

**MINISTRY OF DEVELOPMENT OF
NORTH-EASTERN REGION
(GOVERNMENT OF INDIA)**

“NORTH EAST RURAL LIVELIHOOD PROJECT”



SOCIAL ASSESSMENT AND TRIBAL DEVELOPMENT FRAMEWORK

DRAFT FINAL REPORT

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List of Abbreviations

AAY	Antyodaya Anna Yojana
APL	Above Poverty Line
BADP	Border Area development project
BAP	Basic Amenities Poverty
BDOs	Block Development Officers
BPL	Below Poverty Line
CDGs	Community Development Group
CDP	Community Development Plan
COM	Community Operation Manual
CSPs	Community Service Providers
CSS	Central Sector Scheme
DoNER	Department of North Eastern Region
DPMU	District Project Management Unit
DRDA	District Rural Development Agency
FGD	Focus Group Discussion
GDI	Gender Disparity Index
GDP	Gross Domestic Product
GID	Gender-in-Development
GON	Government. of Nagaland
GOS	Government of Sikkim
GOT	Government of Tripura
GP	Gram Panchayat
HDI	Human Development Index
HDR	Human Development Report
HI	Healthy Life Index
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HQ	Head Quarter
HYV	High Yielding Variety
IAY	Indira Awas Yojana
ICDS	Integrated Child Development Scheme
IDRC	Integrated Development cum Resource Centre
IDU	Intravenous drug users
IEC	Information Education Campaign
IFAD	International Fund for Agriculture Development
IMR	Infant Mortality Rate
IPDP	Integrated Project Development Plan
ITDP	Integrated Tribal Development Area Programme
IWDP	Inland Watershed Development Program
JLG	Joint Liability Group
JRM	Joint Review Mission
JSY	Janani Suraksha Yojana
KGBV	KasturbaGandhi Balika Vidyalya

List of Abbreviations

LAD	Local Area Department
M & E	Monitoring and Evaluation
MBC	Most Backward Classes
MFI	Micro Finance Institution
MIS	Management Information System
MoU	Memorandum of Understanding
MPR	Monthly Progress report
NACO	National Aids Control Organization
NCHD&ID	Nagaland Centre for Human Development and Information Technology
NELPS	North East Livelihood Promotion Society
NEPED	Nagaland Empowerment of People through Economic Development
NER	North Eastern Region
NERAMAC	North Eastern Regional Agricultural Marketing Corporation
NERC	North Eastern Regional Centre
NERCORM	North Eastern Region Community Resource Management
NERLM	North East Rural Livelihood Mission
NERLP	North East Rural Livelihood Project
NFP	National Forest Policy
NGOs/ VOs	Non Governmental Organisations/ Voluntary Organisations
NIRD	National Institute of Rural Development
NLCPR	Non Lapsable Central Pool of Resources
NRC	Norwegian Refugee Council
NRDWP	National Rural Drinking Water Programme
NREGA	National Rural Employment Guarantee Act
NRM	Natural Resource Management
NRMGs	Natural Resource Management Groups
NRRP	National Rehabilitation & Resettlement Policy
NSDP	Net State Domestic Product
NSPE	Nutritional Support to Primary Education
NTFP	Non Timber Forest Produce
OBC	Other Backward Classes
OP	Operational Policy
PAPs	Project Affected Person
PDS	Public distribution system
PFTs	Project Facilitating Team
PGC	Public Grievance Committees
PHE	Public Health Engineering
PIP	Project Implementation Plan
PLHA	People Living with HIV AIDS
PMU	Project Management Unit
POs	Producers Organisations
PRA	Participatory Rural Appraisal
PRIs	Panchayati Raj Institutions

List of Abbreviations

PTG	Primitive Tribal Group
RDA	Rural Development Authority
RDO	Rural Development Officers
RITC	Residential Institute and Training Centre
RFRA	Reserve Forest Regulation Act
RPIP	Regional Project Implementation Plan
RPMU	Regional Project Management Unit
SABCCO	Sikkim SC, ST and OBC Development Corporation
SC	Schedule Caste
SCA	Special Central Assistance
SDP	State Domestic Product
SGRY	Sampoorna Grameen Rozgar Yojana
SGSY	Swarnadhenu Gram Swarozgar Yojana
SHG	Self Help Group
SIF	Social Inclusion Framework
SLSA	State Legal Service Authority
SPSU	State Project Support Unit
SSO	Sector Support Organization
SSP	Social Security Pension
ST	Schedule Tribe
STDs	Sexually Transmitted Diseases
TCTA	Tripura College Teachers Association
TDF	Tribal Development Framework
TDP	Tribal Development Plan
TPDS	Targeted Public Distribution System
TPP	Twenty Point Program
TSC	Total Sanitation Campaign
TSP	Tribal sub plan
TTAADC	Tripura Tribal Areas Autonomous District Council
TVCU	Tuensang Village Citizen Union
UNDP	United Nations Development Program
VC	Village Committees
VDAP	Village Development Action Plan
VDBs	Village Development Boards
VDC	Village Development Committee
WBNP	Wheat based nutrition program
WEDP	Women Entrepreneurship Development Programme
WPR	Welfare participation rate
WPS	Women police station
YG	Youth Group
YMCA	Young Mizo Christian association
ZP	Zila Parishad

EXECUTIVE SUMMARY

North East Rural Livelihood Project (NERLP). Ministry of Development of North Eastern Region (MDONER) has taken up the North East Rural Livelihood Project (NERLP) with the support of the World Bank in the States of Mizoram, Nagaland, Sikkim and Tripura to assist the rural poor and vulnerable groups including women in improving their livelihood. The primary objective of the project is to empower poor and vulnerable in rural areas directly so that they are able to take advantage of the opportunities for improvement of their livelihoods. The project components include social empowerment, economic empowerment, partnerships development and project management.

Component 1: Social Empowerment - The objective of this component is to empower the rural communities, create sustainable institutions so that they manage common activities around microfinance, livelihoods and natural resource management.

Component 2: Economic Empowerment - The objective of this component is to develop the capacity of rural communities to plan and provide funds to them to undertake various economic initiatives and common public-good activities.

Component 3: Partnership Development - The objective of this component is to partner with various service providers, resource institutions and public and private sector organizations to bring resources such as finance, technology, and marketing into the project so that the community groups and organizations are able to improve their livelihoods.

Component 4: Project Management - The component will facilitate various governance, implementation, coordination, learning and quality enhancement efforts in the project.

Targeted Beneficiaries and Benefits. NERLP aims to benefit approximately 300,000 households in 1,624 villages under 58 blocks across 8 districts in the four states. The key stakeholders of the project are rural poor in the Mizoram, Sikkim, Nagaland and Tripura, specially men and women from tribal and non-tribal people in remote upland communities, scheduled and other backward castes, shifting cultivators, households in traditional occupations, women headed households, and small and marginal farmers. The project districts are: Mizoram (Aizawl and Lunglei), Nagaland (Peren and Tuensang), Sikkim (South, West and 15 Panchayat wards of East District), and Tripura (West and North Districts). Major benefits will come from

- diversified and increased livelihood income generated by revolving the livelihood investment funds by 10,000 SHGs, benefitting approximately 300,000 poor households;
- improved access to credit for expanding or diversifying livelihood investment supported by 1,849 SHG village federations;
- improved integration with markets and institutions for SHGs facilitated by 250 producer organizations to scale-up livelihood activities;
- improved access to basic services through CDG-led community infrastructure investments;

- inclusive and participatory management of investment funds by the communities; and
- Enhanced skills linked with gainful employment opportunities for unemployed youths.

Social Assessment. As a part of preparation of NERLP, MDONER conducted a Social Assessment (SA) study covering all the four states through a Consultant¹. The main objective of the study was to identify strategies for targeting, mobilising, consulting, benefitting and empowering the key project stakeholders, especially women and youth from vulnerable poor households. The SA includes an overview of the socioeconomic and institutional dimensions of poverty, vulnerability and exclusion in the project area, and provides recommendations that will promote inclusion, participation and empowerment of the beneficiary communities. Field studies included PRA exercise, household questionnaire survey, village profiling, social mapping, and consultations (interviews, focus group discussions with communities, discussions with government officials and NGOs). Household survey was conducted ensuring due representation of all groups of society in the villages. Based on the social assessment, tribal development frameworks for Sikkim and Tripura and a gender strategy has been prepared for implementation by NERLP.

Stakeholder Consultations in Sikkim, Mizoram, Tripura and Nagaland. MDONER conducted two rounds of extensive consultations and meetings at community, district and state levels in the project in Sikkim, Mizoram, Tripura and Nagaland. Community level consultations (focus group discussions and interviews) were held with targeted beneficiary communities and the primary stakeholders of the project in 25 villages across the 8 districts of the project states. These consultations included women, youth, BPL households, SHG members, scheduled tribes (STs), vulnerable tribes like Reang, Lepcha, Bhutia, scheduled and other backward castes, jhum cultivators, rural artisans etc. The meetings also involved tribal and other customary village leaders, members of village councils and village development boards, elected representatives and officials of the Panchayati Raj Institutions (PRIs). The consultations were free, in local language, and conducted with prior information disseminated through consultation teams and village level workers, especially in tribal villages. The consultations indicated strong demand and broad community support for livelihood interventions supported under the proposed NERLP. Broader consultations were done with the representatives and officials from the block development, Department of Rural Development, tribal development, district administration and other government departments dealing with schemes on rural livelihood, poverty reduction, etc. Public consultation meetings were conducted in the district to gather information about existing socio economic scenario of the district, block and state and also to seek their suggestions about proposed NERLP. Representatives of NGOs working in respective states and academics were also consulted.

Main Findings. The social assessment study indicates higher poverty, vulnerability and social exclusion among the

- Women, specially tribal women, women headed households, single women households,
- Small and marginal farmers, landless, Jhum cultivators, forest dependent
- Vulnerable tribal groups like Reang in Tripura, Lepcha and Bhutias in Sikkim

¹ Consulting Engineers Services (India) Limited. New Delhi

- Isolated Panchayat Wards and vulnerable community reserves in Sikkim; remote Upland communities in unconnected areas, including Jhum cultivators
- Scheduled Castes and other backward castes in Sikkim
- Places affected by militancy, ethnic conflict - Tripura, Nagaland
- Communities involved in traditional occupation –artisans, weavers, bamboo/cane craftsman etc
- Mountainous or hilly regions – where population is sparse and infrastructure minimal: Nagaland and remote areas of Mizoram and hills of Tripura and Sikkim.
- Foothills of Himalayan Range in South Tripura.

The other social issues highlighted by the SA are:

- Acute asset poverty among tribal and other upland communities
- Bulk of rural poor self-employed in subsistence agriculture and other non farm occupations.
- Limited transport services and connectivity, hilly and difficult terrains have led to physical and social alienation of the rural poor from public services, infrastructure and markets.
- Government programs have not been able to reach out to and mobilize the rural poor effectively, particularly in far off villages. This is mainly due to limitations of staff availability, implementation capacity, budgets and emphasis on targets.
- Community mobilization and transparency in functioning and information sharing continue to remain weak in government programs.
- Inaccurate identification of beneficiaries and capturing of project benefits by the 'literate' and 'better informed' have also excluded the rural poor.
- Existing SHGs in the project districts are weak in social cohesion and group functioning, driven more by subsidies, with low repayment rates and low bank linkages.
- Lack of information, low awareness and illiteracy have constrained the access of the poor to essential social and livelihood services and infrastructure.
- The poor have low capacity to effectively participate in economic, social and political life.
- At the village level, participation of the rural poor in village planning and governance is low, both in traditional and statutory governance structures and processes.
- Women have limited role in decision-making bodies and local self governance.
- High unemployment among the rural youth.
- Meagre income from agriculture and lack of employment opportunities leaves households with limited options to come out of poverty situation.
- Drug abuse and HIV/AIDS is leading to exclusion and vulnerability among youth
- Human trafficking leading to vulnerability is another major problem in the area.
- Ethnic disturbances have hampered the pace of human and social development in the region.

The key barrier to participation, inclusion and livelihood improvement is geographic isolation and exclusion from information about relevant programmes. Tribal families living in upper reaches of hills are scattered and do not get included in the programme/scheme as

formation of SHG is based on neighborhood concept. Further, officials are also unable to travel to upper reaches of hills and make efforts for social inclusion in the programme/scheme. Non-Governmental Organisation (NGO) may be engaged for working in upper reaches of hills. Lack of meaningful capacity building efforts with respect to rural communities is another important reason of exclusion. As a result, the concepts and objectives of the programmes/ schemes do not trickle down meaningfully to the beneficiaries.

Key Social Strategies Included in NERLP. Based on the social assessment and stakeholder consultations, the key social strategies recommended and incorporated in NERLP are described below. These strategies will be included in the overall Project project implementation plan (PIP) of the RPMU, as well as in the state PIPs (with necessary adaptations) and the Community Operation Manual.

- Selection of Blocks and Villages with high poverty.
- Participatory identification and selection of poor beneficiaries.
- Targeting of excluded and vulnerable areas and communities
- Regular informed consultations and information dissemination in the tribal villages
- Focused information and communication campaign in tribal villages
- Social Mobilization of the identified rural poor households
- Representation of women, youth and and tribal households in CDGs, SHGs, YGs, POs and NRM groups
- Participatory planning for Livelihoods, Community Infrastructure and Natural Resource Management
- Targeted focus on tribal population in Tripura and Sikkim.
- Community based Grievance Redressal System, linked to customary systems of conflict and grievance resolution
- Community based Conflict mediation System, including engagement of customary institutions
- Targeted planning and allocation of economic and livelihood assistance for tribal villages
- Sensitization and capacity building of project staff and partners on engaging with the society and culture of tribes in the project states.

Tribal Development Frameworks for Tripura and Sikkim. NERLP triggers World Bank's OP/BP 4.10 on Indigenous Peoples, as tribal people are present in all the project states. The North East region is home to over 200 of the 635 tribal communities in India. The tribal population constitutes about one-fourth of the population of the region. Mizoram and Nagaland are predominantly tribal, with 94% and 90% of the ST population respectively, while 20% of Sikkim and 31% of Tripura populations are tribal. Tribal people will be the main beneficiaries (in Nagaland and Mizoram) and targeted beneficiaries (in Sikkim and Tripura), and are significant stakeholder of NERLP. The tribal people in project villages will be empowered through social mobilization in community institutions such as SHGs/federations, CDGs, YGs and POs. They will improve their access to i) savings, credit and banking services; ii) agriculture, forest, livestock and other nonfarm livelihoods; iii) high priority community infrastructure and local markets; and iv) essential government services and programmes.

The key social safeguard issue is ensuring geographic and social outreach, informed consultations and broad community support, sustained mobilisation and empowerment of the tribal people, including primitive tribal groups like the Reang in Tripura, to participate in the project processes and benefit significantly from project interventions, and social and cultural suitability of project interventions. In Nagaland and Mizoram, with predominant tribal population, the overall project will act like a tribal development framework (TDF). While in Sikkim and Tripura, state-specific TDF will be implemented. Implementation of the TDF will ensure targeted outreach, informed consultations, sustained community mobilisation and handholding assistance in planning and implementation of livelihood and community infrastructure subprojects, and prioritized livelihood assistance in the tribal villages.

- Prioritization of remote villages with high concentration of scheduled tribes.
- Prioritised selection and targeting of remote habitations, shifting cultivators (Jhumias), and vulnerable tribal and non-tribal groups during PRA.
- Participatory assessments and PRA exercises to fully include and profile tribal households.
- Formal Consultations with ALL social, ethnic, and tribal groups held and documented during village entry.
- Selection of Village entry activities based on consultations with tribal households.
- Communication and Consultations with tribal communities held in locally understood language.
- Mobilisation and Inclusion of Tribal men and women in community institutions SHGs, CDGs, YGs and PO).
- Flexible adaptation of group functioning norms in tribal areas.
- Representation of tribes in Community Institutions.
- Consultations on livelihood plans, community development plans (CDPs) and NRM plans.
- Periodic Consultations during project implementation, Monitoring and Review.

The TDF also provides for capacity building of tribal village level organizations and its leadership to plan, prioritize and place demands on the project services and resources; allocation of resources or benefits for the welfare and development of tribes at all levels and capacity building of Tribal people in general and youths in particular in their adaptive livelihood choices. The TDF on Sikkim and Tripura are detailed in Chapter 10 and 11 respectively.

Gender Strategy. Participation of women would be the key factor in implementing the Social Inclusion While NERLP focuses on women 's mobilization and empowerment as a core intervention and strategy, it would need a additional actions to address the gender inequities in the project districts, especially those related to identification of women headed households, women's lack of information, participation in community decision-making etc.

The gender strategy of the project is based on

- Exclusive women SHGs promoted based on affinity.
- Targeted identification and mobilization of women-headed households, widows, destitute and deserted women during village social mapping.
- Orientation and training of project staff on gender issues in project districts

- Gender sensitization of SHGs, CDGs, NRMGs, Panchayats, village councils, customary village institutions
- Training on women's leadership in SHGs, CDGs, NRMGs, Panchayats, village councils, customary village institutions
- Ensuring women's representation and participation in SHGs, CDGs, NRMGs, Panchayats, village councils, customary village institutions
- Ensuring women's participation in planning and implementation of livelihood plans, CDPs, NRMPs
- Tracking of gender-disaggregated indicators at community institution, beneficiary levels
- Convergence with other programmes and schemes for women

The gender strategy of NERLP is presented in Chapter 12.

Social Impact Screening and Mitigation. All community subprojects will be prepared by the community groups based on transparent and participatory processes, involving full participation of the members of the CDG, NRMG or SHG, without any prescription by the project. Any project requiring compulsory acquisition of private land or purchase of land is ineligible for support under NERLP, has been included in the negative list of the project. While NERLP does not involve any land acquisition by the borrower, there could be minor, potential adverse impacts caused by community projects on irrigation, link roads, microhydel, markets and other physical infrastructure etc. To avoid, minimize and mitigate any adverse impacts associated with community subprojects involving land, the safeguard mechanisms by way of screening/negative checklist, documentation, grievance redressal mechanism, and participatory and transparent decision making with approval and endorsement of the Village Council/Panchayat have been included (Chapter 8).

NERLP will not support any community subproject which adversely affects the customary land, involving traditional and tenurial rights of the people. The existing dependencies and customary rights of the tribal as well as non tribal communities on various categories of land shall be taken into account with planning for livelihood and infrastructure projects, and no legal transfer of land from tribal to non-tribal will be allowed under the subprojects. All legal provisions laid down by the central and state governments pertaining to prevention of land alienation will be duly followed. Since natural resource management will be a part of the community development plans (CDPs), and there could be potential adverse impacts on those currently dependent on the community forests, grazing areas, water sources and other natural resources. All CDPs and natural resource management plans will follow the process summarized in Chapter 8.

Grievance Redressal. Being a community based, demand-driven project, where self help groups, youth groups and community development groups plan and implement livelihood interventions themselves (without any prescription or imposition from the project), However, to address any beneficiary grievances related to consultations, community consent and support, exclusion from project support etc, NERLP would establish an efficient and accessible grievance handling and resolution mechanism covering the project villages. The project supported formal grievance system would involve

- State and District Grievance Redressal Committees
- toll free telephone number
- Participatory monitoring and reviews and social accountability tools
- Dissemination of contact details of nodal grievance person
- formal consultation meetings
- Engagement of the village councils, development boards, Gram Panchayat

Conflict Resolution. NERLP faces the potential risk of conflicts among CDGs, NRMGs over use of natural resources like community land, forests, water resources etc. Given that NERLP will be implemented in 4 northeastern states with high social and ethnic diversity, complex local governance structures and processes, involving both formal and customary systems of planning and governance, conflict resolution, natural resource usage etc, it is critical that NERLP utilizes a range of formal and customary conflict resolution mechanisms at the community level. The basic approach for identifying such potential conflicts and reducing and resolving them will be based on the following approaches.

- Assessment of existing and potential conflicts over land, forests and other natural resources, (inter or intra village) during the participatory rural assessment exercise.
- Inclusion of social and ethnic subgroups in SHG federations, CDGs, NRMGs
- Participatory, transparent and consultative process of livelihood, infrastructure and natural resource planning and implementation
- Addressing customary land ownership issues upfront with the involvement of the Village Councils and authorities before projects are taken up.
- Consultation on CDPs and NRMGs with neighboring villages, with potential for dispute or conflict; and if required inclusion of tribes and social groups from neighboring villages in CDGs and NRMGs. This will help reduce conflict and protect livelihood activities of group members.
- Utilization of formal systems of conflict resolution through elected peoples representatives in gram panchayat, members of village councils and officials of block and district administration
- regular and conflict-specific consultations and engagement with customary village leaders, village councils, Hoda and other traditional conflict resolution structures and persons
- Involvement of gram sabha and village councils in endorsing the NRM plans and CDPs will ensure that disputes and conflicts are minimized and resolved with mutual dialogue

NERLP would also factor in the conflict/insurgency dimension. The state coordinators and the DPMs would be monitoring the incidence of insurgency and violence in the project districts, and reporting to the District Project Advisory Committee (DPAC). The state project coordinator will work in close coordination with state/district administrations, and the DPMUs and PFTs will work with the support of gram panchayats, village councils and community leaders.

Capacity Building In order for project staff to fully understand and implement the social mobilization, inclusion, social accountability, grievance and conflict resolution and tribal and gender strategies, it would be important for NERLP to provide training and capacity building support to the project staff on these dimensions. In recognition of this, and learning from other projects, NERLP will have a systematic learning and capacity building mechanism for all stakeholders. The key areas for social development capacity building should be:

- Implementation of social, gender and tribal strategies of NERLP
- Poverty, vulnerability, and exclusion among tribal communities in project districts
- Society, Language, culture and resource practices of tribal communities
- Tenorial and customary rights to land and natural resources in tribal areas
- Conduct of free and informed consultations with Tribal people
- Ensuring participation of tribal households in CDPs, NRMGs and livelihood planning
- Socioeconomic and livelihood profiling in tribal villages
- Engagement with customary institutions, community leaders
- Rights, entitlements and legal awareness and empowerment of tribal communities

- Government programmes targeting tribal communities in Sikkim
- Capacity building of tribal leaders in PRIs
- Participatory Rural Appraisal methodologies
- Socially inclusive mobilization, SHG/CDG formation and functioning
- Social Accountability methods
- Screening and Mitigation of potential adverse impacts under community subprojects

The Project and Assistant Project Manager (Social Gender and Community Mobilization) at the RPMU and the District Coordinator (social) should have the overall responsibility for developing the social modules of the overall capacity building programme

Implementation arrangements for Social, Gender and Community Mobilization. NERLP has proposed Social staff that will be engaged at Regional Level covering 4 project states, and the District level covering the individual project districts.

Regional level: At RPMU level, Project Manager and Assistant Project manager (Social, Gender and Community Mobilization) will be responsible for Implementation of social, tribal and gender strategy in project villages

District Level: At DPMU level, District Coordinator for Social, Gender and Community Mobilization will be responsible for Implementation of social, tribal and gender strategy in project villages, specially the TDFs.

Block/Clusters: Project Facilitation Teams (PFTs) will be established at the block level to implement all community-level interventions on social inclusion, tribal development and gender, and will be the interface between NERLP and the communities.

