinators (CCs), in association with the Community Activist/Resource Persons. The CCs in turn would report the progress to the BPMU for taking up remedial measures, if any.

The community would be involved in process monitoring through Focus Group Discussions (FGD) and Participatory Rural Appraisal (PRA) techniques, wherever required in order to know the quality of project implementation and inputs provided under the project. The villagers will monitor the performance of all project functionaries, starting with the Community activists, Community Para professionals and the CCs. Monthly reports on the progress of various sub components of the project in Tribal areas would be submitted by the DPCU to the SPMU.

The key project performance indicators to be monitored for measuring end of project outcomes include the following which will have disaggregated data for the tribal households.

Outcome/impact indicators
1.1 At least 80% of the ST families identified under the project are organized into self managed ³ community institutions. 1.2 At least 50% of the ST families receiving CIF have increased income their household incomes by at least 40% of the baseline.
Result indicators
1.1 At least 80% of the STs mobilized into SHGs, access project funds by the end of the project 1.2 At least 60% investments on livelihood's accessed by the ST households are used for productive asset generating sustained income 1.3 At least 50% of ST SHG members have reduced debts from money lenders 1.4 At least 200 direct jobs created under the project are for the ST members

7. ACCOUNTABILITY AND GRIEVANCE REDRESSAL MECHANISMS

The project has set-up both external and internal mechanisms to ensure regular feedback to project management unit and the all project stakeholders. At the community level, regular books of accounts will be maintained by individual SHGs, BLFs, LAGs and other CBOs. An elected social audit committee at the village level will be responsible for

³ Self managed as defined by the project

verifying use of loans. In addition, an elected community procurement committee will be trained in expenditure tracking, financial supervision and procurement to ensure transparency in transactions. Regular report cards and score cards developed to rate all service providers, including the BRLPS and VO/BLF will provide regular feedback on performance and transparency of services. The findings from the cards will be disclosed, published and shared with stakeholders to identify corrective actions. The BRLPS will carry out internal and external audits on a regular basis to supplement the information from above. It will also hire an independent agency to undertake baseline and impact evaluation as well as independent media monitoring on a periodic basis.

The project will set up a grievance redressal cell at the state level. There will also be a mechanism available for reporting of irregularities through a corruption call center. Information on the use of this will be provided to community widely in order for them to access this facility and seek response.

8. BUDGET

Since the Tribal Development Plan forms an integral part of BRLDP, the budgets for the above interventions are not shown separately. The required budgets will form part of the Annual Plans and Budgets of the DPCUs with larger allocations for Purnea district which has significant Tribal population for institution building, capacity building and livelihood investments. This will be reflected in the Micro-Credit Plans prepared by the target households, SHGs and VOs. The scheduled tribes constitute 0.81% of the states population. Since the project is aimed to cover, the poorest of the poor, all poor tribal families will be covered under the project. Accordingly, a significant percentage of the project outlay with regard to cost estimates of all project components will be earmarked for tribal development.

9. CONSULTATIONS

The study used consultations as a strategy and tool to:

1. Evoke collective reflection among the various stakeholders;
2. Specially facilitate an enabling environment to allow the members of the tribal communities reflect around their situation and be able to chart out a growth path in the light of the opportunities to be offered by the BRLP; and
3. Offer opportunity for the Panchayat members, local agencies, and civil society institutions to consider the opportunity of the project for evolving an inclusive society with cooperation, convergence and synergy.

The consultations were self-evolving in the sense that agenda and frame work for discussion and reflection emerged collectively and acquired semi-structured form. The consultations witnessed discussions around:

- Situation of the tribal communities in the historical perspective
- Agencies' support available to them for their development

- Dynamics of exclusion
- Emerging scenario and
- Measures for inclusive growth and development

The outcome of the consultations have been used while describing the tribal situation and also in formulating the TDP. List of people consulted as part of the study are in Annex 2.

A multiple stakeholders consultation was held on March 30, 2007 at Damdaha in Purnea district wherein the conclusions from the Tribal Development Plan, the project objective and strategy; and implementation arrangements were presented. The participants included community members, representatives of CBOs, civil society, NGOs as well as government departments. The participants endorsed the approach and the provisions of the TDP. The list of the participants at the final consultation is given at Annexure 3.