The TDF will be anchored with project manager (social, gender and community mobilisation) at RPMU, and will be implemented through the district social coordinator, BPFTs and community service providers. External agencies will be

Social Monitoring. Monitoring and Evaluation (M and E) is an integral part of NERLP. The key social outcomes indicators of NERLP are

- At least 60 % of women participating in the project achieve a minimum of 30% increase income in real terms by end of project.
- At least 30% of project benefited youths are employed.
- At least 50% of the most disadvantaged households achieve a minimum of 30% improvement in livelihood indices².

The outcomes from the social empowerment component of NERLP are:

- At least 50% of women in project area who were not formerly in SHGs become members of Project-supported SHGs
- At least 90% of previously-established SHGs receiving project loans repay them regularly
- At least 60% of the Project SHGs achieve “A” Grade.
- At least 50% of institutions created are sustainable
- At least 5% of positions in traditional and formal village institutions are held by members of the most disadvantaged households.
- Of the total para-professionals, at least 30% are women

² Livelihood indices signify weighted average increases in: (i) total household cash income; (ii) days of employment per year of household members 15 years and above; (iii) household's productive assets; and (iv) four months of food grain reserves/buffer stocks per year.

NERLP will also undertake Process Monitoring to increase project effectiveness, verify the quality and performances of the project implementation on a continuous basis and give inputs for correction. The social dimensions of process monitoring would include the following themes.

- Social outreach and inclusion of the rural poor households, especially in excluded hamlets and locations, including tribal and other vulnerable households
- Conduct of Entry point activities in the village based on consultations
- Conduct of Free, prior and informed consultations in tribal villages, which are documented
- Documented evidence of broad community support in project villages
- Community participation in Identification and inclusion of the rural poor
- Process of social outreach and mobilization in project villages
- Conduct of training, institution building and capacity building support
- Inclusiveness in planning, execution and benefit sharing (livelihood and community plans)
- Inclusion of rural poor in community institutions, and their committees
- Utilization of infrastructure created by the project by various social groups
- Implementation of social screening criteria, social inclusion and social accountability processes
- Implementation of tribal development frameworks and gender strategy

A community based process monitoring system including social accountability tool like social audit will be also established for making all project related information transparent. A Social Accountability System with a clear implementation strategy will be developed during the first year of project implementation. NERLP will undertake independent external audit during the second year of the project to check implementation of the TDF and other social safeguard measures.

Thematic Studies and Review. The project would undertake thematic studies on a range of social, gender, tribal development dimensions. Some of the studies could be on poverty and vulnerability of Reangs in Tripura, vulnerable communities in Sikkim and other states, jhum cultivators etc.

Disclosure. MDONER would be disclosing the social assessment report, including the tribal frameworks, on its website and the websites of the state rural development departments of the Mizoram, Sikkim, Tripura, and Nagaland. These documents would also be presented in disclosure and consultation workshops in the four states. In these workshops, representatives from various line departments, research and academic institutes, NGOs, Federations and SHGs will be invited to provide their feedback and suggestions. Key suggestions from these workshops would be incorporated in the final report. In addition, the full report, along with a translation of its executive summary in local language, would be made available in the project districts and blocks. The documents would also be disclosed on World Bank's Infoshop.

CHAPTER 1 INTRODUCTION

1.0 INTRODUCTION

North East Region (NER) in India is home to over 200 of the 635 tribal communities in the country and the tribal population constitutes about one-fourth of the population of the region. Mizoram and Nagaland comprise a majority of the tribal population. The total population is 39 million (about 3.8% of India's population) and it covers 7.98% of India's geographical area. The economy of NER is still predominantly agrarian, accounting for 30% of the region's Net State Domestic Product (NSDP) – a major source of employment and livelihood for around 80% of the population.

The region has better than average Human Development Indices but poverty and unemployment are widespread in both, rural and urban areas. The Ministry of Development of North Eastern Region, Government of India, has been mandated with the economic development of the eight North Eastern States of India. A major concern in this context is the rural poverty in the region, which is primarily due to lack of employment opportunities and opportunities to generate income through self-employment. Several studies/projects have been taken up by the Ministry to address these issues, which include North Eastern Regional Community Resource Management Project for Upland Areas (NERCRMP) supported by the International Fund for Agricultural Development (IFAD).

1.1 NERLP PROJECT

The Ministry has now taken up the North East Rural Livelihood Project (NERLP) with the support of the World Bank in the states of Mizoram, Nagaland, Sikkim and Tripura to assist the rural poor and vulnerable groups including women in improving their livelihood. A Regional Project Implementation Plan in this regard has been prepared to initiate livelihood projects in a sustainable manner.

The project aims to assist more than 1,50,000 households (poorest of the poor, women-led households, physically challenged and under privileged) to come out of poverty. The project covers **1849 villages** in **58 blocks** falling in **2 districts** each in **Mizoram, Nagaland, Sikkim and Tripura**. The districts are:

Mizoram	-	Aizawl and Lunglei
Nagaland	-	Peren and Tuensang
Sikkim	-	South, West and 15 Panchayat wards of East District
Tripura	-	West and North Districts

1.1.1 Project Objectives

The primary objective of the project is to empower poor households in rural areas directly so that they are able to take advantage of the opportunities for improvement of their livelihoods especially women, unemployed youth and the most disadvantaged in four project states. Following this, the specific project objectives are to:

- a) Create sustainable community institutions around women Self-Help Groups (SHGs), youth groups of men and women (YG) and Community Development Groups (CDG).

- b) Build capacity of community institutions for self governance, bottom up planning, democratic functioning with transparency and accountability.
- c) Increase economic and livelihood opportunities by
 - Managing natural resources and improving agriculture for food security and income enhancement from farming and allied activities
 - Skill development of youth for employability and establishment of self and/or group managed enterprises
 - Establishing backward and forward linkages for economic enterprises
 - Creating access to finance through linkages with banks and other financial institutions
 - Creating critical infrastructures
- d) Develop partnership of community institutions for natural resource management, microfinance, market linkages, and sectoral economic services.

1.1.2 Project Components

In order to address gaps in poverty and livelihood sector, sustainable livelihood development opportunities for the most disadvantages are required. This is envisaged to be achieved through different components viz., social empowerment, economic empowerment, partnerships development and project management. Details of each component are as under:

1.1.2.1 Social Empowerment

Investment under this component will be geared up towards intensive and long term training efforts to strengthen and build institutions of the poor (SHGs, youth groups, economic activity based groups and/or natural resources management groups) involving all poor households in the village, establish leadership, protect vulnerable sections of the communities, and conduct participatory planning processes. Two major thrusts as community mobilization and institution building of the groups and providing of need based support to federate community based groups to higher level associative tiers could be achieved through:

- Empower the most disadvantaged³ people in the community – women and the youth in particular – through building coalitions to participate more effectively in the developmental process supported by the project and to increase their access and control over assets and services,
- Enable the target group to take full advantage of the poverty reduction programme of government and other agencies through effective convergent action with local government, line departments and technical agencies,
- Achieve increased participation of women in local institutions and in the decision-making process,
- Enhance saving capacity of the SHGs and increase their access to sources of credit through linkages with banks and other financial institutions,
- Involve the youth to participate in social developmental activities and
- Scale up the innovative approaches for poverty reduction and increased food security as successfully demonstrated in the NERCRM Project.

1.1.2.2 Economic Empowerment

This component will be aimed for enhancing the productivity package on a demand driven basis with a view to support for improving access to finance/investments and

³ Most disadvantaged as decided through Poverty Wealth Ranking and would include, Poor, Widow, handicapped, SC/ST

formation of capital support for improving access to finance/ investments and formation of capital assets at the household level; vocational skills training to facilitate employment generation with special emphasis on youth; community based infrastructure and service delivery, with emphasis on upgrading of small agricultural linkage roads and micro hydro power schemes; natural resource management with special emphasis on community based forestry management; technical assistance and seed capital for value addition activities in the downstream segments of relevant supply chains. This will include the following:

- Enhance capacities of the communities involved in implementing the economic development programmes,
- Provide linkage to the communities with credit and financial institutions,
- Provide opportunity to improve food security through interventions in farm, non-farm and NRM activities,
- Promote business around natural resource base & current farming practices,
- Provide skill development programmes/vocational trainings to village youth (men and women) for gainful employment,
- Assess value addition needs and facilitate value addition at community level for better value realization,
- Create micro businesses around value addition activities,
- Develop value chain relationship,
- Develop enterprise around market demands, especially with youth groups and
- Asset enhancement strategies built around SHGs and Producer Groups.

1.1.2.3 Partnership Development and Management

This component will be aimed at establishing and managing effective linkages with line departments of the project states to facilitate technology transfer of productivity enhancing innovations as well as quality assurance of community owned and managed productive infrastructure; specialized institutions and private sector to improve market access and employment generation; financial institutions to increase access to finance for both long term and short term needs; NGOs and service providers to upgrade skills and capacity that would allow them to work more effectively with participating communities; International Finance Corporation's South Asia Development Facility to improve both access to finance and access to markets. The partnership linkage and management could be possible through:

- Develop linkage with banks and financial institutions (government and/or privately owned) for credit access to members of groups and their economic organizations,
- Develop linkage with government departments for accessing and co-implementing various schemes and programmes of the government,
- Facilitate market based interventions for agricultural productivity,
- Strengthen such tie ups into sustainable business partnerships,
- Work with service providers to access various professional services related to accounts and finance, legal rights, technology, markets, etc.
- Develop linkages with research institutions and technology providers,
- Develop partnerships with input suppliers and other value chain participants including value chain stakeholders and
- Assess capabilities & infrastructural gaps and look for point of convergence at local levels to avoid crowded playing fields.

1.2 KEY ACTIVITIES AND INVESTMENTS

The main focus of the project is to improve livelihood of the most disadvantaged section of the project area. The activities to be carried out under the project would cover every aspect of the project components. The core activities of the project involve building grassroots institutions of the poor i.e. SHGs, SHG Village Federations, Youth Groups, Community Development Groups & Producer Organizations and increase the capacity of SHGs , project staff and other stakeholders. The main activities under each of four components would be as follows:

1.2.1 Social Empowerment

The main activities under this component involve empowerment of rural communities and creation of sustainable institutions for management of common activities e.g. microfinance, livelihood, microfinance etc. This could be done through:

1.2.1.1 Support to Project Facilitation Team

In this sub project component all PFT team members will be trained to work effective at village level. The PFTs will provide support to the initial social mobilization and wealth ranking processes in the villages and provide subsequently intensive, hand holding support to the various community based groups. The PFTs will perform the following activities:

- Establishment and operations of field based projects
- Support to various community based groups
- Nurture community organizations to make them sustainable institutions

The project would provide Rs. 30,000 for each village for “entry point activity” to bear administrative overhead cost including establishment of office, office infrastructure, necessary equipments, recurring expenses including salary and training expenses of PFTs personnel. The fixed amount is further leverage for developing the community.

1.2.1.2 Community Mobilization and Institution Building

This sub component is to promote and train CDG, SHG, Federations and POs and linking them with mainstream financial institutions for future financial needs. The key activities under this component would be:

- Formation and institution building of community organizations
- Training and skill development support to CSPs so that they are able to support community institutions.
- Compensation Support to provide initial support and gradually phased out as CSPs

1.2.2 Economic Empowerment

The component will five subcomponents, each aligned along specific function and community group. This will include the following:

1.2.2.1 SHG and SHG Federation Investment Support

Livelihood grants to SHGs and Federations which include:

SHG Seed Grant

SHG seed grant will be given to SHGs, as an initial grant that capitalizes them and smoothens linkage for credit through MFIs/Commercial banks. The amount provided under Seed Grant is Rs. 10,000 per eligible and successfully graded SHG.

◆ SHG Livelihood Grant

Under this component, livelihood grant would be given to SHG for livelihood activities of the members. SHGs would prepare Livelihood Plan consisting of individual plan of all its members.

The Livelihood grant amount would be 100,000 per SHG which would be given in two tranches of Rs. 50,000 each with a gap of three to six months.

◆ Social Security Fund

This fund would meet expenses such as meeting health/medical and food emergencies. The funds would be maintained and managed by the Federations. Two such funds would be created as:

1. Health Emergency Fund
2. Food Security Fund

To operationalise the fund, SHG members would have to deposit coalition money with the federation. The maximum amount that would be provided by the Project is Rs. 50,000 per federation.

1.2.2.2 Community Development Support

Under this sub-component, funds will be provided to CDGs to undertake village level activities following activities:

- Natural resource management including catchments area treatment, watershed development etc.
- Addressing the issues of Jhum cultivation practices like jhum modification, jhum intensification, jhum fellow management etc.
- Land development including horticultural development for the whole village
- Social infrastructure at the village level that would facilitate the common interest of the community and village, e.g. storage, testing and collection centers, market shed, etc.
- Water harvesting and harnessing infrastructure for untapped water sources.
- Development of spring catchments, groundwater resources, watershed management, etc.
- Essential common services that reduce drudgery of women in the village. It would consist of community-based infrastructure with emphasis on upgrading of small agricultural link roads, micro hydro-power schemes, wind cum solar mills, market development, etc.
- Essential common services that reduce drudgery of women in the village. It would consist of community-based infrastructure with emphasis on upgrading of small agricultural link roads, micro hydro-power schemes, wind cum solar mills, market development, etc.

In the first round of community investment, the Project would provide Rs. 100,000 for the village investment provided the CDP has also leveraged equivalent amount from some government scheme(s). In the second round of community investment a year

later, the Project would provide up to Rs 200,000 for community investments, provided the CDG has carried out the first CDP successfully including benefiting the minimum number of households as projected in the plan.

1.2.2.3 Producer Organization Investment Support

Under Producer Organization Investment support, the Project would provide assistance for i) Establishing and handholding support and ii) Working capital and value chain investment support. These are discussed in the following:

Establishment and handholding support

The Project would provide assistance up till Rs 50,000. The assistance would be provided to support business plan and alignment with the member livelihood activities.

Working Capital and Value Chain Investment support

The project would facilitate the PO in leveraging funds from the mainstream banks and other financial institutions for investment in working capital and value chain investments by providing grant support for the margin money required to the extent of Rs 500,000 or the entire margin money amount whichever is less, in case of the block level PO. In case of district level PO the grant support would be up Rs 2,000,000 or equivalent to margin money required, whichever is less. PO should directly benefit minimum of 50 members of the community.

Skill Development and Placement

This subcomponent is to enable the youth in the project areas to capture new employment opportunities arising out of the overall growth of the regional and national economy and set up small enterprises in their local areas based on market potential as well.

The various types of investments under this subcomponent would be:

- Study of market demand for skills and potential employment possibilities.
- Study of training need analysis of the youth on a market demand and employment potential.
- 80% cost of training to the member of YG undergoing specific skill training to a maximum of Rs 8000 per training.
- Incentive to training institute for placement to the extent of 10% of the training course fees or Rs 1000 per trained and placed recommended person, whichever is less.

1.2.3 Innovation Support

The project will support innovative pilot activities that have potential for scaling-up and replication. The Innovation Support fund would be with RPMU and any proposal to be considered for funding under this component will be forwarded with its recommendation by DPMU if the amount is above Rs 500,000 and scrutinized by a committee specially formed for the purpose. Once the committee recommends, a proposal shall be taken up for implementation. Innovation fund requirement of under Rs 500,000 would be sanctioned at the DMPU level by the committee formed for the purpose at the level of the district.

Partnership Development

The subcomponent will support technical assistance for major livelihood activities such as agriculture and livestock/dairy through strategic public-private partnerships through contracted services with research organizations, private sector and technically competent civil society organizations. The Project would develop partnerships for i) Finance, ii) Technology and iii) Marketing and any other areas that may be required.

i. Financial Support Linkages

The project would support establishing the linkages with financial institutions for funds to the SHGs, federations and producer organizations. The project would also support efforts of MFIs for financial inclusion under 'Business correspondent and facilitator' model being suggested by the Reserve Bank of India.

ii. Technical Support Linkage

The project would form linkages with technical institutions for providing training and expertise in various sectors like in agriculture including floriculture, horticulture, and allied activities like animal husbandry, natural resource management, handicraft and handloom, food processing, eco-tourism, etc. to community organizations and para-workers. The sub component would provide resources for engaging these technical and sector support organizations and holding any events, workshops and seminars, trainings, studies, visits and travels, etc. related to providing technical support and linkages.

iii. Marketing Support Linkages

The Project would partner with various private and public sector organizations for providing fair marketing support and linkages to the producer organizations and primary group members who market their produce. The sub-component would provide resource to engage the marketing support organizations. The Project would also provide resources for other activities related to marketing support.

1.2.4 Project Management

This component aims at incremental staff with training, facilities, office equipment, and transportation modalities and operating expenses to be made available; a comprehensive monitoring, evaluation and learning system would be developed and operated; effective communication with all relevant stakeholders would be maintained; and easily accessible grievance handling mechanism would be set up and made fully functional.

- incremental staff, training, facilities, office equipment, transportation modalities and operating expenses would be made available;
- a comprehensive monitoring, evaluation and learning system would be deployed and operated;
- effective communications with all relevant stakeholders would be maintained; and
- an easily accessible complaints mechanism would be set-up and made fully functional.

1.3 INVESTMENTS

The project investment will be made for increasing the capacity of the SHGs, project staff and other stakeholders. It would also develop the skill base of the young people

to increase their employability in various sectors. The investment for project components would be 25% of the fund on Social Empowerment, 60% on Economic Empowerment, 5% on Partnership Development and 10% on Project Management.

CHAPTER 2 SOCIAL ASSESSMENT

The Social Assessment study has been conducted in the project districts falling in each state. The study builds on secondary data, findings and field based activities. Field based activities involved household survey in selected villages, social mapping, interviews, stakeholders' consultations, etc.

The purpose of the study was to inform and strengthen project by knowing the social dimensions (social groups, their interdependence, social practices, level of participation of different social groups among different Institutions), and perceived positive and adverse impacts of the project. Social Assessment is an analytical and participatory process that helps in integrating social information gathered through surveys, and consultations in the project design. It helps make the project responsive to social development concerns, including seeking to enhance benefits for poor and vulnerable people while minimizing or mitigating risk and adverse impacts.

2.1 OBJECTIVES OF SOCIAL ASSESSMENT

The objectives of social assessment area:

- **To provide relevant social analysis inputs and recommendation that will promote equity and social inclusiveness at all levels – design, implementation, operation, and M&E of NERLP.**
- **To identify potential adverse and positive impacts (OP 4.10 on indigenous peoples and OP 4.12 on Involuntary Resettlement) and outline the strategies for participation, tribal development and gender action to ensure inclusion, and social cohesion among the key project stakeholders.**
- **To develop a Tribal Development Framework to ensure Tribal participation in the states of Sikkim and Tripura where tribal population constitute 31% and 20% of the total population respectively.**
- **To focus on factors of social exclusion in the states of Mizoram and Nagaland where tribal population is overwhelmingly high (94% and 89% respectively).**

2.2 FRAMEWORK OF ANALYSIS

The study was carried out in proposed project districts in four states covering 24 villages under 14 development blocks. The village selection was done in consultation with Project Director keeping in view demographic and ethnic composition of population in each state. It was ensured that the villages selected represent the real situation in the project area. This report is based on the data generated from the field survey and consultations carried out at different levels. The focus of the report is on identifying vulnerable/ disadvantaged groups, analysis of the livelihoods of the identified groups, understanding the causes and extent of their poverty and suggesting sustainable mechanisms for promoting their livelihoods. This report helps in developing an understanding about the strategy of intervention for the proposed project.

2.3 COMMENCEMENT OF THE STUDY

The study team was mobilized within the stipulated time. A detailed discussion was held with the Project Director, NERLP and the World Bank officials on 13/08/2010 in New Delhi with regard to scope of work, study coverage and methodology, timeline and deployment of key professionals. During the discussion, the Project Director and the World Bank officials emphasized the relevance of social assessment in the project and explained the expected outcome. However, both Project Authority as well as World Bank officials desired that instead of two villages in each District as stated in the ToR, the study should cover three villages in each District. The contents of the Inception Report were also broadly discussed. A copy of the Regional Project Implementation Plan of NERLP was received from the Project Director during the meeting.

A follow up meeting was held in the Office of the Project Director at Guwahati on 28 August 2010 which was also attended by the World Bank officials. It was once again emphasized that study coverage instead of two villages in each District should be changed to three villages. The consultant agreed to revise study coverage and accordingly same was reflected in the Inception Report.

2.4 INCEPTION REPORT

The Inception Report describing study area, objectives, approach and methodology, sampling design, indicative study tools, various tasks to be undertaken, work plan, time schedule, deliverables, etc was submitted on 20 August 2010 and then on 3 September 2010. The Final Inception Report incorporating comments and suggestions of Project Authority and the World Bank officials was submitted on 9 September, 2010. After the approval of the Inception Report, other tasks related to field study were started.

2.5 METHODOLOGY

As mentioned above, study has been based on review and findings of secondary data and analysis of quantitative (household survey) and qualitative data covering interviews, FGDs, stakeholder consultations, etc as stated in the ensuing discussion.

2.5.1 Secondary Data Analysis

To understand the socio-economic context of the project area and for providing necessary inputs into social analysis of the project, relevant baseline data on socio-economic and cultural conditions has been collected and analyzed:

- Demographic composition, spatial distribution and characteristics-rural and urban population, sex ratio, growth rates, occupations, migration, literacy, significant concentration of vulnerable sections and communities,
- Productive resources, e.g. livestock, fishery, industries, etc.; agrarian and non-agrarian economic practices; employment, goods and services; sustenance derived from and use of common property resources like fishing ponds, grazing lands and forests as can be inferred from the available data,
- Land use, planned economic activities, economic and social infrastructure like markets, education and health services,

- Patterns of social development of various social classes, tribal groups, identification of socio-economically deprived communities, classes and groups.
- Secondary data / information which have been reviewed are as under:
 - Census of India, 2001 (Mizoram, Nagaland, Sikkim & Tripura)
 - Gazetteer of Districts, whichever available
 - Economic Survey of respective States
 - Annual Reports of various Departments of concerned States
 - Human Development Index Report of the States under study
 - Annual Report, Ministry of Development of NE Region
 - Plan document of project states
 - Five year Plan and Annual Plan
 - North East Region Vision 2020
 - BPL Surveys
 - Other sources to be identified during the study

The secondary data also includes some of the studies carried out by research organizations and articles and research papers. The teams involved in the social assessment have relied mostly on the information provided by the local people.