Annexure I

List of the team members and experts consulted

<i>Sl</i>	<i>Name</i>	<i>Position</i>	<i>Key Qualifications</i>	<i>Status</i>
1.	Rajeshwar Mishra	Principal Investigator	Ph.D(Organizational Behavior)with over 25 years of social science research covering rural community development	Key responsibility
2.	B.N. Patnaik	Chief Coordinator, ADRI	Masters in Economics with Reproductive health and health behavior as research specialization.	Person power coordination including field management
3.	Akhilesh Kumar	Project Coordinator	Social scientist with 10 years of field experience in livelihoods and governance	Field work, analysis and draft report
4.	Rajeshwar Sharma	Project Coordinator	Social scientist with 10 years of field experience in livelihoods and governance and participative approaches	Field Work, analysis and draft report
5.	Ms.Sunita Lall	Lecturer in History and gender specialist and honorary faculty of ADRI	Ph.D. in History, Over 15 years of research in gender and governance, Recipient Rockefellers fellowship	Adviser to the project
6.	Dr.Vikash Jaypuriar	Director, JSS,ADRI	Ph. D in economics and over 25 years of research in livelihoods and human resources management	Adviser
7.	Shaibal Gupta	Director SRC,ADRI	Ph. D, Economics, over 25 years of research in political economy and social dynamics of Bihar	Adviser to the project
8.	Prof.P.P.Ghosh	Director, ADRI	Ph.D, Economics and statistics, over 35 years of research and teaching in quantitative techniques, livelihoods, political economy	Adviser to the project
9.	Prof.Sachchidanand	Noted Anthropologist	Over 50 years of research in Anthropology.	Final comments on study and feed back

Annexure II**List of persons met and interacted with**

<i>Sl. No.</i>	<i>Name of the person</i>	<i>Date of meeting</i>
1	Shri Ajay kumar Thakur, B.D.O, Dhamadaha	February 11-12,2007
2	Shri Birendra Kr. Singh, Deputy Pramookh	February 11-12,2007
3	Shri Sanjeev Kr. Singh, B.C.O, Dhamadaha	February 11-12,2007
4	Shri A. Pandey, Block Official, Dhamadaha	Feburary11,2007
5	Smt. Kalpana , L.E. O, Dhamadaha	Feburary11,2007
6	Shri Ashok Priyadarshi,D.D.C, Purnea	Feburary13,2007
7	Shri Nasuruddin D.M.E.O , Purnea	Feburary13,2007
8	Shri M.M.Jha, D.D.M, NBARD, Purnea	Feburary14,2007
9	Shri B. Yadav,Incharge SJSRY,D.D.C office, Punea	Feburary13,2007
10	Shri Maheshwari Pd .Mehta, Ex Pramookh, Dhamadaha	Feburary12,2007
11	Shri Ramchandra Pd. Yadav, Social Activist	Feburary12,2007
12	Shri Satyabrat Thakur, Secretary, Block Saksharata Samiti, Dhamadaha	Feburary12,2007
13	Shri Pandu Hembram, Prominent ST Person	Feburary11,2007
14	Shri Lakhan Soren, Mukhiya, Mogalia purndaha	Feburary11,2007
16	Smt. Phoolo Devi, Mukhiya, Rupaspur Khagaha	February 12-13,2007
17	Shri Pramod Chaudhary,Ex Mukhiya,Rupaspur Khagaha	Feburary12, 2007
18	Shri Pawan Kumar, PACS, Rupaspur Khagaha	Feburary12,2007
19	Smt. Sheela Devi, Ex Zilla Parshad, Dhamadaha	Feburary13,2007
20	Smt. Musaharani Devi, Mukhiya, Bishunpur	Feburary13,2007
21	BRLPS Staffs	February 11-14,2007

Annexure III
List of the participants at the stakeholders' consultation at Dhamdaha, Purnea on
March 30, 2007

<i>Sl. No.</i>	<i>Name of the participants</i>	<i>Designation</i>	<i>Address</i>
1.	Shri Birendra kumar Singh@ Balo Yadav	Up-Pramookh	Block Development Committee (BDC), Dhamadaha
2	Smt. Kalpana	L.E.O	Block Office ,Dhamadaha
3.	Shri K. K . Chaudhary	Member BDC	G.P-Dhamdaha North
4.	Shri Randhir Rana	Member BDC	G.P-Kukaraun, Dhamadaha
5.	Shri Mahadeo Yadav	Member BDC	G.P- Mugalia Purndaha,Dhamdaha
6.	Smt. Radha Devi	Member BDC	G.P-Itahari, Dhamadaha
7.	Shri Mahendra Naraian Sah	Member BDC	G.P-
8.	Smt. Sudha Devi	Member BDC	G.P- Rupaspur Khagaha, Dhamdaha
9.	Smt. Geeta Devi	Member BDC	G.P- Ranpura Milki, Dhamadaha
10.	Smt. Bilkis Bano	Member BDC	G.P- Kukaraun East, Dhamadaha
11.	Shri Md. Safiq	Mukhiya	
12.	Shri Suman Kumar	Representative Mukhiya	G.P-Ranpura North, Dhamadaha
13.	Smt. Kami Devi	Mukhiya	G.P- Kuwanari, Dhamadaha
14.	Shri Lakhan Soren	Mukhiya	G.P- Mogalia Purandaha East, Dhamadaha
15.	Smt. Nirmala Devi	Mukhiya	G.P- Mogalia Purandaha West, Dhamadaha
16.	Shri Krishnadeo Mahto	Up-Mukhiya	G.P- Mogalia Purandaha West, Dhamadaha
17.	Shri.Ajit jha	Mukhiya	G.P- Sarasi, Dhamadaha
18.	Shri Md. Zahiruddin	Mukhiya	G.P- Nirpur, Dhamadaha
19.	Smt. Madhulata Devi	Mukhiya	G.P- Dhamadaha North, Dhamadaha
20.	Shri Madhav paswan	Ward Member	Rupaspur khagaha, dhamadaha