2.5.2 Primary Data Analysis

Primary data and information was collected by visiting all sampled villages in all the states. Entry in the village was done through village head. Data collection process included administration of household questionnaire, social mapping, observation, focus group discussions, interviews, etc. Help of local people conversant in local language and culture was solicited to ensure smooth entry in the village and conduct of surveys. One field activity was carried out separately. Focus group discussion was held in every village which included all sections of the society including women. The process of data collection was transparent, participatory and without any bias. Different tools used for data collection and their purposes are presented below:

Table 2.1: Tools used for data collection

Tools	Purpose
Transect Analysis	To ascertain the configuration of the hamlets and the distribution of the natural and the man made resources with respect to the different communities in the village. After introducing study team to village head and other villagers, transect walk was undertaken to familiarize themselves with villagers and also to have the overview of the village setup.
Village Mapping	To know the general topography and settlement pattern of the village, connectivity with main road, lanes within villages, location of school, religious structure, drinking water facility, water resources for irrigation, forest area, etc. Sample Village mapping was done in all the sampled villages. (Annex-1) and Village summary has been provided in Annex-2 .
Focus Group Discussions/ Village	The purpose of conducting FGDs/ village level meetings was to identify different social and economic groups in the

Tools	Purpose
level meetings	<p>village and to enumerate the characteristics and features of the groups. To ascertain the activities and enterprises that could be undertaken in the areas. To understand the status of women in the village and to gain an understanding of the gender related issues. To understand the problems faced by each category of community members and also to ascertain the salient issues specific to the group and perceived expectations from the proposed project.</p> <p>Overall 25 FGDs/ village level meetings were held in selected villages encompassing vulnerable/weaker sections (women, disadvantaged, tribal, and others) of the society. Tribal FGD with tribal groups were held importance to assess broad community support and informed consent of the discussants.</p> <p>The focus of discussion involved:</p> <ul style="list-style-type: none"> • Socio, economic and cultural characteristics of different social groups; • Documentation of social organization in the project area with respect to different social groups, based on ethnicity, clan, gender, locality, language, class, occupation, education etc); • Analysis of inclusion and exclusion of poor and women in existing institutional arrangements including Self Help Groups, Cooperative, other user groups and Panchayats; • Potential economic activities (income generating activities) in the area; • Constraints and opportunities within the existing institutions with respect to implementation capacity; • Impact of the proposed project, opportunities, constraints and likely positive and negative benefits of the project.
House Hold Survey	<p>Sample household survey was conducted in every using a structured questionnaire keeping in view due representation of all social groups. Household questionnaire was pre-tested. The questionnaire covered social, economic, political, institutional dimensions of rural life and livelihoods in the selected villages. The study team administered questionnaire to an adult member of the household including women. The study team included person well versed in local language and social and cultural aspects of the area. The questionnaire is given as (Annex 3 and 3 A).</p> <p>In all 414 households were administered questionnaire in selected villages.</p>
Institutional Analysis	<p>To assess the villagers' perception of the services that they receive from various government and the non-government service providers and institutions.</p>

Tools	Purpose
Livelihood Analysis	To identify the livelihood options available with the villages round the year.
Interviews	Interviews were conducted with key informants/stakeholders viz., State Secretary, Rural Development Department, District Collector, BDOs, DRDA, PMU, Sub Divisional Officers, District Panchayat members, Gram Samitis, members of Self Help Groups, members of Community Based Organizations, NGOs in the project area, project beneficiaries, women and youth Groups from targeted populations including vulnerable groups. Intensive discussions were held with Gram Panchayat and NREGA workers and beneficiaries to get their suggestion as well as also their views on proposed project, opportunities, constraints and likely positive and negative benefits of the project. The views and opinions expressed by the individuals interviewed were analysed.
Stakeholder Consultations	The study team conducted stakeholder consultations with representatives from the stakeholder groups at different levels, including representatives from local government, block office, PRI representatives, local community groups, representative of NGO, and representatives from academic and research institutions. Stakeholder consultations have been discussed separately in Chapter-7.

2.6 SAMPLE SELECTION

The proposed project will be implemented in two districts each in four states. Sample selection for carrying out different field level survey activities was done in consultation with the Office of Project Director. While selecting development blocks and villages, it was ensured that overall representation of the area is captured. The first stage of sampling involved selection of development blocks from each project district. In the next stage, villages were selected from each selected development blocks. Sample selection was done keeping in view following factors:

- The geographical spread of development blocks within the district and villages within the development block,
- Development status i.e., poverty level of the area (block/village),
- Demographic and ethnic composition of population in the village,
- Settlement pattern,
- Availability of SHGs and their working specially with women, and
- Accessibility to district head quarters (close to and far off from district head quarter).

From each district 2 to 4 blocks were selected and from each block 2 to 3 villages were selected. Overall 24 villages were selected for carrying out the field study. Selection of household was done after preparing the village list. Five percent of household from the total households as listed out were administered household survey questionnaire giving due representation to all sections of society (SC households, ST households, Women headed households, and others). Summary of sample selection is given in **Table 2.2**.

Table 2.2 Sample Selection

State	District	Block	Village	HH	Total Population	SC (%)	ST (%)	General (%)	Sample size (5%)
Sikkim	East	Gangtok	Singbel	55	294	0.0	92.9	0.93	3
		Gangtok	Aritar	107	546	0.2	9.3	0.09	6
	West	Gyalsing	Yuksum	87	456	1.3	92.5	0.93	5
		Sorang	Suldung Kamling	118	659	11.5	17.8	0.18	6
	South	Nimchi	Nagi Pamphok	95	541	31.6	34.2	0.34	5
		Nimchi	Mamley Kamrang	101	551	2.4	29.6	0.30	6
									Total
Mizoram	Aizwal	Phullen	Phuaibuang	342	2183	0	99.8	0.2	18
		Talngnuam	Sairang	976	5034	0	94.6	5.4	49
		Thingsulthliah	Seling	1218	2914	0.1	64.6	35.3	61
	Lunglei	Lungsen	Phairuankai	165	804	0	97.3	2.7	9
			Tuichawng	389	2248	0	93.9	6.1	20
			Diplibagh (Kawizau)	219	1412	0	98.1	1.9	11
									Total
Tripura	West	Bishalgarh	Madhupur	842	4179	15.7	16.6	67.7	43
		Bishalgarh	Laxmibil	1348	6684	19.2	0	80.8	68
		Mandai	Sibnagar	562	2709	0	99.8	0.2	29
	North	Pencharthal	Pencharthal	1109	5762	7.2	40.4	52.4	56
		Gournagar	Gournagar	399	2128	3.8	5.5	90.7	20
		Gournagar	Dhatuchhara	167	836	3.5	96.3	0.2	9
								Total	225
Nagaland	Peren	Jalukie	Mhainamtsi	273	1479	0	82.1	17.9	14
		Jalukie	Jalukie 'B'	303	1737	0	91.2	8.8	16
		Jalukie	Lilen	114	672	0	98.5	1.5	6
	Tuen-sang	Noklak	Pangsha(Old)	218	1100	0	99.5	0.5	11
		Noklak	Chendang Saddle	139	664	0	100	0	7
		Noklak	Langnok	116	785	0	99.9	0.1	6
								Total	60

2.7 DELIVERABLES

The deliverables include the **Social Assessment Report, Tribal Development Plan/Framework and the Gender Action Plan/Framework**

2.8 DATA ANALYSIS

Data was analyzed using MS Excel. Tables were generated and analysed keeping project objectives in view.

CHAPTER 3 POVERTY AND SOCIAL EXCLUSION IN PROJECT AREA

The North Eastern Region of India spread over an expanse of 25,500 sq km comprise of eight states – Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim and Tripura. The total population is 40 million (about 3.8% of India’s population) and it covers 7.98% of India’s geographical area. Tribal populations predominate in the entire region (60%) except in Assam, Manipur, Tripura and Sikkim.

The North East Region, with its predominantly tribal population of small-scale subsistence, jhum – slash and burn – farmers, of about 30 million, growing at 2.4% per year; its history of immigration and inter-ethnic problems – which persist to a degree today; its reliance on budget grant funding from the Centre; and its higher incidence and severity of poverty, with an estimated per capita income of only 65% of the national average. Coupled with this, the region is underlined by a narrow geographical link with the rest of India and large tracts which are sparsely populated hilly, remote and difficult to access.

In the four project states, Sikkim and Tripura are tribal deficient states having tribal population to the tune of 20.59% and 31.05% respectively, as compared to Nagaland (89.13%) and Mizoram (94.2%) who have predominant tribal populations. The tribal people had basic form of trade relations with non-tribal world, but that was not sufficient to penetrate their social core. The Scheduled Castes, generally the lowest in the social rank, have socio-cultural and economic dependency on other caste groups. Thus exclusion of such societies is due to its social customs, work attachment and legendry mandates by social authorities present among the greater Hindu society.

The study findings indicate social exclusion is not deliberate in the project area however disadvantaged people and poor including tribal, unemployed youth and women have been found in vulnerable conditions in terms of encompassing income, assets, education, health, dignity and voice. In totality, social exclusion denotes the following characteristics of a project area at large or individuals at least.

- Inability to participate effectively in economic, social, political and cultural life.
- Distance and alienation from a so called mainstream society.
- Isolation from major societal mechanisms which produce or distribute social resources.

3.1 ECONOMIC, SOCIAL AND DEMOGRAPHIC PROFILE

NER has diverse customs, practices, terrain, climate, ethnicity (over 140 major tribes out of 573 in the country), institutions, land systems, languages and cultural norms. The area is geographically divided into discrete plains and regions encompassed within hills, having a number of agro-climatic zones within them. Communication in the area is difficult and expensive. The region is characterized by high decadal growth rates of population, low urbanization and low population density. In spite of good progress in poverty reduction it remains a concern in all NER states, especially in Sikkim. Poverty estimates of the NER states are, however, limited.

The quest for ethnic and regional identity, nationalism, and ideological motivations fermented a climate of insurgency in several parts of the Region. The standard of living of the people in the region, as measured by the per capita Gross State Domestic Product (GSDP), has lagged significantly behind the rest of the country. The differences exist between the urban and rural areas, between the hills and plains and among the States of the region. Except for Mizoram, Nagaland and Sikkim which recorded marginally higher growth rates than the national average, the per capita income levels in other States were low. This underlines the overwhelming dependence of the population on the government for generating income, and a lack of productive economic activities in the primary, secondary and tertiary sectors of the economy. The region lags behind the rest of the country not only in terms of per capita GSDP but in several other development indicators as well. People do not have access to basic services in adequate measure. The standard development indicators such as road length, access to healthcare, and power consumption in the region are below the national average (Table 3.1).

Table 3.1: Socio, Economic and Demographic Indicators

State	Area (sq. km) 2001	Population (lakh persons)	Tribals as %age of total population	Literacy rate(%) 2001	Infant Mortality rate(per'000)	Poverty Ratio based on MRP Consumption 2004-05	Per capita GSDP (Rs) 2004-05	Forest coverage (%) 2003	Per Electrici consump
Mizoram	22,081	8.98	94.5	88.8	34	9.5	30,357+	75.71	133.7
Nagaland	16,579	19.9	89.1	66.6	38	16.5	26,129+	52.05	87.2
Sikkim	7,098	5.41	64.2	68.8	34	15.2	26,215	82.29	397.7
Tripura	10,486	31.99	31.1	73.2	52	14.4	24,984++	60.01	113.1
NER States	262179	389.84		68.5	45#	13.9#	18,032	54.52	110.4
India	3287240	10,287.37		64.8	57	23.6	25,944*	23.57	411.1

Note:# Simple averages used for NER ; + Refers to estimated per capita GSDP for 2003-04 and 2004-05 ; ++ refers to its estimated value for 2004-05 * per capita GDP at factor cost (RE) from RBI, Handbook of statistics on the Indian economy , 2005-2006

3.1.1 Demographic Summary Profile⁴

- Total population of the region is 388.58 lakh and is 3.79% of India's total (2001 Census).
- Mizoram is highly urbanized (49.63%) and Sikkim is at the bottom (11.07%)
- The population density is 149 per sq. km as against 324 at all India level. The highest is in Tripura (304).
- Sex ratio (2001 Census) is higher (937) as against all India level (933). It is highest in Tripura (950), Mizoram (938) and lower than all India average in Nagaland (909), with lowest in Sikkim (875).
- The potential work force (15-59 years) constitutes 56.97% as against all India figure of 56.93%. It is highest in Sikkim (59.34%), Mizoram (59.09%) Tripura (58.96%), Nagaland (58.62%)
- Literacy rate is marginally higher (65.83%) compared to all India level (64.80%).
- Female literacy is higher in all the states 86.13% in Mizoram) as against all India level (54.16%)

3.1.2 Socio-Cultural and Ethnic Hierarchy

In Social assessment study, it has been understood that out of four project states Mizoram and Nagaland are declared as tribal states but Sikkim and Tripura have mixed demographic compositions. Though Mizoram and Nagaland is purely tribal dominated states, so the ethnic hierarchy of Tribal population will be discussed in case of Tripura and Sikkim.

3.1.2.1 Tripura

In terms of population, Tripura ranks second highest among the North Eastern states of India with the average exponential growth rate of 1.46% as revealed from data of census 2001. Tripura seems to be very significant in the national map as it appears that it being surrounded on three sides by Bangladesh and having a common border with the districts of Chittagong, Noakhali, Comilla and Sylhet. It was the easiest harbourage for minority community of Bangladesh to migrate due to political or communal troubles. The ethnic hierarchy of Tripura tribes can be shown as below (Table 3.2):

Table 3.2: Ethnic Hierarchy of Tribes in Tripura

Tribes	Population	Ethnic Status
Tripuri	543843 persons as per 2001 census	Indo Mongloid Origin. Largest tribal community in Tripura Tripura was under rule of Tripuri Kings till it is merged with Indian dominion in the year 1949. Tripuri Society was controlled by regional social councils. Now they are under Village Panchayats and other legal bodies.
Reang	165103 persons as per 2001 census	Reans belong to Indo Mongloid racial stock Second Largest tribal community in Tripura Reang Society are controlled by Village Panchayats and other legal bodies Reans are still a nomadic tribe and a large numbers among them maintain their livelihood involving Top Hill Jhum Cultivation
Jamatia	74949 persons as per 2001 census	Jamatias have distinct features of Mongloid origin. Fourth Largest tribal community in Tripura Jamatias are the major strength of Royal army of Tripura Kingdom for which they were exempted from various taxes.

⁴ Govt. of India Second Administrative Reforms Commission, Fifteenth Report, State and District Administration, April 2009

Tribes	Population	Ethnic Status
		Earlier jamatias had to live on Jhum cultivation but later on they had accustomed themselves with the plough cultivation. "Hoda Akra" is their supreme traditional social institute which has power to look after to preserve and promote their every social taboo.
Noatia	6655 persons as per 2001 census	Jamatias have distinct features of Mongloid origin. Noatias have 11 major clans. Noatias is not their actual tribe name. They were actually Tripuris. In due course Noatias took title as Tripura. They are treated as new comers, now they are under village Panchayats and other legal bodies.
Uchai	2103 persons as per 2001 census	Uchais and Reangs are of same origin and ethnically belong to Mongloid tribes. Uchai is a separate tribe, live in Tripura since time immemorial. They have migrated in Tripura from Arakan hills of Burma. Traditionally Uchais were Jhum cultivators and still practice jhum in high tillas and slopes. Uchais live in clustered villages. In one village there may be maximum 50 families live together. Uchais are accustomed in plough cultivation and settled in plain areas along with other tribes.
Halam	47261 persons as per 2001 census	Halams live in typical "Tong Ghar" specially made of bamboos and Changrass. Halams are divided into several sub clans which is referred as "Barki – Halam" Apart from plain land cultivation, they still practice Jhum cultivation.
Mog	30385 persons as per 2001 census	Mogs depend on Jhum cultivation Mogs are Arakan Tribes and migrated to Tripura through Chittagong Hill Tracts They have social administrative social council. Chief of this council is called as Chowdhury Mog communities by tradition famous for their folk medicine Mogs social culture and beliefs are centralized with Burmese culture.
Chakma	61793 persons as per 2001 census	Chakmas are known to be a tribe of South East Asia. They have first migrated to Arakan hills of Burma and then to Chittagong Hills tracts to Tripura. Chakmas are one of the major tribes of Tripura according to their population Among Chakmas there are three major groups like Anokia, Tandugia and Magla. Economic activities of Chakma are centralized with Jhum cultivation, plain land cultivation and vegetables cultivation. A Considerable percentage of them are also government employees.
Garo	11180 persons as per 2001 census	Ethnically Garos are a tribe of Tibeto Burman Linguistic family and under Mongloid racial stock. Garos are one of the immigrant tribe in Tripura. Original home land of Garos was Meghalaya and Assam. Garos are matrilineal tribe. During last 50 years many of them got converted to Christianity.
Chaimal	226 persons as per 2001 census	Their main concentration is at Ambassa of Dhalai District. They called themselves as Saimar. Chaimal is a smallest tribal group of Tripura Chaimals belong to Cocaso Mongloid origin. Chaimals live on Jhum cultivation as well use plain land cultivation.

Tribes	Population	Ethnic Status
Kukis	11674 persons as per 2001 census	<p>Darlong is another tribe who are also known as Kuki.</p> <p>Nowadays they are accustomed with plain land cultivation and rearing of animals. Kukis are very much expert in hunting of wild animals</p> <p>Kukis presently a small tribe in the state and socio-economically more advanced tribe.</p> <p>They have their own customary laws and village councils. Lal is term which means village chief. The village chief generally meets up all sorts of social and religious disputes.</p> <p>Kuki is a word pronounced by outside people to refer a group of tribes like Darlong and Lusai. They called them as Mizo. They never call them Lusai as word "Lu" means head and "Sai" means cutting (Head Hunter)</p> <p>Kukis presently form a small tribe in the state but socio economically more advanced tribe.</p>
Lusai	4777 persons as per 2001 census	<p>Lusai is another tribe under Kuki Chin Group of tribes.</p> <p>Racially they are known to be under Mongloid origin</p> <p>Lusias live on Jhum cultivation and hunting of wild animal. Lusais are commonly known as Mizos and their culture is as like as mizos.</p> <p>Comparatively their literacy rate is higher than that of other minor tribes of Tripura.</p>
Khasia	630 persons as per 2001 census	<p>Khasias belong to Austro Asiatic racial stock.</p> <p>Basically they are Meghalayan Tribe. In true sense they have no ethnic relation with other Tripura tribes.</p> <p>They are used to plantation work and animal rearing.</p>
Lepcha	105 persons as per 2001 census	<p>Lepcha is a Himalayan Tribe and mostly reside at Meghalaya, Arunachal Pradesh, Bhutan, Sikkim and Darjeeling</p> <p>Lepchas are Mongloid Tribe. They are called as "Rong"</p> <p>Their main economic activity is cattle rearing and also agriculture with no horticulture.</p>
Bhutia	29 persons as per 2001 census	<p>Bhutias are Himalayan Tribe and negligible in Tripura.</p> <p>They are mostly in Royal army due to their warrior character and physical strength.</p>
Munda	12416 persons as per 2001 census	<p>Mundas are central Indian tribe and an immigrant Tribe.</p> <p>Mundas are proto Australoid tribe.</p> <p>Mundas are mainly working in tea garden and brick fields and in spite of lots of changes in socio economic lives of Mundas , they are still living hand to mouth.</p>
Orang	6223 persons as per 2001 census	<p>Orang is an immigrant tribe and migrated from Bihar, Madhya Pradesh and West Bengal.</p> <p>Orangs are plain tribe and their livelihood mainly depends on agriculture, tea plantation and brick field.</p> <p>Orang lives in clustered village.</p> <p>Village priest of Orangs are treated as Head of the family.</p> <p>.Among this tribe literacy rate is growing and economic consciousness is in progress. Orang are taking active part In the development phase of Tripura.</p>
Bhill	2336 persons as per 2001 census	<p>Bhills are considered as one of the oldest tribe in India.</p> <p>Bhills could be identified as one of the Dravidian racial tribe of western India and belong to Australoid group of tribes. They speak a language of Dravidian origin. This tribe has migrated to Tripura from central India mainly from Bihar, and Madhya Pradesh.</p> <p>Their economy is centralized with tea garden, Agriculture and brick field. They are found in North Tripura and working in tea gardens.</p>
Santal	2151 persons as per 2001 census	<p>Santhals are immigrant tribe of Tripura and belong to Austro Asiatic racial stock.</p> <p>Their main occupation is in Tea gardens. They also depend on</p>

Tribes	Population	Ethnic Status
		Agriculture and hunting of wild animals. They have their priest who works as their religious head

3.1.2.2 Sikkim

A majority population of North Sikkim comprises of Bhutias, Lepchas and less number of Nepalis. The Lepchas are predominantly concentrated in Dzongu Areas; Bhutias are seen from Kabi Tingda to Lachen and Lachung. Nepalese are found mixed up round Phodong, Mangshila and Mangan. Bhutias and Lepchas are usually Buddhist and Nepalese are Hindus, whereas around 1% of populations from all tribes have lately converted to Christians. The ethnic hierarchy of Sikkim Tribes is shown in **Table 3.3** below.

Table 3.3: Ethnic Hierarchy of Tribes in Sikkim

Tribes	Population	Ethnic Status
Bhutia	Not Known	<p>The Bhutias of North Sikkim includes Lachenpas and Lachungpas. Bhutias are mainly resided in Lachen and Lachung areas. The spoken language of Bhutia is Sikkimese but the dialect is the Tibetan. Lachenpas and lachungpas have their own traditional legal systems called “Dzumsa” (meaning meeting place of the people) headed by “Pipon” (village headman).</p> <p>The Bhutia aristocrats are called Kazis and they were the part of Chogyal government before 1975 when Sikkim state was an independent Kingdom. The Bhutia traditional dress is called “Bakhu”.</p>
Nepali	Not Known	<p>Nepali people are less in number compared bhutia and lepchas of the district. Most of the Nepalis of North Sikkim belong to the Kirat family (Limbu/Subba, Gurung, Mangar etc) and are settled around Mangshila, and Tingchim. Nepali people are believed to be very courageous and are popularly known as Ghorkas in the Indian sub continent. Limbus or Subbas are also called Yakthambas.</p> <p>Though Nepalis belonging to Kirat family have their own language like, limbu, tamang, gurung etc but they all speak Nepali and many of them are great poets and writers of Nepali language. Traditional dress of Nepali male is Dhaura, Surwal, Topi and patuka where as that of the female member is Ghuniu, Choli, Patuka and Hembari .</p>
Lepchas	Not Known	<p>The Lepchas are the aboriginal inhabitants of Sikkim and they are mostly settled in North Sikkim. They are mostly Buddhist but many of them have now adopted Christianity. The lepcha folklores are melodious and contain lots of interesting folk stories. The origins and tradition of lepchas is better described in the following write up.</p> <p>Like many other tribes in the Sub Himalayan region, lepchas belong to the Mongolian racial stock. Before migrating into the eastern Himalayan foothills, Lepchas might have been residing in the South eastern region of China. From here they moved into Thailand and Burma.</p>

The tribal question, pivotal to NER and the scope of the project, plays an important part in understanding the dynamics and hence the way forward in the identified project area and sample districts. In the recent past, there has been a trend of detribalization and a supposed inclusion of tribes into mainstream society, hitherto

marginalized. However, the contemporary ethnic history of tribal India clearly reveals that this process of identity formation and detribalization was not at all a prudent move from the part of the tribal people. Inclusion of tribal world into the non-tribal domain was mainly aimed at or focused on economic exploitation of tribal people and their resources.

Intentional or not, the tribal people lost their traditional authority over their economic resources — land, forest and other resources. The newly created identity did not serve the purpose to the tribal people. Except a few, most of the tribal groups could not assimilate completely with caste traditions. The converted tribal were, too, placed in the lowest strata of the society and ultimately experienced more severe exploitation and negligence from the greater Hindu society and elite groups.⁵

3.1.3 State Profile in Context of Poverty

The poverty rate in the region is significantly higher than the national average; the human development indices show poor records, and lack of development plagues the region. The number of industries in the region is significantly low. This is mainly due to the absence or weakness of basic infrastructural facilities, the major constraint to the promotion of entrepreneurial ventures in the region. This is compounded by the protracted civil unrest in many of the northeastern states. The inadequate transport services and connectivity, including the poorly maintained highways and unreliable air connectivity, are some of the factors that debilitate development in the region.

Agriculture is the mainstay of the economy of North East India, where more than 80 percent of the total population is rural. The self employed in agriculture constitute the bulk of the rural poor. Productivity and income generation potential of the rural sector in the region needs to be tapped through community based people's initiatives. In addition to farm based agriculture and horticulture related sectors such as bamboo and cane production and craft, fisheries, animal husbandry, timber and non-timber natural resource based products also have potential for sustainable livelihood generation in the region.

3.1.3.1 Facets of Poverty

Definition of poverty line is uni-dimensional. It considers the expenditure criterion only at 1973-74 price and fixed at Rs. 49.09 for rural and Rs.56.64 for urban areas per capita per month to get access to 2400 and 2100 K.cals respectively per day per capita (*Source: Planning Commission Estimates*).

In North East Region, the per capita expenditure per month for rural and urban area is Rs.387.64 and Rs. 378.84 respectively (as estimated by NSSO, 2004-05). The lower rate for urban areas appears to be a deviation from general perception.⁶

The simple yardstick (economic poverty) may not be able to capture the multiple deprivations of people adequately. Therefore four facets of poverty have been considered to study the components e.g. social exclusion, literacy, health and basic amenities in the study namely:

- Economic Poverty (expenditure deprivation), 1993-94 & 2004-05
- Human Poverty (health, education and income deprivations), during 1981, 1991 & 2001 (projected based on two previous years)

⁵ Indian Tribes and Issue of Social Inclusion and Exclusion C. J. Sonowal

⁶ Source: Poverty Eradication / Alleviation in North East India: An Approach, Summary Report

- Nutritional Poverty (deprivation to required K. cal. i.e. 80% of 2700 /person/day during 1993-94 & 2004-05).
- Basic Amenities Poverty (Deprivations to basic amenities-not having /possessing of safe drinking water, electricity, housing (pucca) and sanitation) during 1991 & 2001

3.1.3.2 Status of Poverty

- As many as 7.90 million persons live below poverty line in the NER (2004-05) as against 280 million in India (HDR, 2003, UNDP)
- BPL population as per Planning Commission, Govt. of India is 19.1% in NER as against 27.5% at all India level.
- In rural areas in the same year, the BPL population is 22.3 % and in urban areas 3.3 % as against all India average of 28.3 % and 25.7 % respectively.

Economic Poverty (2004-05)

- High poverty ratios are found in Sikkim (20.1%) followed by Nagaland (19.0%), Tripura (18.9%) and the lowest is in Mizoram (12.6%).
- The reduction of poverty in the NER is found to be encouraging (from 51.9% in 1973-74 to 19.1% in 2004-05) compared to all India level (from 54.9% in 1973-74 to 27.5% in 2004-05).
- The incidence of poverty among various social groups and religious groups could not be considered separately for non availability of related data.

Human Poverty (2001)

- Human Poverty in rural areas is higher than all India level (36.3%) in Tripura (43.8%) followed by Nagaland (39.8%), Mizoram (37.4%) and lowest in Sikkim (28.6%).
- In urban areas, it is higher than all India level (16.8%) in Nagaland (17.7%) and lower in Tripura (15.2%), Sikkim (7.5%) and Mizoram (5.2%).

Nutrition Poverty (2004-05)

- Calorie gap in rural areas is lower than all India level (30.6%) in Mizoram (27.3%) and Nagaland (24%). The gap is higher in Sikkim (41.4%)
- During the same period, the gap in urban areas is lower than all India level (33.4%) in Mizoram (30.2%), Nagaland (14.7%) and Sikkim (30.2%)

Basic Amenities Poverty (2001)

- The BAP in urban areas is higher than all India level (17.5%) in Nagaland (20.7%) and lower in Tripura (13.9%), Mizoram (11.2%) and Sikkim (6.1%).
- In rural areas, BAP is higher than all India level (52.6%) in Tripura (53.1%) followed by Nagaland (51.9%), Mizoram (49.1%), and Sikkim (38.9%).
- Urban areas within the region are found to have received more attention than rural areas.

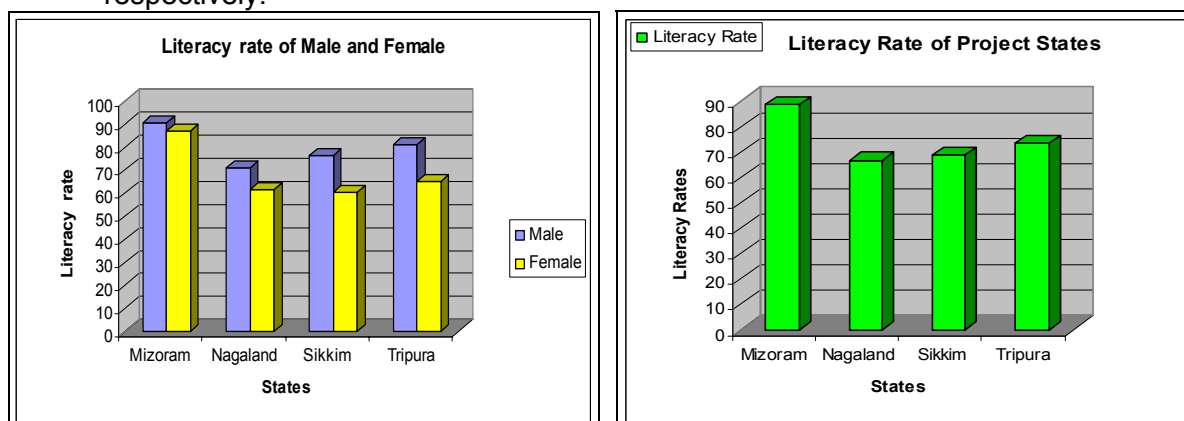
3.1.4 Poverty and Social Exclusion in the Project Area

The social assessment study indicate key indicators of poverty are dispersed population, low human capital (education and skills), poor health, lack of infrastructure facilities, poor land quality, subsistence agriculture, low local wage labor, one crop based agriculture, low level or no industrialization, diversification of

economic activity, low development of service sector, lower opportunity cost of female labor, dependency, small land holdings/landlessness, migration etc. Scattered habitation leads to restricted mobility and difficulty in accessing markets, various services and facilities. These conditions makes situation worst for the most disadvantage people. Field survey findings indicate poverty, vulnerability and exclusion issues in the project area as follows:

3.1.4.1 Literacy

Literacy rate is marginally higher (65.83%) compared to all India level (64.80%). It is highest in Mizoram (88.80%) followed by Tripura (73.20%), Sikkim (68.80%) and Nagaland (66.60%). Female literacy is highest in Mizoram (86.13%) as against all India level (54.16%). Among the four project states, literacy rate of Nagaland and Sikkim is marginally higher than the national average as it is 66.6% and 68.8% respectively.



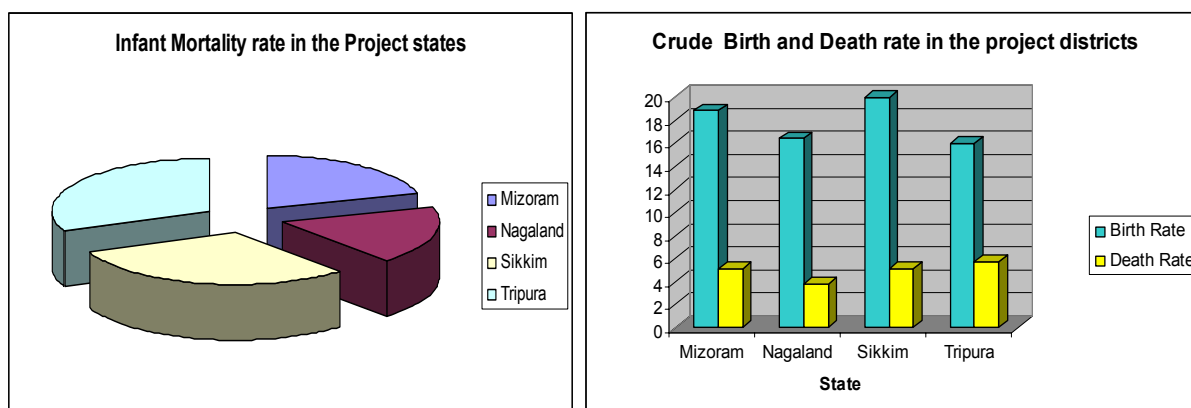
NER although fares well in literacy, it lacks scientific job skill resulting in poor productivity of their goods.

3.1.4.2 Health

In the North eastern Region, health is an important parameter for poverty alleviation. Status of health can be measured from three important parameters; one is crude birth rate and death rate and also infant mortality rate. It also indicates the nutritional poverty of a region. In the four project states, it is highlighted that Birth rate of Sikkim is highest i.e. 19.9 % followed by Mizoram 18.8% which is also lower than the national average of 23%. Birth Rate is lowest in Tripura is 16% which is 7% lower than the national average.

In case of death rates, Tripura is showing highest as 5.7% which is lower than the national average 7.6%. Death rate is shown as lowest in Nagaland as 3.8%.

Infant Mortality Rate (IMR) of the project states shows an improving trend than the



national average as all the four states has comparatively lower IMR than the all India average. IMR is shown to be highest in Tripura i.e. 31% and still it is lower than 27%. IMR is lowest in Nagaland i.e. 18% which is comparatively much lower than the national average.

Focus on other aspects of human development such as basic health needs is equally important for capacity development. Health indicators in the region show significant improvement over the years, nevertheless, there is considerable scope for raising the health and nutrition status of the region especially for children and women. The shortage of medical specialists and lack of tertiary facilities needs to be addressed, along with issue such as the high incidence of AIDS, cancer, malaria, and other diseases, and the wide gaps in rural-urban provisioning of basic services. Good sanitation and drainage, clean water, electricity and permanent structures for all homes are now considered necessities and pre-conditions for development. While states have made efforts to increase the reach of these services, thousands of households still do not have access to them. The poor access to amenities in rural areas coupled with the lack of non-farm employment opportunities has propelled young people to urban centres.

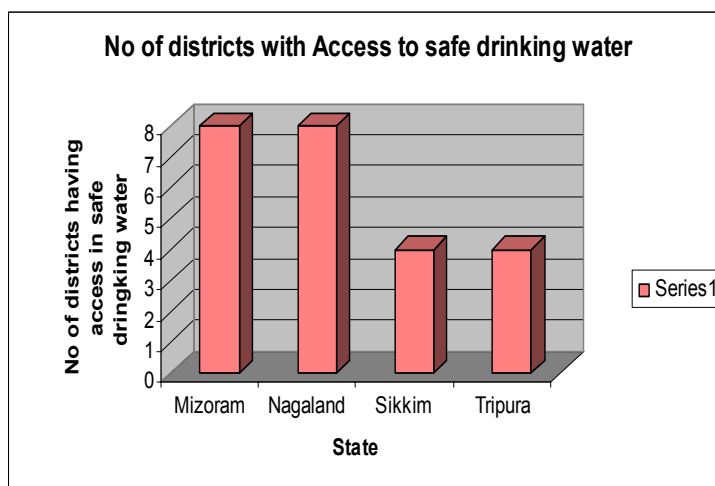
3.1.5 Availability of Basic Facilities

3.1.5.1 Housing

Housing facilities to the people belonging to the BPL cadre are provided through Indira Awas Yojana. It aims to provide dwelling units, free of cost to STs and SCs and also non SC, ST but BPL families in rural areas. It applies to four project states like Mizoram, Nagaland, Sikkim and Tripura. The beneficiaries undertake construction of houses with the community assistance.

3.1.5.2 Access to Drinking Water

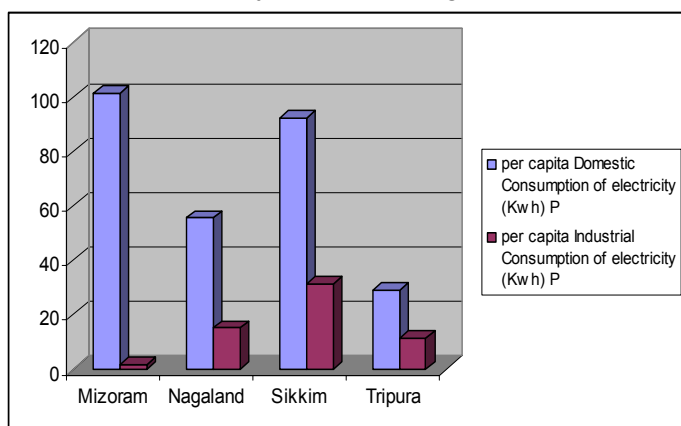
The state government has given priority for construction of number of rural surface water supply schemes including high capacity as well mini treatment plants for remote rural areas, especially where drilling of deep tube wells is not feasible. The Public Health Engineering wing of the State Public Works Department is the nodal department for survey of status of drinking water supply in rural habitations of the state. There are total 962 numbers of Deep Tube Wells operating in the state for providing drinking water facilities. Out of which 109 DTWs are in operation in urban area and 853 numbers are working in rural areas making drinking water available partially in the rural areas.



3.1.5.3 Sanitation

Rural sanitation is major indicator of health and hygiene. Total sanitation campaign is trying to create awareness among the rural mass to introduce low cost sanitation and

its usefulness to the people for maintaining good health. It is operating in four project states namely Mizoram, Nagaland, Sikkim and Tripura.

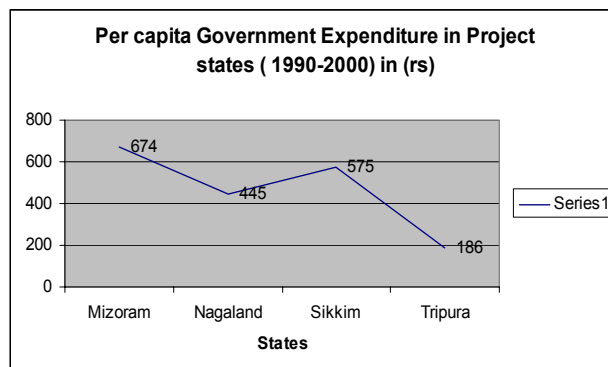
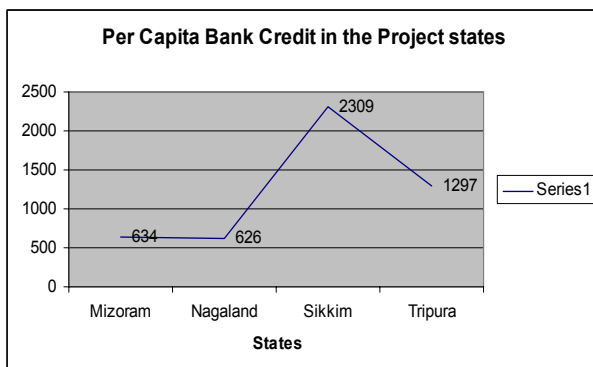


In the project states, the access to safe drinking water facility is availed by 8 districts in Mizoram and Nagaland, whereas in Sikkim and Tripura, 4 districts are having access to the safe drinking water. No of households availing this facilities are shown in the sample household analysis.

3.1.5.4 Electricity Consumption

Per capita domestic consumption of electricity is an indicator of basic amenities of people. Per capita industrial consumption of electricity is also an indicator of industrial and commercial growth of the state, which indicates the employment opportunity indirectly. Among the four project states, per capita domestic electricity consumption is counted as highest in Mizoram (101.25%) followed by Sikkim (92.18%) and it is lowest in Tripura (28%). While considering industrial consumption of electricity, it is highest in Sikkim (31.25%) and lowest in Mizoram (1.5%)

3.1.5.5 Bank Facility



Banking service indicates the ability of people to access the resources. Number of banks that offered services to the local people is highest in Mizoram at 8.5 nos. per one lakh population and compared to this, Nagaland has shown as lowest as 3 Banks against the same ratio of population. Per capita bank credit in the projects states can be shown as highest in Sikkim as Rs 2309/- . It is lowest in Nagaland as Rs 626/- with a marginal variation in Mizoram.

3.1.5.6 Infrastructure

Weak infrastructure, poor connectivity and remoteness of the project states are main cause of vulnerability and exclusion. The social assessment study findings indicate poor infrastructure in terms of roads, electricity, drinking water and health facilities. Villages are away from urban centres and isolated making service delivery system difficult. Irrigation facilities are poor. There is hardly any industrial infrastructure that can facilitate employment. Lack of transport connectivity is a major constraint on

economic growth, employment generation and diversification of output and employment in the project districts.

3.1.5.7 Transport

Transport infrastructure is of great importance in the region to strengthen its integration within itself, with the rest of the country and its neighbours, as well as to transport people and goods more effectively within and out of the region. Rail connectivity in such a terrain is not only time consuming but would need prohibitive investments, probably beyond the means of the nation. It is road connectivity which would play a dominant role in fulfilling the transportation needs of the public. Air connectivity would certainly play a role for a limited segment of people and goods.

3.1.5.8 Road Network

The total road length in North-Eastern Region (as on 31/03/1997) is 1, 39,831 km, which amounted to 5.7 percent of the total road length of the country.

Table 3.4 represents that Mizoram State is highly connected with National Highways in comparison with other project states. This reflects that rural population has limited access to urban areas.

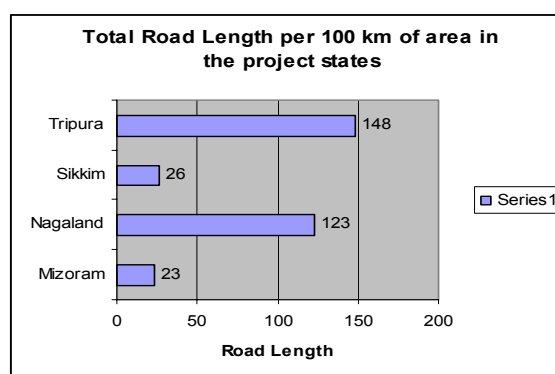
Table 3.4 - Road Network (Km)

State	National Highways	State Highways	Major District Roads	Village Roads
Mizoram	927	354	3518	NA
Nagaland	369	398	13754	5137
Sikkim	62	186	1502	NA
Tripura	400	136	5569	7912
India	58092	133853	1967080	492585

Source: NER Vision 2020

Nagaland has the second highest share of 13.1 percent while Mizoram had the minimum road length of 4829 km. (3.5 percent). The vast majority of roads, around 56,000 kilometers, are unpaved (kaccha) roads, which are generally unsuitable for transportation of heavy goods.

In the four project states, total road length is highest at 148 km per 100 km area of the project states. Compared to Tripura, Mizoram has lowest of 23 km road length per 100 km of area.



Lack of proper transport infrastructure has been a severe bottleneck in its path of development. In order to give economic and social development impetus to the region and to bring it closer to the national main stream, the development of transport sector has a major role to play.

3.1.5.9 Railways

In general, rail is the best method of mass transportation in the country, but rail networks are generally difficult and expensive to set up in hill areas, which accounts for the absence of railway lines especially in Mizoram. Tripura and Nagaland have

railway routes in their plain areas. Even so, the track density in terms of both population and area even in the plain areas of the North East is much lower than the national average.

3.1.5.10 Telecommunications and Information Technology

Telecommunication plays a vital role in connecting people with the rest of the world and improving their economic well-being as does physical communication. Since physical infrastructure in the project states is either limited or is expensive, telecommunication becomes an even more important mode of communication.

3.1.6 Employment

The main employment source of the project states is agriculture and allied activities. Due to under-development of industry and service sector, there has not been much change in the main occupancy of the region in last decades.

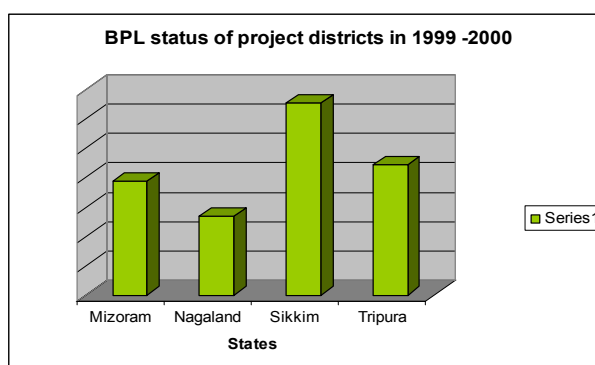
The higher concentration of poor among the **self employed** in agriculture is the reflection of the poor performance of agriculture economy in project states. Poor performance of agriculture has reasons to continue and among many, the most important factors include:

- The size of the techno-managerial unit of majority of the farmers is tiny.
- The land has difficult problems of rugged terrain and inaccessibility in the hills and flood and water stagnation in about one third areas of the plains.
- High acidity in the soil and less sunny hours that is adverse to better growth.
- Productivity of food grains per unit of land is low except for Tripura.
- The subsistence mindset continues as food security oriented diversified production system has found very little scope for commercial production.
- Surplus production in the case of certain vegetable, fruits and spices crops has problem of conversion of products into remunerative money value.
- Access to formal credit is major hurdle of the poor.

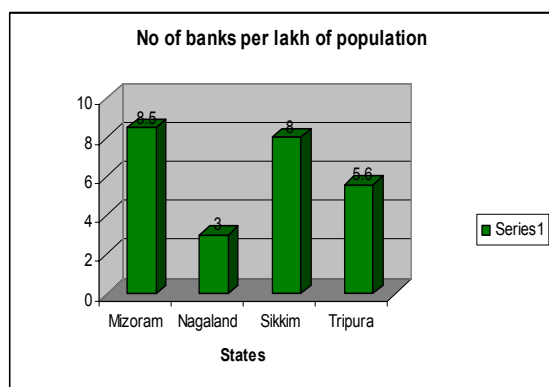
Agriculture labor as a source of livelihood is limited due to limited scope of agriculture in hilly areas. In plain areas however, because of NREGA supply of agriculture labours has decreased affecting agricultural productivity. NREGA has become a boon for wage labours. There are not many urban centres and they are small. Thus requirements of wage labour is small urban centres are almost negligible. Scope for wage labours/ employment in manufacturing and service sectors are limited as there has been hardly any development in manufacturing and service infrastructure. Overall there has been more or less no diversification of livelihood opportunities in states. The other sources of livelihood are minor forest produce.

3.1.7 Poverty and Income

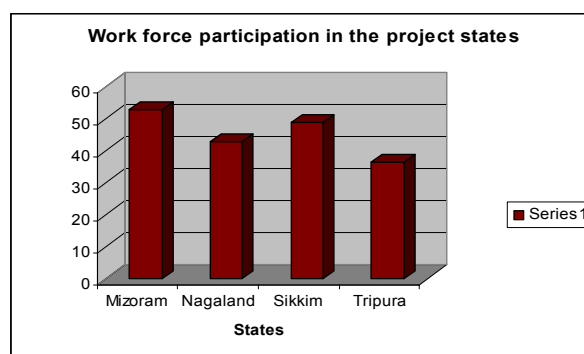
The estimated poverty ratio of NE is lower than the country's overall poverty ratio of 26.02 per cent; there are also significant variations in the cost of living in different states which may influence in determining the levels of poverty.