21.	Smt. Sheela Devi	Ex. Zilla Parshad	Near police station, Dhamadaha
22.	Shri Maheshwari Pd. Mehta	Ex. Pramookh	Dhamadaha
23.	Shri Ramchandra Pd. Yadav	Social Activist	Dhamadaha
24.	Shri Sanjay Kumar Yadav	Member, Sub-divisional Vigilance Committee	Nandgram ,Dhamadaha
25.	Shri Ramanand Mahto	Ex. Mukhiya	Village& P.O- Mogalia purandaha, Dhamadaha
26.	Shri Mohan Jha	Programme Coordinator	Zilla Saksharata Samiti (ZSS), Purnea
27.	Shri Satyabrat Thakur	Secretary	Block Saksharata Samiti(BSS), Dhamadaha
28.	Shri Pradeep Kr. Thakur	Sarpanch	G.P- Kuwanari, Dhamadaha
29.	Shri Shankar Jha	Secretary	Panchayat Saksharata Samiti(PSS) Mogalia Purndaha West,Dhamadaha
30.	Shri Sanjeev Kumar	K.R.P	Panchayat Saksharata Samiti(PSS) Mogalia Purndaha West,Dhamadaha
31.	Shri Basant Lal Mahto	Representative Mukhiya	G.P-Mogalia Purndaha West,Dhamadaha
32.	Shri Md. Tariq Anwar	Secretary	Panchayat Saksharata Samiti (PSS),Thadirajo, Dhamadaha
33.	Shri Shashi Bhushan Chaudhary	Secretary	Panchayat Saksharata Samiti (PSS), Dhamadaha North
34.	Shri Sanjay Jha	Farmer	Vill -Dhamdaha south, Dhamadaha
35.	Shri Gopal Chandra Thakur	Farmer	Vill- Bishunpur Dyodhi, Dhamadaha
36.	Shri Shailesh Kumar Singh	Villager	Vill- Rupaspur, Dhamadaha
37.	Shri Pandu Hembram	Villager	Vill -Rupaspur, Dhamadaha
38.	Shri Somay Kishku	Villager	Vill- Rupaspur, Dhamadaha
39.	Shri Prem Lal Baski	Villager	Khatrakhani Adiwasi Tola, Dhamadaha
40.	Shri Ishwari Tudu	Villager	Satami Ghunni Tola, Dhamadaha

41.	Smt.Shasida Khatoon	President SHG	Amari ,Kukaraun, Dhamdaha
42.	Smt. Juveda Khatoon	President SHG	Amari, Kukaraun, Dhamdaha
43.	Smt. Gaytri Devi	President SHG	Amari, Kukaraun, Dhamdaha
44.	Smt. Vilakshan Devi	President SHG	Dhamgara purva, Kukaraun, Dhamdaha
45.	Smt. Manthala Devi	Member, SHG	Dhamgara purva Kukaraun, Dhamdaha
46.	Smt. Ravina Khatoon	Secretary SHG	Vill - Khanwa, Dhamadaha
47.	Smt. Tariya Khatoon	President SHG	Vill - Khanwa, Dhamadaha
48.	Smt. Jalo Devi	Member SHG	Vill - Khanwa, Dhamadaha
49.	Smt. Sita Devi	President SHG	Vilsl-Khanwa,Dhamadaha
50.	Smt. Meena Tudu	Member, SHG	Vill - Khanwa, Dhamadaha
51.	Shri Ramdayal Ray	Farmer	Vill -Itahari,Dhamadaha
52.	Shri, Kunj Bihari	Social Activist	Rupaspur, Dhamadaha
53.	Shri Rajkishore Yadav	Social Activist	Dhamadaha
54.	Smt. Anita Murmu	Staff	Block Office Dhamadaha
55.	Shri Ritesh Kumar	BPM, BRLPS	Dhamadaha
56.	Shri Prem Kumar	A.C, BRLPS	Dhamadaha
57.	Shri Chandan	A.C, BRLPS	Dhamadaha
58.	Shri Rajeev Kumar	Social Activist	Dhamadaha