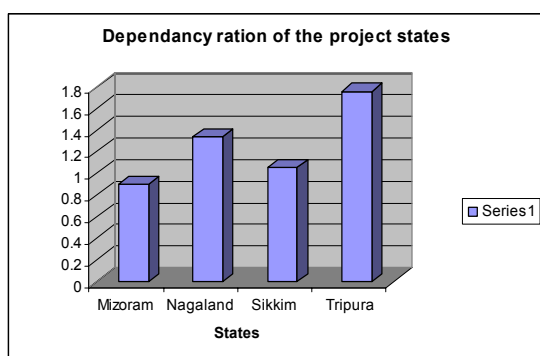
Workforce participation ratio in the project states reveals highest in Mizoram at 52% followed by Sikkim at 48%. Workforce participation is lowest in Tripura at 36%.



Compared to workforce participation, the dependency ratio of the four states indicate that in Tripura dependency ratio is highest at 1.76 % and lowest in Mizoram at 0.9% which is a reverse scenario of workforce participation.



Economic Poverty (EP) of the region appears to be largely rural in nature and heavily concentrated in Tripura. The composition of the poor shows that the self-employed in agriculture constitute the bulk of the poor, followed by the self-employed in non-agricultural occupations, labourers in rural areas and self employed and casual labour in urban areas. The participation of the poor in the processes of planning is low and only some of the poor are organized in groups such as Self-Help Groups (SHGs).



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In the four project states, economic poverty was also assessed through per capita government expenditure which is shown as highest in Mizoram (Rs 674/-) and lowest in Tripura (Rs 186/-). All the four states are showing per capita government expenditure higher than national average of Rs 162/-

3.1.8 Unemployed Youth

Human poverty is vastly influenced by lack of skills among the poor. While the literacy rate is high, the skill development is low among Youth. The rate of unemployment in the rural areas is also very alarming and as youth unemployment dominates with 40% of the total unemployment, this is becoming a serious and disturbing factor. (Table 3.5)

Table3.5: Unemployment Rate among the Youth

States	Unemployment Rate in 2004-05											
	Male				Female				Total			
	15-19	20-24	25-29	15-29	15-19	20-24	25-29	15-29	15-19	20-24	25-29	15-29
Mizoram	0.7	2.4	2.2	2	0	0.4	0	0.3	0.5	1.5	1.4	1.3
Nagaland	8.2	26.9	19.2	20.8	8.1	15	4.1	9.5	7.8	20.1	12.4	14.9
Sikkim	10.3	13	3.5	8.6	0	6.4	3.7	4	7.1	10.7	3.6	7
Tripura	33.6	31.2	13.1	25.7	65.7	67.1	45.2	60.8	40.9	39.1	18.5	33
India	7.9	6.2	2.3	5.2	6.7	9.3	5.2	7	7.5	7	3.3	5.7

Source: NER vision 2020

3.1.9 Drug Abuse and HIV/AIDS

Among Sikkim, Tripura, Mizoram and Nagaland, the last two share a common international border with Myanmar which is the world's second largest illicit opium producing country. Drug trafficking across the border occurs with ease in dimensions such as:

1. Illicit cultivation of opium and cannabis;
2. Smuggling of heroin and amphetamines from Myanmar in moderate quantities;
3. Trafficking of pharmaceuticals such as *dextropropoxyphene* and codeine-containing cough syrups from other parts of the country; and
4. Trafficking of ephedrine and pseudo-ephedrine precursors for the manufacture of amphetamines from India to Myanmar.

According to estimates by the National Aids Control Organization (NACO – 2006) there are 50,000 IDUs injecting drug use in Northeast region, wherein Mizoram and Nagaland have a major share. This figure, however, does not include many IDUs belonging to affluent families who can deal with the problem of drug use themselves without seeking help from NGOs and other service providers, though there is a sizable population of drug users in this section of society in the region. They remain hidden for various reasons; stigma being the most important one. Empirical data of various NGOs working in the region in the field of Drug and HIV also suggest that drug use has not declined in the region over the last two decades in spite of the earnest efforts of the Government and other civil society organizations.

Sale of alcohol, the most commonly abused substance, is prohibited in Nagaland and Mizoram; however, alcohol users are the second largest group seeking treatment services in these states after opiate users. It is worth noting that intravenous use of pharmaceutical products, the use of opiate of choice for injecting in Mizoram has been associated, unlike heroin, with higher risk of abscesses, non healing ulcers and amputations thereby increasing the morbidity of drug users.

Users of codeine-based cough syrups in Mizoram are the third largest number of youths demanding treatment services. Cannabis (ganja) users are the second highest group of treatment seekers in Tripura. Tripura has lower levels of the abuse of tranquilizers as reflected in the records of addiction treatment centres.

Nagaland is among the six high HIV-prevalence states in India and Mizoram also off late appears to be headed in the same direction. Equally worrying is the increasing evidence that non injecting sex partners of IDU are becoming infected with HIV in many North-eastern states (UNODC-2005). (**Table 3.6**)

Tuensang is one of the remotest districts in Nagaland, which is located in the eastern part of the state, sharing approximately 160 kms of international border with Myanmar. There are five dominant tribes and few minor ones in Tuensang, the largest district in Nagaland which covers an area of 4,228 sqkms. The district has one of the highest cases of HIV/AIDS, intravenous drug users (IDUs), and STDs in Nagaland—almost seven per cent of HIV tests conducted is positive. This can be attributed to factors such as, lack of education, poverty, drug trafficking, rampant sharing of needles among intravenous drug users, insurgency and border sharing with Myanmar.⁷

⁷ Source: Natural Resource Based Income and Livelihood Improvement Initiatives in North-eastern India

Table 3.6: NACO's Categories of NE States on HIV prevalence			
High Prevalence	Moderate Prevalence	Low Prevalence	
		Highly Vulnerable	Vulnerable
Nagaland		Assam	Arunachal Pradesh Meghalaya Mizoram Sikkim Tripura Manipur

The following **table 3.7** shows the number of AIDS cases in the states and the rate at which it has been growing during the last two years. It also shows how many people are under treatment as part of the free Antiretroviral Therapy (ART) of NACO. PLHA who have developed AIDS need treatment and, as we see from the table, there are many not benefiting from these facilities provided by the Government.

Table 3.7: AIDS cases in NE and Recipients of ART (Reported to NACO as in August 2006 and July 2007)				
S.No.	State	AUG '06	JULY '07	No. of People on ART (July '07)
1	Nagaland	736	1600	490
2	Mizoram	106	216	84
3	Sikkim	8	NA	NA
4	Tripura	5	NA	NA
TOTAL		4194	6346	4843

3.1.9.1 Incidence of HIV/ AIDS in Project Area

During the survey in four project states, an attempt has been made to find out the existing scenario of certain incurable diseases like HIV/ AIDS. . From the field level survey, it has been observed that of the total survey households (141), one person in Mizoram, four persons in Nagaland and two persons in Sikkim found HIV positive. On the contrary, in Tripura, there is no such incidence of having AIDS or HIV positive. (Table 3.8)

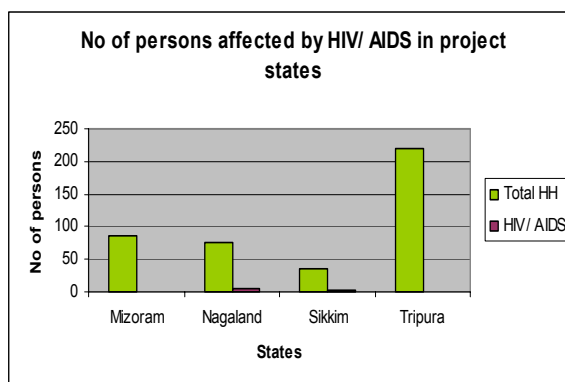


Table 3.8: Incidence of HIV/ AIDS in Project States

States	Total HH	HIV/ AIDS
Mizoram	85	1
Nagaland	75	4
Sikkim	35	2
Tripura	219	0

Source: Sample Baseline Socio-economic Survey

3.1.9.2 Social Exclusion and HIV/AIDS problem

The presently high level of stigma and discrimination in all the states of the region gives birth to the denial of the rights of people infected and affected by the virus and ultimately creates an environment where the virus spreads rampantly and secretly. The following diagram (UNDP report) explains the link between poverty and HIV reinforcing the fact that drugs and HIV are very much development issues and are to be rightly looked at from this perspective while attempting to solve the problem.



3.1.10 Human Trafficking

The main Indian legislation dealing with human trafficking is the Immoral Traffic Prevention Act (ITPA) 1956, which says trafficking includes procuring, taking, and

inducing a person for the sake of prostitution. As per the data recorded since 2006-2009 in respect of human trafficking in Sikkim state, 12 female between the age of 14-30 have been recorded so far, the maximum cases registered is from the East district, where as few cases in West and South District are also reported. According to, DIG Range, Mr. N. Sridhar Rao regarding human trafficking in Sikkim, till date there are no registered cases of flesh trade within but few cases relating to human trafficking is registered where most of the cases have been solved. Further DIG Range has stated that no information on brothel in the state is informed but flesh trade in public is an offense. Considering the record available it can be said that flesh trade in state exists but due to lack of information or laws no strict action so far in checking this has been carried out, whereas human trafficking in state has been seriously taken up by the concerned authorities.

A research report of 2005 by Nedan Foundation reveals that trafficking problem is widespread in this region. Interviews by Nedan's field teams with 60 teenage sex workers at Dimapur, Nagaland, revealed that many girls have been trafficked from the Naga countryside with false promises of sales jobs in big cities where most of them belonged to broken families, having lost one or both parents in the region's protracted ethnic conflicts. Almost all had dropped out of school and faced a bleak future. The Norwegian Refugee Council (NRC) states that 15,000 people were displaced in 2003 in Tripura state.

3.1.11 Summary of Social Issues

Field survey works findings indicate poverty, vulnerability and exclusion issues in the project area. The main occupations of villagers are agriculture, animal rearing and wage labour. Agriculture productivity is low in hilly areas. Agriculture is rainfall dependent. Livelihood options are limited to primary activities (agriculture, animal rearing, wage labour, etc). Majority of households do not have food sufficiency round the year. Education and health facilities are available in almost villages. Villages are connected by all weather roads. Electricity is available in some villages. Livelihood activities are limited to primary sector. Although young people (youth) are comparatively more educated compared to the rest of India, a majority lack technical and professional skills. As a result, there is rising unemployment among educated young people leading to their involvement in drug abuse problems.

There is perceived need to increase and diversity the sources of income at community level. Main developmental schemes in all the villages are NREGA, IAY and SGSY. In some villages however, ICDS has also been functioning. Implementation of NREGA has been very helpful in the reduction of poverty.

Though there is no visible differentiation between different social categories (tribal groups) in accessing education, health, drinking water facilities, etc and other institutions within the villages. However, status of all tribes is not the same. For example, Reangs are most backwards among the tribal groups in Tripura as compared to Debbarmas and Chakmas. Scheduled castes are weaker sections of the society in all the states.

3.2 VULNERABLE CASTE, TRIBES AND GROUPS

The most vulnerable groups & communities of the project area could be identified as the following;

- Small farmers , BPL families and the landless
- Upland communities including Jhum cultivators
- internally Displaced persons due to ethnic conflict/ natural disaster

- Communities involved in traditional occupation –artisans, weavers, bamboo/cane craftsman, potters, bell/brass metal makers, fishermen
- Women – also as a separate group – cash need induced activities are also displacing women from their traditional control over homestead to a marginalized position

The places where (due to geographical and infrastructural conditions) **poverty pockets** are burgeoning are;

- Mountainous or hilly regions – where population is sparse and infrastructure minimal: Nagaland and remote areas of Mizoram and hills of Tripura and Sikkim.
- Plains where ‘mainstream’ development is least in terms of infrastructure and developmental programmes; incidentally, these are also habitat of the tribal-Foothills of Himalayan Range in South Tripura.
- Places where people are displaced due to ethnic violence – Tripura
- Places severely affected by militancy – Nagaland and Tripura.

Vulnerable groups constitute SCs and STs in all four states, BPL families, Women headed households, and others.

Among STs, there are different groups. The status of all tribes is not the same. For example, Reangs are most backwards among the tribal groups in Tripura as compared to Debbarmas and Chakmas. Scheduled castes are weaker sections of the society in all the states.

There is no visible differentiation between different social categories in accessing education, health, drinking water facilities, etc and other institutions within the villages.

The North East Region, with its predominantly tribal population of small-scale subsistence, jhum – slash and burn – farmers, of about 30 million, growing at 2.4% per year; its history of immigration and inter-ethnic problems – which persist to a degree today; its reliance on budget grant funding from the Centre; and its higher incidence and severity of poverty, with an estimated per capita income of only 65% of the national average. Coupled with this, the region is underlined by a narrow geographical link with the rest of India and large tracts which are sparsely populated hilly, remote and difficult to access.

Primary survey findings emphasize issues of rural poverty is dominant in vulnerable populations including the STs in four states of the North East region, viz; Nagaland, Mizoram, Tripura and Sikkim. Of these, Sikkim and Tripura are tribal deficient states having tribal population to the tune of 20.59% and 31.05% respectively, as compared to Nagaland (89.13%) and Mizoram (94.2%) who have predominant tribal populations.

3.2.1 Schedule Tribes in Tripura

The two districts selected under the NERLP, West and North Districts falls within the Scheduled Areas and exhibit dispersed concentration of the tribal populations. **Table 3.9** gives an outline of the ST population in the sample villages undertaken for the Social Assessment study.

Table 3.9: Major tribes and population in study villages-Tripura

Dist.	Block	GP	Village	Names of Tribes	Total Population	Others	ST	% of ST
West Tripura	Bishalgarh	Madhupur	Madhupur	Tripuris	5282	4933	349	6.60
		Laxmi Bil	Laxmi Bil		4263	4263	Nil	Nil
	Mandai	Shib Nagar	Shib Nagar	Tripuri	1929	39	1890	98
North Tripura	Pecharthal	Andhar Cherra	Andhar Cherra	Chakma, Reang, Tripuri.	2508	130	2378	94.81
	Panisagar	Peku Cherra	Peku Cherra		2008	2008	Nil	Nil
	Gour Nagar	Deora Cherra	Deora Cherra	Darrlong, Orang, Deb Barma	3242	1108	2134	65.82

Source: Websites of Govt. of Tripura-West and North Tripura districts. Accessed in Oct,2010.

Poverty and Deprivation

The state has experienced significant progress in social, economic and political indicators of human development. The situation in Tripura is better than the Indian average with respect to achievements in health and education, and in respect of the implementation of an effective system of democratic decentralization. However the population below poverty line is 34.4% as compared to the national average of 27.5% and with a high percentage of rural poverty (43.8%). **This is most discerning since the tribal in Tripura are largely rural. Additionally, the condition of the Reangs, a Primitive Tribal Group, is worse. Out of 36,000 PTG families, 23,000 are still Below Poverty Line (BPL).**

Table 3.10 Some Development Indicators for Tripura vis-a vis National Figures (2008)

	National	State
Birth Rate	22.8	15.4
Death Rate	7.4	5.9
Natural growth rate	15.4	9.5
Infant Mortality Rate	53	34

Source: - NFHS-III, Census-2001 and State Population Policy-2000

3.2.2 Schedule Tribes in Sikkim

The Scheduled Tribes of Sikkim constitute 20.6 % of the population (2001 Census). It mainly comprises of Lepchas, Bhutias and recently included the Limboo and Tamang⁸. The district wise distribution of Bhutia and Lepcha population is 19.03% in North District, 41.40% in East District, 21.23% in West District and 18.34% in South District. Tribals in Sikkim are widely dispersed in habitation, except in North District, where they live in compact areas. In the state, the community –wise distribution of population shows that the Rais are reportedly the most populous, followed by the Bhutias, Chetri, Limboos, Others, Lepchas, Bahuns and Tamangs. The distribution of ST population are shown below (**Table -3.11**)

⁸ As per notification No. 18(3)-Home/75 Dated 6/7/1978 and No. 17/Home/2003 Dated 5/4/2003

Table 3.11: Distribution of HHs, population and sex ratio by ST community- Sikkim

Community	Household	Population			HH size	Sex ratio
		Male	Female	Total		
Bhutia	14769	38891	37179	76070	5.15	956
Lepcha	8041	22945	22294	45239	5.63	972
Tamang	7718	20439	19018	39457	5.11	930
Limboos	10672	29343	27307	56650	5.31	931

Source: State Socio-Economic census, 2006. DESME, Govt. of Sikkim.

Poverty and Deprivation

To assess the extent of poverty in the state, the Directorate of Economics, Statistics, Monitoring and Evaluation, Government of Sikkim, conducted a survey of poor households in 2005. Of the 93,451 households surveyed in rural Sikkim, 19,235 (20.58%) households were found to be BPL. Of these 1,054 (5%) are in North district and the remaining 18,181 are more or less equally distributed in the remaining three districts of East, South and West (**Table:3.12**). In terms of poverty level, the South and West districts form one cluster, with 24% and 26% of the households being BPL; While North and East districts form the other cluster with 17% and 16% poverty level respectively.

Table 3.12: District wise distribution of villages and poor households with different poverty rates in Sikkim

Poverty Rate	Number of Villages					Number of Poor households				
	Districts					Districts				
(% of poor households)	North	East	South	West	Total	North	East	South	West	Total
0%	4	2	2	3	11	0	0	0	0	0
0-20%	57	149	84	99	389	458	2445	1143	1112	5158
20-40%	33	107	125	118	383	394	3225	3082	3035	9736
40-60%	9	13	41	48	111	202	466	1455	1731	3854
60-80%	0	2	3	6	11	0	97	83	307	487
Total	103	273	255	274	905	1054	6233	5763	6185	19235
Total Rural Households						6031	40145	23879	23408	93463
Total Rural Population						32562	199774	125624	125158	483118
Total Scheduled Caste Population						913	15784	7306	6834	30837
Total Scheduled Tribe Population						26882	65692	38805	56999	188378
Percentage of Scheduled Caste and Scheduled Tribe Population						85%	41%	37%	51%	45%
District Poverty Level						17%	16%	24%	26%	21%

Source: Tambe et al.2006. "How accurate is 'caste' as an indicator for measuring economic backwardness? Rural poverty mapping experiences from Sikkim, India."

3.3 SOCIAL EXCLUSION: OTHER ISSUES

Local Political Influence: It has been noted during the social assessment study that dominance of sub groups (who have political affinity) is present at village and district level. They are political affinity of the families (in other words association with political party), dominance of sub-groups, and most importantly limited availability of funds. Thus poor and vulnerable have been neglected in the selection of beneficiaries. In general, selection of families by PRI is carried out with absolute fairness and without

any bias. However, off the record majority opined that “**exclusion**” does take place because of certain reasons.

Remoteness: Poor living in the geographically isolated pockets get excluded from the benefits of Govt. schemes due to communication bottlenecks. Due to illiteracy, SC community does not come forward and avail of Govt. development schemes.

Migration: Seasonal Migration is noted in Sikkim and Tripura and more than 50% of educated youth are unemployed in all four project state.

Conflict among Tribes: Conflict is noted between ethnic tribe especially in Mizoram and Nagaland State.

3.4 GENDER ISSUES IN PROJECT STATES

Northeast India is homeland to a large number of ethnic groups, who have come from different directions at different historical times. These groups belong to different racial stocks, speak different languages, and have varied socio-cultural traditions. The upliftment of women in such diverse ethnicity, both economically and socially, becomes imperative to empower women for a harmonious and sustainable future. Gender relations amongst people in hill states are more flexible as compared to the people in plains. With the advent of Christianity, many of the practices that were generally followed by tribal people have changed. Yet the more egalitarian culture of the northeast region, coupled with the absence of some of the rigid practices of other part of India, like seclusion (*purdah*) and dowry amongst the non tribal populace of the region, certainly gives women of the region an edge over the women in rest of the country, in terms of visibility and mobility.

The contribution of women in the economic sphere is immense but unlike other part of the country, women of some of the communities of the region not only contribute physical labour towards the economy, but also enjoy some amount of economic autonomy.

The social assessment study of the four states of North East region namely Nagaland, Mizoram, Tripura and Sikkim indicate that apart from traditional practices which have generally cared for women and the girl child, the states have successful achievement in the spheres of literacy, increasing sex ratio, health and entrepreneur development. The status of women is high in the tribal society compared to their non tribal counterpart, however, men folk in their own society do not treat them as equal. No doubt, challenging life experiences are emerging all the time as a consequence of education, changing vocations, increasing mobility, awareness and participation in various workforces.

Gender related strengths in this region include high literacy rates; low maternal mortality; rising sex ratio and a quality of life that is in general better than the national average. However, there are also areas where interventions are required like employment generation, social education for women, financial support for women development, social problems, including violence against women, health problems, including HIV/AIDS and substance abuse, focusing more on the non tribal societies.

3.4.1 HDI and GDI in the Project State

The findings reveal that achievement of northeastern region is quite reasonable in comparison to all India average situations in respect of human development indicators for both the sexes but it has miserably failed in bringing commensurate

economic growth. There exists wide spread disparity of socioeconomic achievements across different states and within, and from urban to rural areas. In spite of being a tribal belt and in some cases having matrilineal society women are yet to be at par with men. If the problems of poor economic growth, overall development and gender disparities are not properly addressed the region may fall into the trap of vicious quadrant instead of moving to a virtuous one. Among NE States, Mizoram shares first rank (0.60) in HDI followed by Sikkim (0.60), Tripura (0.59) and Nagaland (0.57) (Table 3.13)

Table 3.13 - Human Development Index (HDI), 2001

Region	Education	Health	Income	HDI
Mizoram	0.87	0.83	0.30	0.67
Nagaland	0.67	0.76	0.29	0.57
Sikkim	0.71	0.80	0.29	0.60
Tripura	0.73	0.79	0.25	0.59
India	0.64	0.78	0.28	0.56

Nagaland

There has been a phenomenal increase in the levels of literacy in this state. Literacy rate which was 20.4 per cent in 1961 increased to 67.11 per cent in 2001. However, against a national increase of 21.39 per cent during the period from 1991 to 2001, the state witnessed an increase of only 8.86 per cent. A positive aspect of the state is the increase in the female literacy, which was 13 per cent in 1961 but steadily increased to 39.9 per cent in 1981 and further to 61.92 per cent in 2001. Women literacy rate and the enrolment rates for girls in the state were higher than the national average.

Despite various challenges the indicators for health in the state are impressive. The positive achievements are - improving sex ratios, absence of female foeticides and low maternal mortality rate. There are almost no cases of malnourishment among women and children. The life expectancy at birth were calculated as 73.4 years, way above the national average of 62.3 years, and much closer to the figures in developed countries. Infant mortality rate at 42.2 per 1000 was also much better than the national average of 68 per 1000 births. Similarly, under-five mortality rate per 1000 births was 63.8 as against the national figure of 96. In terms of maternal mortality rate, the state's figure of less than 1 per 1000 births, against the national average of 5.4, was much closer to the figures in developed countries. However, the total fertility rate at 3.77 has been a cause for concern.

The HDI of the state was estimated to be as high as 0.62 as compared to 0.472 for the country as a whole in 2001. The state's good performance and ranking can be best understood by looking at the constituents of the indices and the factors that influence them including literacy, health status and income levels. The state has consistently maintained a reasonably good GDI of 0.7 and above in comparison to the national average of 0.6. (Source: Nagaland Human Development Report 2004)

Tripura

The state made substantial progress in the expansion of literacy and schooling in the 1990s. In 2001, it witnessed a literacy rate of 73 per cent as against 65 per cent in the region and 63 per cent in India. Among the N.E. states, Tripura ranked second after Mizoram, and its rank improved during 1991-2001.

Estimates showed that in 2001, life expectancy at birth for males and females in the state was 71 years and 74 years respectively. In terms of life expectancy,

attainments in the state were higher than the national average, which was 61 for males and 62.5 for females. There was, however, inter-district variations. Women in West District lived five years longer than women in Dhalai; men in West District lived four years longer than men in Dhalai. Infant mortality rate (IMR) in the state was as high as 52 as against 30 in Manipur and 57 in India in 2005-06. IMR instead of declining increased from 44 in 1998-99 to 52 in 2005-06. District-level estimates indicated that Dhalai had the highest IMR followed by South, North and West Districts. IMR for girls even in Dhalai district was lower than the all-India IMR.

In 2001, the literacy rate for persons above the age of 6 years was 73 per cent in Tripura as compared to 63 per cent in India and 65 per cent in the North East. The literacy rate for the rural population, 70 per cent in 2001, was substantially lower than the literacy rate for the urban population (89 per cent in 2001).

The estimated HDI for the state was 0.59 in 2001 and following the classification used by the UNDP, the achievements correspond to the 'medium' level. The estimated value of GDI was 0.56. The ranks of the districts in terms of GDI and its components were similar to the ranking of districts with respect to HDI other than in terms of the 'equally distributed income index'. West district, which ranked first in terms of the income index, ranked second in terms of the equally distributed income index. The noteworthy feature of these estimates is that the HDI and GDI for the state were higher than the corresponding values for India. Among the N.E. States, Tripura shared third rank with respect to the HDI and fourth rank with respect to the GDI. The state ranked second with respect to the education index and fourth with respect to the health and income indices. (*Source: Tripura Human Development Report 2007*)

Sikkim

The state has a mixed performance in the area of development and growth. The Per Capita Net State Domestic Product in real terms in the state witnessed a substantial increase, i.e. from Rs. 1571 in 1980-81 to Rs. 9472 in 1995-96. Infant mortality rate dropped from 60 in 1991 to 51 in 1997. Literacy rates went up from 7 per cent in 1951 to almost 70 per cent in 2001. In 1998-99, as against the national average of 47 per cent, only 21 per cent of children below 3 years were malnourished—the lowest among all the Indian States and Union territories.

Despite relatively high levels of per capita income, the proportion of population living below income poverty had gone up from 36 per cent in 1987-88 to 41 per cent in 1993-94. There was, however, a large disparity in the prevalence of income poverty between rural and urban areas. In 1993-94, for instance, only 8 per cent of the urban population lived below the poverty line as against 45 per cent in rural areas. In 1998-99, 61 per cent of women and 77 per cent of children below 3 years of age were reported to be suffering from anemia. Progress on the industrial front had been constrained by many factors including lack of appropriate infrastructure and trained manpower. The benefits of growth and human development in the state had not been equitably distributed across all the districts. (*Source: Sikkim Human Development Report 2001*)

Mizoram

The state is pre-dominantly populated by tribal communities and that is why the STs are not a minority community in Mizoram. Also the scheduled castes have no visible presence in the state. The relevant considerations with regard to the equality of access to education are gender, geographical location and physical disability.

The state has a very high literacy rate which was 88.49 percent in 2001. The male literacy was 90.69 percent and female literacy 86.13 percent. The literacy is more than 90 percent in Aizawl district (96.64) while in Lunglei district, the literacy rates is between 80 and 85 percent. (Source: Joint Review Mission (JRM) Report, (January 11 – 24, 2006)

Mizoram has a gender ratio of 975 females to every 1000 males, perhaps the best sex ratio in the country, according to the census report 2011 for the state. Decadal growth rate of the population of the state was 22.78 per cent against the decadal rate of the country which stood at 17.64% and the density of population was 52 persons per square kilometre as against 42 persons per sq. km in the 2001 Census. Literacy percentage of Mizoram has increased by 2.78% compared to 2001 census. However the state's all India rank in literacy has gone down from first position to the third most literate state in the country.⁹

Summary

It is observed that rural-urban disparity, gender disparity and uneven human development across the States in the region are quite significant (**Table 3.14**). The disturbing trend of increasing gender disparity in Nagaland and escalating rural-urban gap is a matter of concern. Therefore, there is an urgent need for taking appropriate action in this regard.

Table 3.14 - Human Development in North East India

State	Rural		Urban		Combined		Disparity	
	1991	2000	1991	2000	1991	2000	1991	2000
Mizoram	0.464	0.473	0.648	0.671	0.548	0.552	0.184	0.214
Nagaland	0.442	0.477	0.633	0.738	0.486	0.515	0.191	0.261
Sikkim	0.398	0.396	0.618	0.571	0.425	0.411	0.220	0.175
Tripura	0.340	0.397	0.551	0.656	0.389	0.434	0.183	0.259

Source: National Human Development Report 2001, Planning Commission, Govt. of India

The human development indices of Healthy Life (HI), Index of Knowledge (EdI) and Human Development Index (HDI) is higher for all the four states as compared to the nation's average index values. Nagaland, among them fares the best in all the indices with highest index values compared to the other three states. Mizoram follows close behind. The Knowledge Index in the project states is appreciable high compared the national average of only 0.506. Variation in the index values is maximum in the Long and Healthy Life index (HI) and minimum in the Standard of Living index (YI) when compared to the nation's average index values. The YI values infact, suggest that the standard of living in all the project states is comparable to the Nation's YI (0.730), the values showing very small degree of variation. It is observed that YI (0.728) for both Sikkim and Mizoram is slightly low while that for Nagaland (0.734) and Tripura (0.733) is slightly high in comparison to the all India YI value. Among the four project states, Mizoram and Tripura are lagging behind the other two states, wherein Tripura fares last in the HI (0.643) and HDI (0.633) values while Sikkim has the lowest values for EdI (0.610) and YI (0.728). (**Table 3.15**)

Table 3.15: Human Development Indices-2006

State	HI '06	EdI '06	YI '06	HDI '06
Mizoram	0.695	0.642	0.728	0.688
Nagaland	0.719	0.647	0.734	0.700

⁹ http://www.dnaindia.com/india/report_mizoram-gender-ratio-perhaps-best-in-country-census-report_1528981

Sikkim	0.657	0.610	0.728	0.665
Tripura	0.643	0.611	0.733	0.663
ALL INDIA	0.577	0.506	0.730	0.605
<i>HI is the Index of 'A long and healthy life' based on Infant Mortality Rate and Life Expectancy at age 1; EdI is the Index of 'Knowledge' based on 7+ Literacy Rate and Mean Years of Education for 15+ age group; YI is the Index of 'A decent standard of living' based on Earned Income</i>				

Source: Gender Human Development Indices, Recasting Gender Development Index and Gender Empowerment Measures for India, Summary Report, Ministry of Women and Child Development, GOI, 2009

All the indices of Healthy Life (HI), Index of Knowledge (EdI) and Gender Development Index (GDI) is higher in the four states as compared to the nation's average index values. While comparing the indicators for GDI, the Long and Healthy Life index (HI) is the highest in Nagaland (0.719) followed by Mizoram, Sikkim and Tripura respectively. Nagaland, in fact, fares the best in all the indices, including the Standard of Living Index (YI), as compared to the rest of the project states. On the other hand Tripura fares the lowest among these states in all the four indices. Infact, the Standard of Living (YI) in Tripura is even lower than the nations YI value. (Table 3.16)

Table 3.16-Gender Development Indices-2006

State	HI '06	EdI '06	YI '06	GDI '06
Mizoram	0.698	0.640	0.723	0.687
Nagaland	0.719	0.644	0.727	0.697
Sikkim	0.656	0.608	0.713	0.659
Tripura	0.641	0.608	0.628	0.626
ALL INDIA	0.573	0.494	0.702	0.590
<i>HI is the Index of 'A long and healthy life' based on Infant Mortality Rate and Life Expectancy at age 1; EdI is the Index of 'Knowledge' based on 7+ Literacy Rate and Mean Years of Education for 15+ age group; YI is the Index of 'A decent standard of living' based on Earned Income</i>				

Source: Gender Human Development Indices, Recasting Gender Development Index and Gender Empowerment Measures for India, Summary Report, Ministry of Women and Child Development, GOI, 2009

3.4.2 Gender Issues in the Project States

Nagaland

Naga women have played a pivotal role, individually and collectively, in helping their communities survive and in enabling human development across Naga society. The literacy rate amongst women in all the districts, except Mon and Tuensang, is much higher than the national average. The female literacy rates in Mokokchung, Wokha and Dimapur are comparable with the literacy rates in some of the developed countries. The school enrolment rates for girls in Nagaland is higher than the national average, however the enrolment ratios are higher for boys than for girls at all ages, across the districts within the state, except for Mon where it is equal and Tuensang where it is higher for girls. (Source: Nagaland Human Development Report 2004).

The main gender development issues which need to be addressed in this state and require intervention are higher education and employment generation for women, financial support for women's development, social problems, including violence against women, health problems, including HIV/AIDS and substance abuse.

Tripura

In Tripura the female work participation rate is the second lowest in the North East. Wages for women in agriculture in this state were higher than in the other eight states. The remarkable feature of women's political participation in Tripura is that participation is very high and visible in political activity. At the same time, women are grossly under-represented in the executive.¹⁰

However, women's health and well-being are impaired by the occurrence of domestic violence. Incidents of violence related to dowry demands (specifically dowry deaths and dowry torture) accounted for over one-third of all reported incidents of crime against women in Tripura. Dowry-related violence, however, is not widespread among the tribal peoples.

According to the 2001 Census, sex ratio of the ST population is 970, which is below the national average for STs (978). The Jamatia has recorded the highest sex ratio of 996 among the major STs. On the other hand comparatively low sex ratio has been recorded among Munda (950), Chakma (951), and Reang (962). There is gender gap in literacy rate of ST male and female (male: 68%, female: 44%).

Sikkim

The rural appraisals carried out by the FAO/GOS team in 1996 indicated that there is considerable variation in the sexual division of labour among villages by ethnicity and by caste or clan within an ethnic group. Women in villages are primarily responsible for household tasks, cooking, childcare, tending poultry and water hauling while they also assist the men folk in livestock management, agricultural production and household cleaning and washing tasks. Children, and particularly girls, have a high labour contribution to the household economy. Girls are sometimes withdrawn from school after three years (when they have learned to write their names) to work, with preference for education given to boys.¹¹

All property, either moveable or immovable, belongs to the father, or male head of household. Women have no legal right to family property. However, women and girls are given ts and assets including livestock, utensils, ornaments, land (if the household is wealthy) and other goods, which may be taken with them after marriage. This practice is known as *pewa*.¹²

Women also play a major role in trading activities, which allows them to participate in decision-making far more than in most other States in India. Few tribes practice polyandry in their communities which could be one of the variables explaining the higher value attached to women. Similarly, local religious practice also plays a role in influencing the status of women.

There is very little participation by women in the political sphere. Moreover, not only is there an absence of state-level and local women's organizations, there is also an absence of international and national (Indian) women's organizations (e.g. YWCA, SEWA, or other Indian NGOs addressing gender concerns) in Sikkim.

¹⁰ Tripura Human Development Report 2007

¹¹ Av Overview of Gender-in-Development (GID) and Socio-economic Relations in Sikkim, India by Karlyn Eckman, FAO Consultant, 1996

¹² Av Overview of Gender-in-Development (GID) and Socio-economic Relations in Sikkim, India by Karlyn Eckman, FAO Consultant, 1996

The considerable isolation of Sikkimese women from national (Indian) and international gender networks, activities, and conferences, has resulted in lack of sensitization and understanding of gender issues. There is a notable gap between urban educated women and their rural counterparts, and the relative opportunities available to each. The withdrawal of girl children from school to address labour constraints and shortages in rural households is an issue of prime concern. Women and girls are generally overlooked by extension services, and their role in agricultural practices and natural resources management is generally unknown and unappreciated by government staff.

Mizoram

Women constitute 49 percent of the total population with almost 43.7 percent of the total female population working according to the 2001 census. In spite of attempts by women's organizations to raise the status of women in Mizoram, results have not been very encouraging. There is minimal participation of women in the state administration.

Mizo society is essentially patriarchal in nature which leads to a hyper masculine bias which in turn pushes women to the periphery and traditional familial roles. Patriarchal elites continue to dominate Mizo society.

Increased proportional representation of women in all elected bodies and fixation of a certain quota of offices therein and increased activities by autonomous women's bodies should be the point of focus for gender development in this state. ¹³

3.4.3 Summary of Gender Issues

The Status of women in project states is relatively better than their counterparts in many States of the country. However, they cannot be said to be an empowered group. Women in this project area take active part in economic activities, particularly in the tribal areas, but their participation in decision-making process and in the service sector is low. Even in many tribal societies social system and certain customary laws there remains a clout of gender discrimination. In order to actualize the concept of women empowerment certain issues that can make women really empowered will have to be addressed.

The social assessment study of four states of North east region namely Nagaland, Mizoram, Tripura and Sikkim indicate apart from traditional practices that have generally cared for women and girl child, the states have successful achievement in the field of literacy, increasing sex ratio, health and entrepreneur development. Though the status is high compared to their non tribal counterpart, men folk in their own society (Tribal Society) do not treat them as equal. No doubt, challenging life experiences are emerging all the time as a consequences education, changing vocations, increasing mobility, awareness of education and participation in various workforces.

Though, the project state shows high literacy rates; low maternal mortality; rising sex ratio and a quality of life in general better than the national average. However, there are also areas where interventions are required like employment generation, social education for women, financial support for women development, social problems, including violence against women, health problems, including HIV/AIDS and substance abuse.

¹³ Mizoram, dimensions and perspectives: society, economy, and polity By Jagadish Kumar Patnaik

3.4.4 Women Policies and Programmes

Nagaland

While the state government provides massive support for rural development through various Centrally sponsored schemes and State support projects, the impacts of the public programmes on poverty reduction and enhancement of natural resource base have not lived up to expectations. The challenge here does not lie in the provision of funds alone but in enhancing the efficiency and effectiveness of such large public investment programmes.

The Government of Nagaland in its endeavor towards empowerment and upliftment of Naga women has already enacted the **Nagaland State Women Empowerment Policy 2007**, Nagaland Municipal (first amendment) Act 2006 for reservation of seats for women in Municipal and Town Councils and also enacted **Domestic Violence Act 2005** for protection of women from domestic violence.

Under the programme of Financial Assistance to Destitute Women, financial assistance @ Rs 100 per month is given to needy destitute women. About 1750 women beneficiaries are receiving assistance and during 2006-07, 500 new beneficiaries were selected.

The centrally sponsored scheme of **Swayamsidha**, an integrated scheme for women empowerment based on the formation of women into Self Help Groups (SHGs) has 538 SHGs that have opened bank accounts, 289 SHGs have availed loan from the banks/other agencies. It may also be mentioned that 35 grocery shops are owned by Swayamsidha SHGs.

To impart training to school dropout girls and rural women for their self employment, the **Training cum Protection Centre** was established. The centre imparts training in knitting, weaving, and tailoring trades. During 2006-07 vocational training was imparted to 65 girls.

The **Nutrition Programme for Adolescent Girls**, introduced in 2002-03, provides supplementary nutrition to under-weight girls. Tuensang district was selected as the pilot project. To cover more beneficiaries the scheme has been extended to 20 most backward blocks in the state under the State Plan during 2006-07. Approximately 1, 06,000 adolescent girls have been covered during the year.

The Directorate, at present, is implementing grant-in-aid programmes through NGOs on the recommendation of the state government. These include **STEP (Support to Training and Employment Programmes)**; **Working Women Hostel**; **Swadhar**, that extends temporary shelter and rehabilitate those women and girls who have no social support systems etc and **Swawlamban** that provides training and skill to women to facilitate them to obtain employment or self-employment on a sustained basis.

The Department has also recommended 25 applications of deserving girls to the Maulana Azad Education Foundation, New Delhi during 2006-07. Under the Chief Ministers Corpus Fund, the Department has also initiated a women-group-based programme and is working through SHGs on transformative livelihood interventions and market linkages.

An **Integrated Development cum Resource Centre** for women is under construction at Dimapur. This Centre will provide information on rights and opportunities for women develop and enhance their skills and provide support

services. The Centre will also include a library with internet connection, facilities like fax, printing, PCO, computer services, creche services, recreational facilities, self defense classes, fine arts, music classes etc. The construction works of the IDRC for women at Dimapur is expected to be completed soon. Other services to be provided include leadership and capacity building.

A **Rehab cum Support Centre** is being established to be attached to the IDRC, Dimapur for catering to the special needs of commercial sex workers, HIV/AIDS infected and affected women, deserted women, victims of sexual exploitation and marital violence. Services to be provided include free legal aid, counseling and spiritual guidance.

Nagaland Centre for Human Development and Information Technology (NCHD&IT) in the year 2002 has trained the women in Poultry Management and these women who received training have started group poultry farm where they are getting very good turnover. The centre also imparts 4 weeks and 1 week Training on Women Entrepreneurship Development Programme (WEDP), for 25 women in each programme from Dimapur District. The programmes were sponsored by State Industrial Development Bank India.¹⁴

Tripura

Sarva Shiksha Abhiyaan - With the decline of insurgency, the implementation of this centrally sponsored programme has spread education to different corners of the state. Investment in education for tribes has had far reaching implications. In accordance with the principles laid down in the constitution, reservations in educational institutions, mid-day meals and rehabilitation of Jhummia children have been undertaken. Different categories of scholarships have also been met out to the STs as for example Post secondary scholarships for tribal children.

Tripura Tribal Areas Autonomous District Council (TTAADC) - The Scheme for supporting Boarding Houses for Primary Scheduled Tribe (ST) Students in Tripura Tribal Areas Autonomous District Council (TTAADC) was formulated for educational upliftment of those children belonging to BPL category of ST community living in the villages of TTAADC area of Tripura. The stipend for boarders is sanctioned by the Tribal welfare department. Preference is given to boarding houses set up for girl students. Technically the boarding house may be even located outside TTAADC area; however the target group will remain the same. Focus will be on groups such as the PTG Reangs among whom the girls' dropout percentage (60%) is very high.

Kasturba Gandhi Balika Vidyalaya (KGBV) scheme - The scheme was launched to provide education to underprivileged girls, especially of SC and ST. School dropouts and poor students have been drawn to rejoin school under this scheme.

National Rural Health Mission - This programme was implemented in Tripura for attaining the goals and objectives of National Population Policy and Millennium Development Goals. The prime focus areas are maternal health (including Janani Suraksha Yojana - JSY) and Child Health. With the implementation of this the state has seen the decline in all key parameters of maternal health indicators as well as increase in IMR from 32 in 2003 to 39 in 2007. Antigen-wise coverage has declined between 2003 and 2007. Children between 12-23 months who have received BCG vaccine has

¹⁴<http://www.indiatogether.org/2008/jun/wom-nrega.htm>

<http://www.indiatogether.org/2008/jun/wom-nrega.htm>

declined (from 78% to 66.5%), similarly decline has been recorded for DPT vaccine (52.3% to 47.3%) and measles vaccine (52.5% to 51.7%). However, no expenditure is booked under Tribal Reproductive and Child Health programme.

Vocational training & skill development - The National Skill Development Mission has been developed with the objectives of encouraging ministries to expand existing public sector skill development infrastructure and its utilization (by fivefold), and enlarge the coverage of skill with relevance to the emerging needs of the society. The 'Finishing Schools' under this programme will be encouraged to take care of last mile unemployment. A "National Skill Development Fund" imposing a universal skill development obligation industry to invest in skill development of SCs/ STs/ OBCs/ Minorities/ other candidates from BPL families was formed as a contribution to affirmative action combined with matching Government Contribution. The National Skill Development Mission was established with an outlay of Rs 31,200 crore to increase capacity from 2.5 million to 10 million per annum.

Nukhwng Hamari Credit Card (NHCC) Scheme - This is a credit linked self-employment scheme applicable to all unemployed tribal youths in individual form or small group comprising 5 to 7 person or any Self help group (SHGs) or Joint Liability group (JLG) active in the TTAADC area. In the said scheme candidates are selected jointly by the Tripura Gramin Bank and TTAADC after thorough verification. In this Scheme the selected party has to get a term loan or cash credit of Rupees one lac to Rupees 5 lac. on current bank interest rate of 10 to 12% of which 50 % subsidy is given by TTAADC provided the borrower repay the entire installment without any failure. The Scheme is formulated for Goatery, Piggery, Fishery, Dairy, Tailoring, and Weaving related project work.

NREGA implementation scheme in Purba Barjala village of Jirania - NREGA schemes have been implemented in Tripura. The male folk of the village move to nearby towns in search of jobs, where they can earn between Rs 120 to Rs 150 per day on an average. Lack of job opportunities for women in the area has made them remain at home.

If NREGA schemes are meant for enhancement of family income for women in Purba Barjala village, for the tribal women belonging to Tripura tribe in Chargharia, a village under the Tripura Tribal Areas Autonomous District Council (TTAADC), earnings under NREGA project is crucial for their living.

Women Police Station and Women Desk: WPS is working for Agartala area. Women desks are opened in some police station.

Women and Electoral politics in Tripura: Tripura a small state of Northeast India which has various political systems. It has state legislative assembly with 60 seats and 2 seats for Lok Sabha and 1 for Rajya Sabha. It has a 3 tier Panchayat Raj system with 33% reservation for women. It also has Tribal Autonomous District Council for tribal people.

All Women organizations: Ganatantric Nari Samity is the largest women organization in Tripura. This wing is close to ruling CPI (M). The no. of members of this organization is 4 lakhs 11 thousands.

Tripura Mahila Cong is working as women mass wing of Cong (I), also have a good no. of activists and CPI, RSP and forward block all have strong female wings. Apart from all those all women organization which are close to political Parties, hundreds of women are working in different voluntary organizations and NGO's in Tripura.

Name of the all women NGO's

1. Chetana
2. Adivasi Mahila Samity
4. Swabalamban
5. Borok Mother Society
6. Manabi
7. Kishalya
8. Nariadhikar Raksha Samity
9. Indian Women Organization
10. Aralia Mahila Samity
11. Rashtriya Mahila Samity
12. Nivedita Welfare Society
13. Agragami Mahila Samity
14. Nari Surksha Samity
15. All India food Council
16. Nari Kalyan Samity
17. Kasturba Gandhi Memorial Trust

These are only few names of all women organization working in different fields in Tripura (names collected mainly from West Tripura). Apart from that in many of such organizations are working in districts. In many NGO's women are working with males such as **Baratiya Ganbigan Samity**, voluntary health association of Tripura and many other organizations.

Women in trade unions - Tripura is an almost industry less state. Main working forces here are Govt. employees and workers of unorganized sectors. Tea garden worker, brick field workers, fruit processing industry workers, bidi workers women in tailoring all are included in this sector. The exact no. of those people is not known to us but a finance dept source (not confirmed) said no. of Govt. employee may nearly 1 lakh 60 thousands. 35- 40% of these employees are women.

Tripura Karmachari samanay Samity (HB Road) is the largest Govt. employees associations (TECC). Tripura Karmachari Federation and Tripura Karmachari Samanye Samitee are two other Karmachari organizations. The exact no. of women, working in those organizations are not known. But in all those organizations, women's participation is large. But in TGEA, a wing of **Samanay Samity** (H B Road) of 19 members of the secretariat only one member is women. In executive body 47 male members are there. No. of women are only 4. In TECC itself secretariat members are 24 in no. where 3 women are there.

CITU and INTUC are two main trade union organizations organizing workers of the state. CITU has a women wing called **Sramajibi Mahila Samity**. Under the banner of Sramajibi Mahila Samity women workers from unorganized sector constitute a strong women group. They all working for their right in workplace and they also constituting a big mass in Rallies, meetings of Political Parties, in spite of that in among top ranking CITU leaders there are no female.

Only in college teachers association women presence in hierarchy are felt. As for e.g. in TCTA (Tripura College Teachers Association) total no. of members 365, 120 are female. In a 57 member general council, 17 are women. In executive body total no. of members are 27; 9 are female. In TCTA, TGCTA, the President is a female. In TGCTA also women are Present in top.

Also, the state has moved for multi-cropping agriculture practices instead of traditional single cropping, which also keeps the men busy in fields, giving women more opportunities to avail of NREGA facilities.¹⁵

Sikkim

Sikkim is one of the ten Special Category States, which receive Central assistance on preferential conditions owing to their strategic location and special requirements. Since 1999, it is a member of the North-East Council and as such its development has been accorded a high priority by the Government of India.

The Ministry of Scheduled Tribes and Scheduled Castes Welfare Department has two departments, namely, the Department of Tribal Welfare and the Department of SC Welfare to look into the issues of the vulnerable sections of people.

State Women's Commission: An active women's commission is working in the state for protecting women's right, for their empowerment and to recommend policy decision to Govt. suggest amendment of laws affecting women and to look into the upliftment aspect of vulnerable women of the state. But it has shortcomings in its act. It need more power, more effective and able-bodied structure.

State legal service authority: SLSA is working for legal awareness of state women, and all other section of the society. It is organizing Lok Adalats for speedy justice. It is giving legal aid free of cost to victim women.

Family Court: A family court is established for west district but it is suffering from infrastructural constraint.

Social Welfare and Social Education Department: This department formulates rules, Acts and policies for women's welfare and empowerment and to prevent crime against women in consultation with law dept. It also offers shelter to some victimized women in state run institutions.

Home Department: Apart from instructing law enforcing agencies to implement law properly in favor of women victim of violence– under the instruction of that dept (along with law dept.) Special PPs has been appointed to fight the case of Dowry death, rape etc. Compensation also provided by this dept. to rape victims from different Govt. funds, chief minister's relief fund.

Mizoram

Residential Institute and Training Centre (RITC) also known as Home for Women in Distress was established in the year 1989 under the Deptt. of Social Welfare Govt. of Mizoram. The Primary objective of RITC is to rehabilitate women who are in need of care, protection and training for their security and self-employment. The intention for establishing RITC is to rehabilitate women who are victims of circumstances who get involved in situations where they are socially and economically deprived, discarded and handicapped by giving them shelter, care, treatment and training to enable them to take care of themselves.

¹⁵<http://www.indiatogether.org/2008/jun/wom-nrega.htm>,
<http://www.indiatogether.org/2008/jun/wom-nrega.htm>

Ways of Rehabilitation :

- 1) Providing Certificate Course in Tailoring and Embroidery.
- 2) Providing shelter, food and lodging.
- 3) Counseling - Social Works approach
- 4) Organizing religious camping.
- 5) After finishing the course, for economic rehabilitation, they are provided with sewing machines basic tools for tailoring and a certificate.

All Administration of the Home rested with the Superintendent RITC however subordinate staff assisted the Superintendent. All necessary decision at various level under the Superintendent are being made with due approval of the Director, Social Welfare Deptt.

CHAPTER 4 BASELINE INFORMATION

This chapter provides analysis of baseline information collected from household survey, interviews and consultations in 24 sample villages. It covers socio economic status of households, land holding pattern, income, possession of assets and livelihood resources, accessibility to government programme/scheme, availability of ration card, BPL card, gender issues, etc which may have bearing on the project. A total of 414 households were administered questionnaire for the generation of baseline information. The discussion presented below is based on the information of these households which are representative of the respective area.

4.1 SOCIO-ECONOMIC PROFILE OF HOUSEHOLDS

4.1.1 Social Category

Distribution of households as per social categories is presented in **Table 4.1**. It may be observed that in Mizoram and Nagaland, entire population belongs to ST community. In Sikkim and Tripura however, households surveyed comprise all categories of households i.e., general, ST and BC. Tripura too has mixed population belongs to general, SC, ST and OBC category.

Table 4.1 – Distribution of Sample Households (Social Category)

State	Districts	General	SC	ST	BC	OBC	Total Household
Mizoram	Aizawl	0	0	52	0	0	52
	Lunglei	0	0	33	0	0	33
Nagaland	Peren	0	2	29	0	0	31
	Tuensang	0	0	44	0	0	44
Sikkim	East district	2	0	6	0	4	12
	South District	2	0	3	3	4	12
	West District	0	0	5	6	0	11
Tripura	Tripura North	12	18	50	0	15	95
	Tripura West	20	42	27	0	35	124
Total		36	62	249	9	58	414

Source: Sample Baseline Socio-economic Survey

4.1.2 Family Composition

The survey attempted to find out the type of the family as joint, nuclear and extended, **Table 4.2**. In joint family system brothers live together in the same household and share household budget and expenditure. It generally happens in the traditional agro based rural community. Nuclear family indicates independent economic sustenance of the family comprising husband, wife and children. It indicates the modern self contended lifestyle influenced by western culture mainly. In Nagaland and Mizoram, nuclear family is more prevalent than the joint family system and in Tripura there is a prevalence of joint family system as compared to nuclear family system. The findings show that in Nagaland and Mizoram, the culture and lifestyle of local people is mostly influenced by western countries, while Tripura is basically a agro based society with its traditional custom and lifestyle.

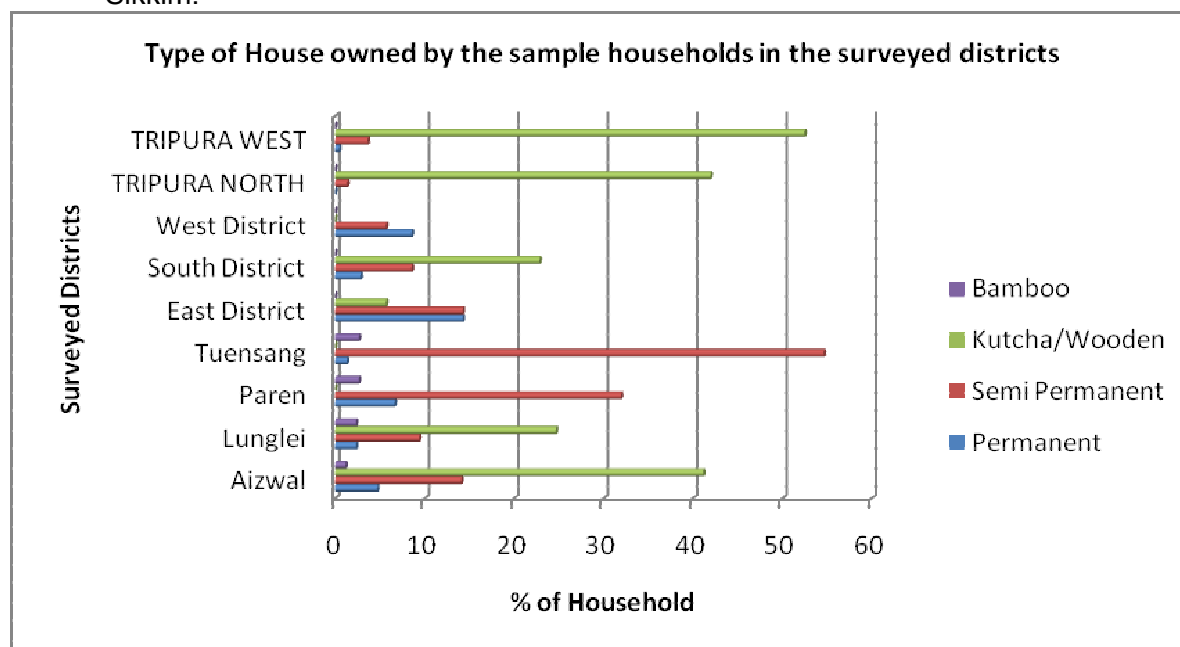
Table 4.2 - Family Composition

State	Districts	Joint	Nuclear	Extended	Total
Mizoram	Aizwal	5	47	0	52
	Lunglei	6	27	0	33
Nagaland	Peren	18	12	1	31
	Tuensang	5	33	6	44
Sikkim	East district	6	4	2	12
	South district	7	5	0	12
	West district	3	7	1	11
Tripura	Tripura north	62	33	0	95
	Tripura west	66	49	9	124
Total		178	217	19	414

Source: Sample Baseline Socio-economic Survey

4.1.3 Typology of Sample Households

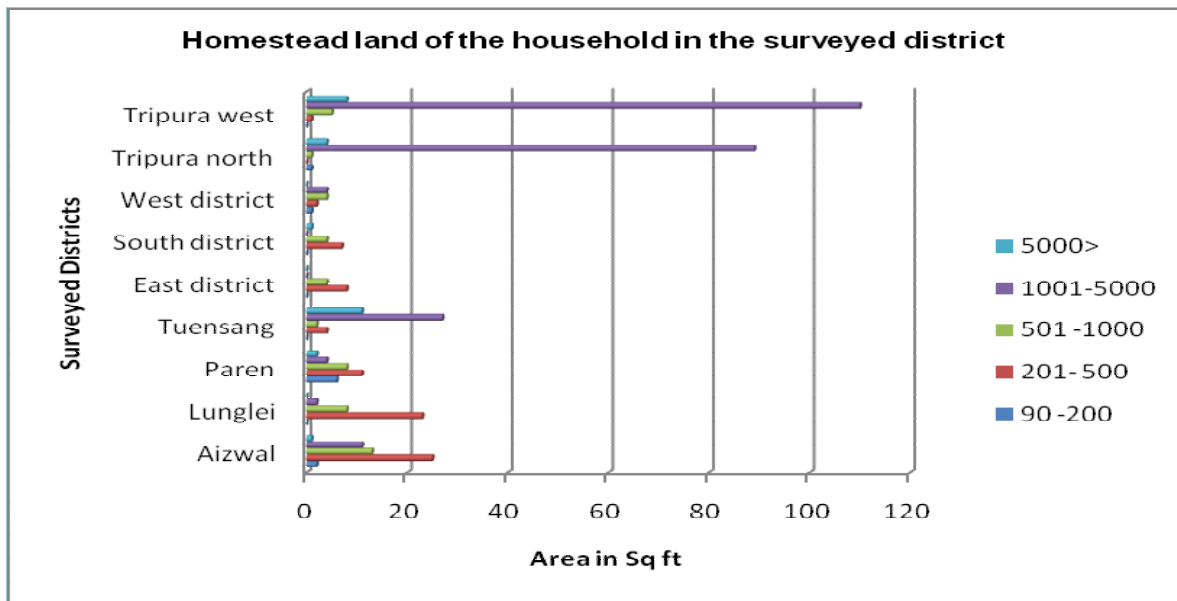
The concept of poverty is not restricted to economic inequality, but it reflects a livelihood situation where inequality of opportunities, capabilities, choices and social basics prevail. Moreover, in recognition of the various levels of poverty efforts have to be made to clearly identify families living below the poverty line, it exists in the way of living of the families. In the Social Assessment study of the NERLP, the type of the house have been considered for assessing the way of living of the households in the surveyed districts. Kuccha or wooded houses are available in Tripura West (53%) and Tripura North (42%) followed by 41% in Aizawl. Permanent houses seem to be highest as 14% in East district of Sikkim and followed by 9% in West District of Sikkim.



4.1.4 Homestead land of Household in the Surveyed District

Homestead land retained by the sampled household is an indicator of livelihood of the community. Among the nine districts, 247 sampled household covering all districts belong to a category which possess the homestead land of an area of 1001 sq ft to 5000sq ft followed by 81 household having homestead land size of 201 sq ft

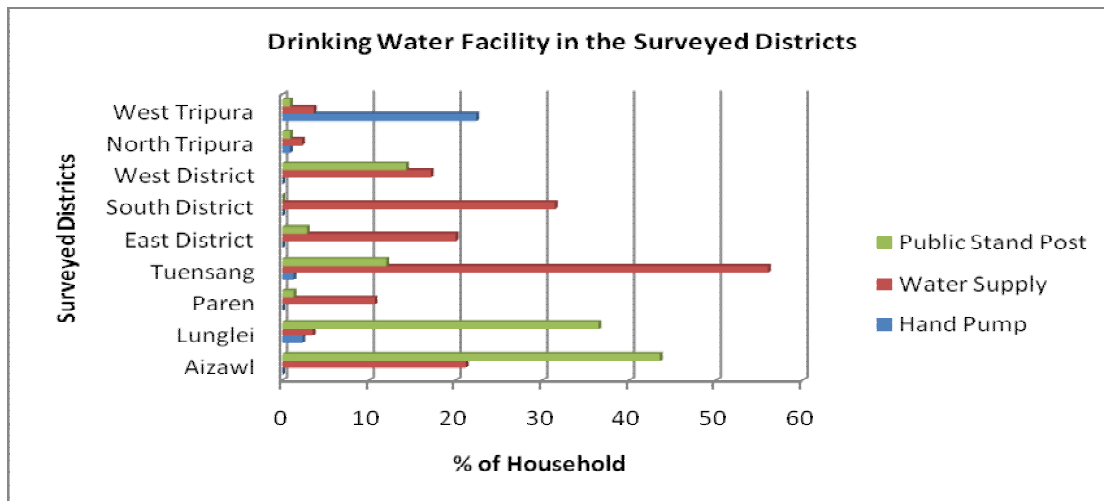
to 500 sq ft. In Tripura, the general rural people used to stay in an area of 3000 / 3500 sq ft. They have a kitchen garden in the backyard.



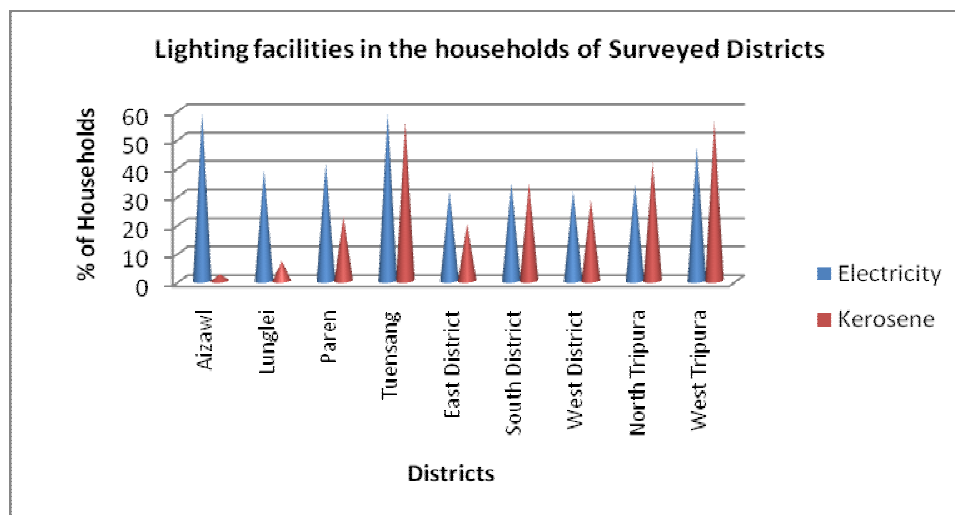
4.1.5 Availability of Basic Facilities

4.1.5.1 Drinking Water Facilities

In the surveyed districts the drinking water facilities are availed by highest percentage of Households in Tuensang as 56% and followed by South District of Sikkim as 31%. The lowest number of household having drinking water facility in North Tripura is 2%. In Aizawl there is system of Public stand post as 44% of the households enjoy the Public Stand post.



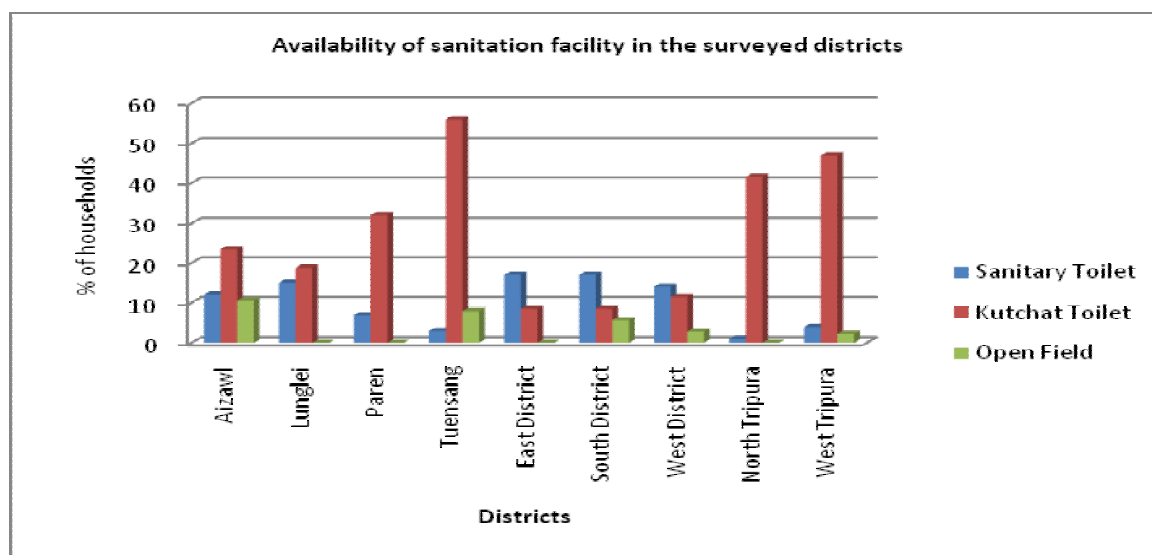
4.1.5.2 Source of Lighting



Source of lighting has been assessed by two parameters, one is electricity connection and other is kerosene usage. In case of electricity, Tuensang and Aizawl have highest number of households having electricity (59%), followed by West Tripura (47%). Kerosene usage is also found to maximum in Tuensang and West Tripura.

4.1.5.3 Sanitation

Sanitation is a major indicator of basic household amenities. In the four project districts, the study is trying to assess three basic type of sanitation , one is sanitary toilet, other is *kutchha* toilet and third one is using of open field for sanitation purpose.



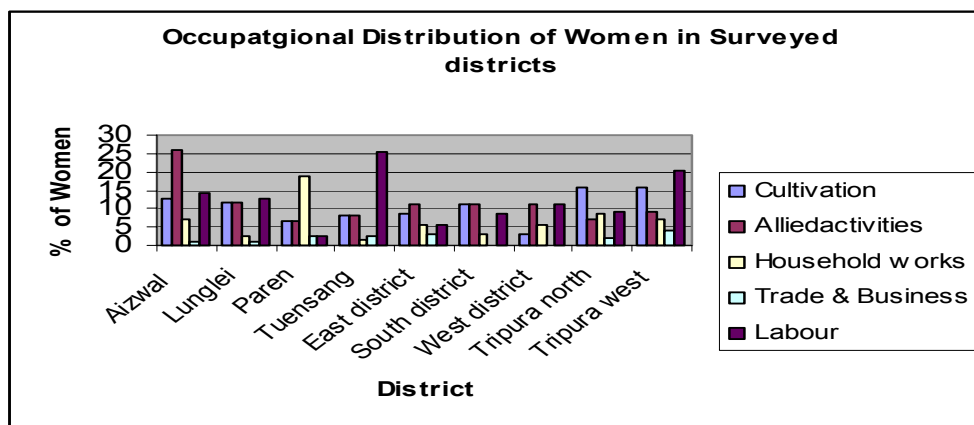
From the assessment, it is found that usage of sanitary toilets is highest in South and east district of Sikkim (both 17%) and lowest use is in north Tripura (1%). Kutchha latrine is of highest use in Tuensang (56%) and followed by West Tripura (47%). On the other hand, people are also using open field for sanitary purpose in 5 districts.

4.2 WOMEN

Certain issues have been considered to assess the status of women in the village society of the project states. These issues are mainly occupational pattern of the women members, their decision making capacity, women status in the title of land,

frequency of travel within and outside their local areas etc. These indicators highlight clear picture of the status of women in the project states. The study was undertaken to understand gender specific issues and their assessment outcome are given in details.

4.2.1 Occupational Distribution of Women



In the Project districts, occupational distribution of women is shown through different parameters. It is observed that women are more or less involved in cultivation, allied activities, labour and household activities, but comparatively less involved in trade and business.

4.2.2 Decision making by Women

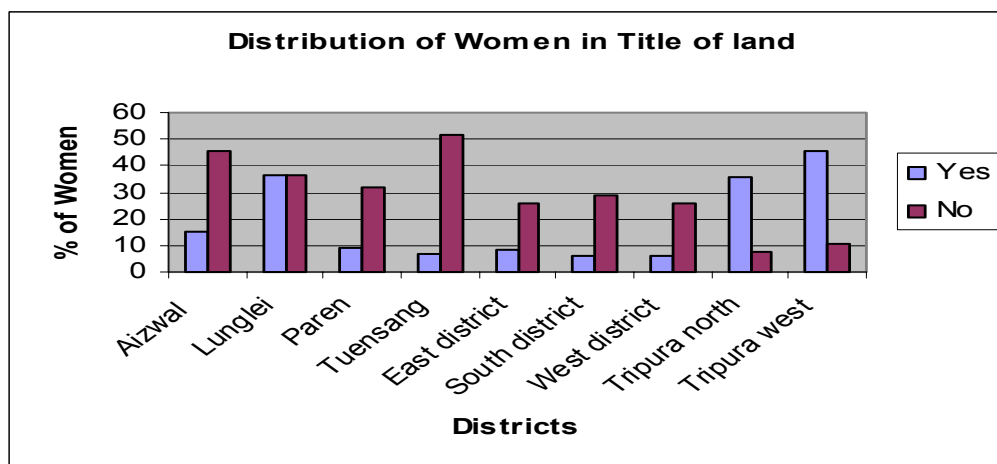
In case of decision making of the women members of the community, assessment covered 5 parameters and these are financial matters, education of child, health care of child, purchase of assets and day to day activities, which are the most vital parameters for assessing an women role or decision making status in their own family. During the study, it is observed that in all project districts the decision making capacity of women is comparatively higher in financial matters and they have also their say in child education matter but in case health care of child, purchase of assets and day to day activities, the decision making power of women is very weak. They do not have any strong footing in deciding these three matters. (Table 4.3)

Table 4.3 - Decision making by Women

State	District	Financial Matters	Education of Child	Healthcare of Child	Purchase of Assets	Day to Day Activities	Household Total
Mizoram	Aizwal	44	3	3	2	0	52
	Lunglei	29	1	3	0	0	33
Nagaland	Peren	28	2	0	1	0	31
	Tuensang	36	6	1	1	0	44
Sikkim	East District	11	1	0	0	0	12
	South District	10	2	0	0	0	12
	West District	10	1	0	0	0	11
Tripura	Tripura North	94	1	0	0	0	95
	Tripura West	121	3	0	0	0	124

State	District	Financial Matters	Education of Child	Healthcare of Child	Purchase of Assets	Day to Day Activities	Household Total
Total		383	20	7	4	0	414

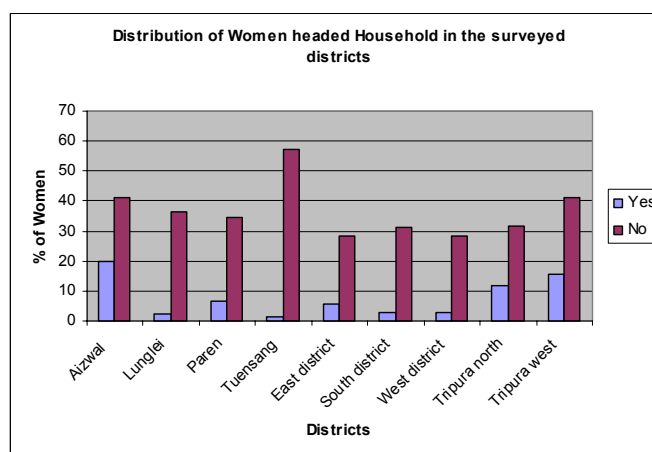
4.2.3 Property Right of Women



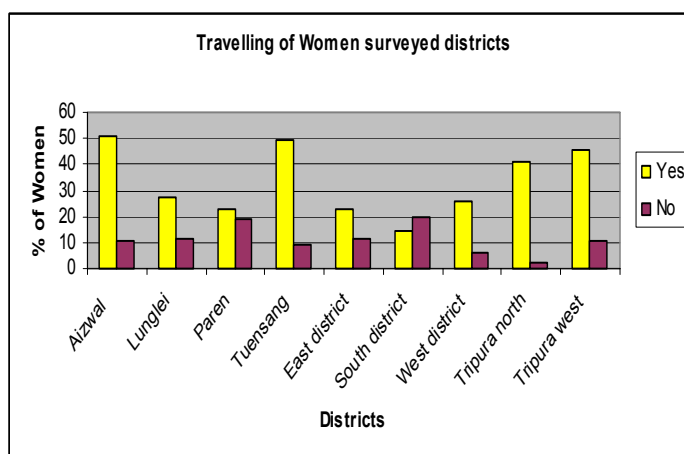
Right of women to immovable property is a strong indicator of their status in the household from economic and legal point of view. During the survey in the sample villages, it is observed that Tripura West has a highest rating of 46% (Property Right) followed by two districts Lunglei and Tripura North both are 36%. On the other hand, in Tuensang district 52% women do not have any right over land.

4.2.4 Women Headed Household (WHH)

Percentage of Women Headed Household (WHH) indicates the vulnerability criteria of a village. Women headship may be either due to natural factor or due to calamity which is clear indication of social vulnerability. In the Project Districts, it is shown that, it is highest as (20%) in Aizawl district and lowest in Lunglei (2%). Both the extremes are falling in Mizoram.



4.2.5 Mobility of Women

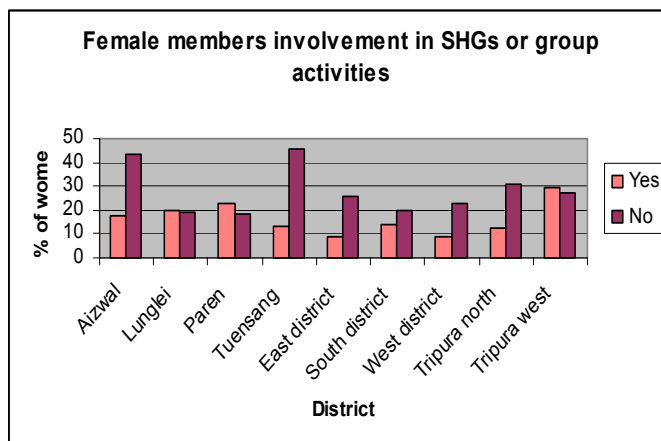


Traveling alone by a women to different places for undertaking her own or household activities is a major parameter for independence of women. While assessing mobility status of women, it is seen

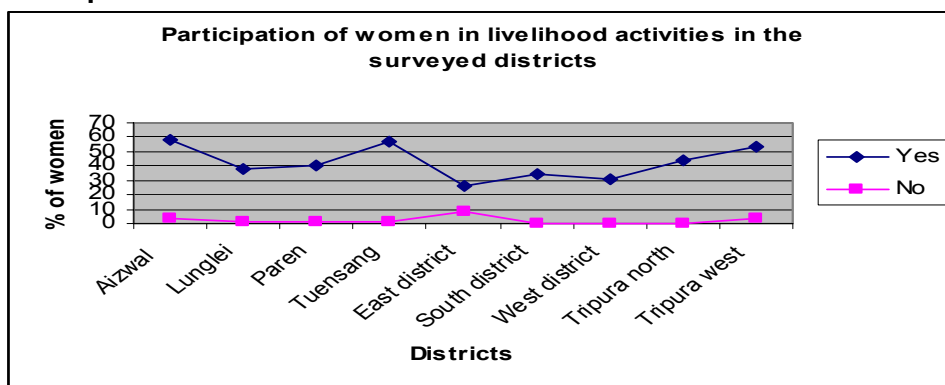
that, in Aizawl district, it is highest (51%) followed by Tuensang (49%) and lowest in the South district of Sikkim (14%). The opposite scenario of unwillingness to travel alone is shown to be highest in South District of Sikkim (20%).

4.2.6 Involvement of women in SHGs or group activities

Involvement of women in group activities in form of SHG is a major indicator of women empowerment because it enhances their financial position, their ability to express, their leadership quality and above all, their decision making role in broader platform. In this subject, the assessment shows that in Tripura West, women participation in the SHGs or Group activities are highest compared to East and West districts of Sikkim (9%). On the contrary, the lack of participation in the project district is highest in case of Tuensang district of Nagaland State.

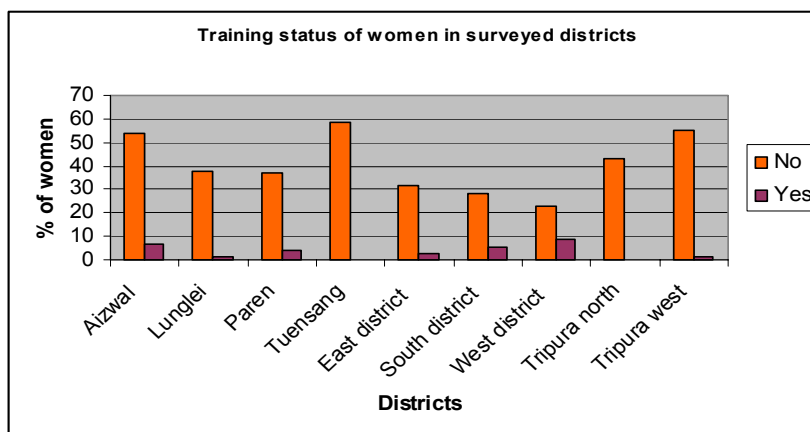


4.2.7 Participation of Women in livelihood activities



Participation of women in livelihood activities is an indicator of economic independence of women in the surveyed districts. In the project districts, participation of women in livelihood activities is highest in Aizawl (59%) and followed by Tuensang (57%). Participation of women is nil in South and West district of Sikkim and North district of Tripura.

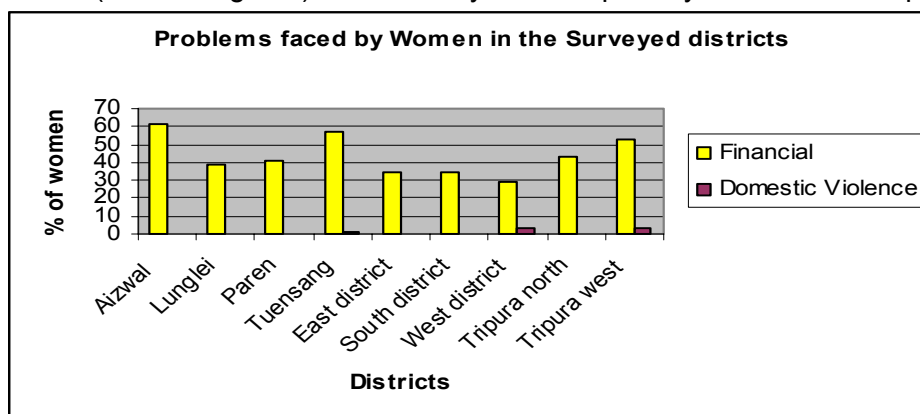
4.2.8 Training Need and Capacity Building of women



Training is process of developing skill for undertaking specialized activities. In the surveyed districts, the training need assessment was observed among women. In Tuensang district (59%) women mentioned specific trainings to be provided to improve their capacity followed by West Tripura (55%) and other districts.

4.2.9 Area of Intervention for women

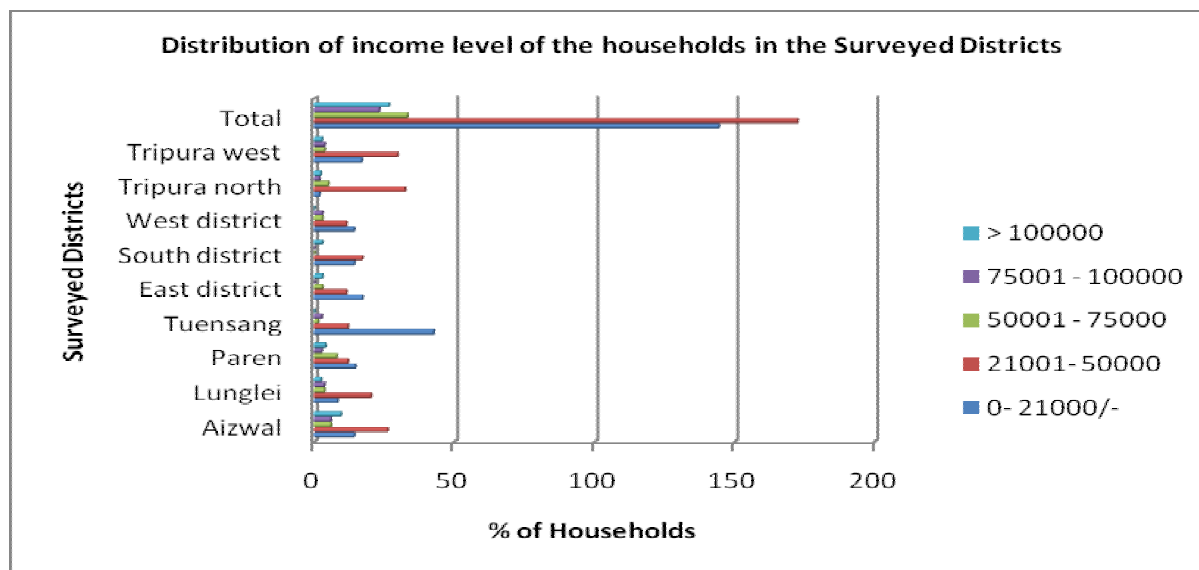
Women are facing various problems like financial, domestic violence, gender discrimination etc. in the surveyed districts. Though domestic violence is not noticeable in project districts, however financial constraints faced by women are found to be highest in case of Aizawl (61%) and it is around 57% in Tuensung (second highest). This clearly indicate poverty situation of the project districts.



Considering various aspects of hindering the upliftment of women, **Gender Integrity Framework** has been prepared to address gender issues in chapter 11 of the report.

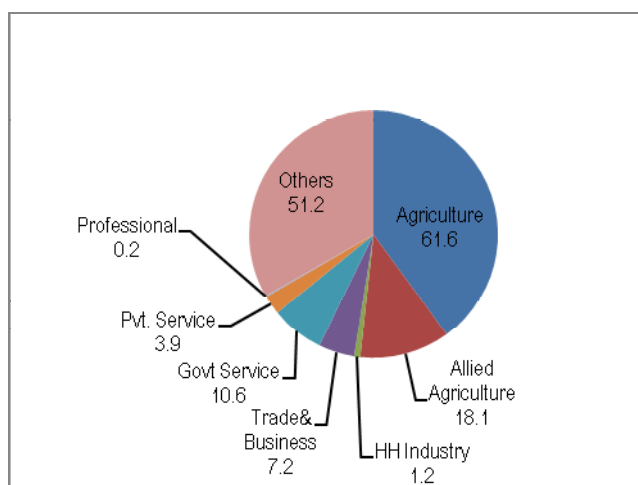
4.3 HOUSEHOLD INCOME

Income level of the households in the surveyed districts is categorically divided in to 5 income groups. Highest number of households i.e. 173 is coming under the category of Rs 21000/- to Rs 50000/- cutting across all districts followed by the 144 households which lie in the category up to Rs 21000/-. District wise 44 households in Tuensang come in the category up to Rs 21000/- followed by West Tripura where 17 households come in the same category.



4.3.1 Source of Income

From the sample survey carried out in the project districts it is observed that majority of the section of population (61.6%) earns its source of earning from agriculture alone, while 51.2% of the population depends on other miscellaneous sources of income which include daily labourers, drivers, matrons, rents etc. Very less percentage of people (10.6%) are into Government Jobs however, even lesser percentage (3.9%) are into private services.



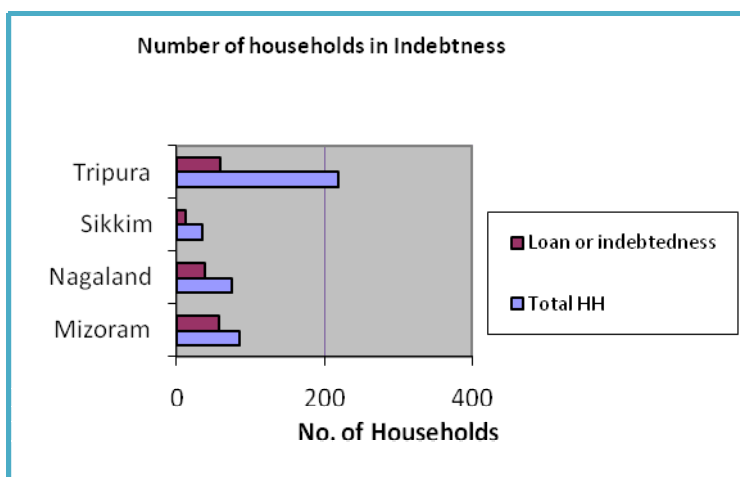
comparatively more people (7.2%) are into trade & business. About 18.1% of the population earns its living from allied agricultural sources viz. fishing, poultry, dairy etc. Distinctly, the sample reveals only 0.2% of the population are professionals like doctors, lawyers etc. with self-earning. (Table 4.4)

Table 4.4: Source of Income

State	District	Agriculture*	Allied Agriculture [#]	HH Industry	Trade & Business	Govt. Service	Pvt. Service	Professionals**	Others ^{##}
Mizoram	Aizwal	30	17	2	5	6	4	0	45
	Lunglei	29	15		2	3	3	0	31
Mizoram Total		59	32	2	7	9	7	0	76
Nagaland	Para	25	12	2	2	2	5	0	17
	Tuensang	43	4	0	0	2	0	0	14
Nagaland Total		68	16	2	2	4	5	0	31
Sikkim	East district	7	4	1	1	1	0	0	8
	South district	12	0	0	1	0	0	0	11
	West district	10	4	0	0	0	0	0	10
Sikkim Total		29	8	1	2	1	0	0	29
Tripura	Tripura north	49	0	0	3	11	1	0	27
	Tripura west	50	19	0	16	19	3	1	49
Tripura Total		99	19	0	19	30	4	1	76
Grand Total		255	75	5	30	44	16	1	212
Percentage		61.6	18.1	1.2	7.2	10.6	3.9	0.2	51.2
*Includes agriculture on own land, leased land, rented land, encroached land and from putting farm implements on rent									
[#] Includes horticulture, goat/sheep rearing, poultry, piggery, dairy fishery and putting fishing implements on rent									
^{**} Includes doctors, lawyers, agents etc.									
^{##} Includes rents, remittances, bank interests, daily labourers, drivers, matrons, tea garden workers etc.									

4.3.2 Borrowing or Indebtedness

Indebtedness indicates economic condition of the project area. This also reflects unequal distribution of socioeconomic opportunities and benefits, arrests social progress and misdirects social efforts. The survey results indicate out of 414 sample household survey 40 per cent of the households have taken debt from banks and financial

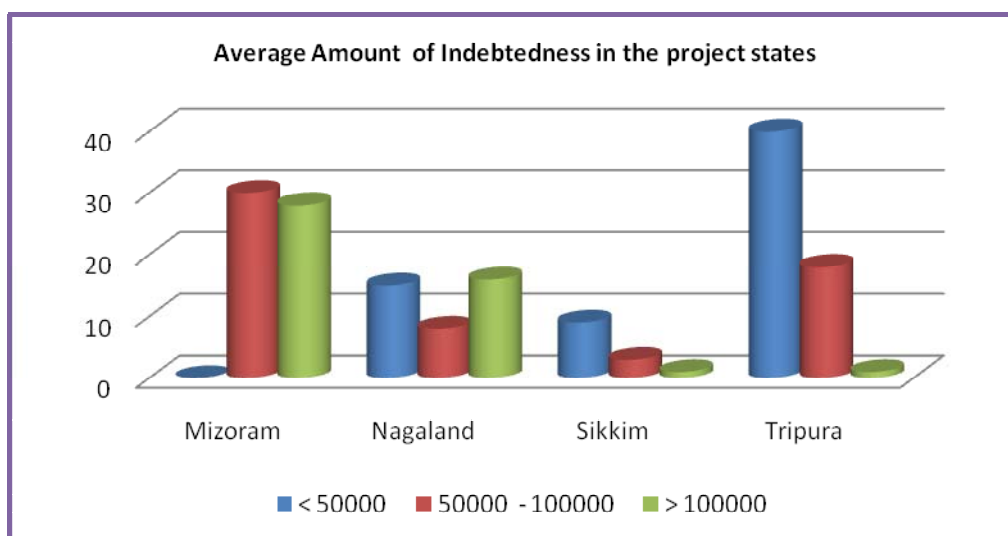


institutions can help people to meet up their monetary needs. (Table 4.5) In Tripura number of households in debt seems to be highest (52 per cent) through various organized and unorganized sources in comparison to other states.

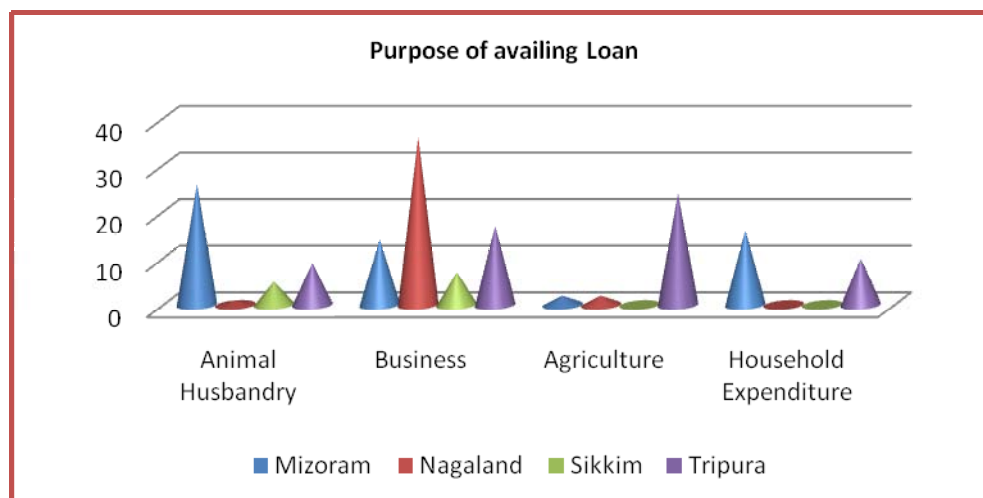
Table 4.5: Households in Indebtedness

States	Total HH	Loan or indebtedness
Mizoram	85	58
Nagaland	75	39
Sikkim	35	13
Tripura	219	59
Total	414	169

According to sample survey, there are three ranges were considered to identify the extent of indebtedness in the project districts. Average amount of borrowing in the project districts ranges between Rs. 50000-100000. As compared to income level of people coming under the category of Rs 21000 to Rs 50000 cutting across all districts followed by the 144 households which lie in the category up to Rs 21000 and the amount of indebtedness seems to be much higher.



The survey indicates purpose of loan indebtedness to identify the productive and non productive monetary requirement. The purpose of availing the loan is mainly for Agricultural activity, Animal Husbandry, business and household expenditure.



It is concluded that people living in project states are poor. In order to meet their requirement and to improve their economy, they indulge in borrowing money from formal and informal sources.

4.3.7 Key Indicators of poverty and people's perception of marginalization

During the survey in the project states, certain parameters have been considered as key indicators of poverty and during focus group discussion, it has also been observed that people's perception of marginalization can be visualized from many aspects. Villagers of the sample village usually internalize poverty from food insufficiency, income, getting BPL card from government, types of houses where they use to stay. Apart from these factors, access to resources, ability to get information about different developmental initiatives of the local government can also be considered as a measurement of poverty, because all of these aspects can gather to give a brief idea about the stand of a particular person or community. From the sample households, following results (Table 4.6) have been obtained and this gives a poverty scenario of the project states.

Table 4.6 - Key Poverty Indicators of the Project States

States	Food Sufficiency	Income	BPL Card	Type of House	Access to Resource
Mizoram	Not Round the year	77% household having income > Rs. 21000	35%	66% house hold having kaccha wooden Household	Needs improvement
Nagaland	Not Round the year	57% household having income < Rs. 21000	41%	87% having semi permanent houses	Needs improvement
Sikkim	Not Round the year	46% household having income < Rs. 21000; 40% household having income < Rs. 50000	69%	29% house hold having kaccha wooden Husehold and 29% having semi permanent houses	Needs improvement
Tripura	Not Round	19% household	52%	95% household	Needs

States	Food Sufficiency	Income	BPL Card	Type of House	Access to Resource
	the year	having income < Rs. 21000; 62% household having income < Rs. 50000		having kaccha wooden Household	improvement

Source: Sample Baseline Socio-economic Survey

4.4 ECONOMIC AND LIVELIHOOD DIMENSION

During the survey in the project states, certain parameters have been considered as a key indicator of poverty and during focus group discussion, it has also been observed that people's perception of marginalization can be visualized from many aspects. Villagers of the sample village usually internalize poverty from food insufficiency, income, getting BPL card from government, types of houses where they use to stay. Apart from these factors, access to resources, ability to get information about different developmental initiatives of the local government can also be considered as a measurement of poverty, because all these aspects to gather can give a brief idea about the stand of a particular person or community. From the sample household, following results (**Table 4.7**) have been obtained and this gives a poverty scenario of the project states.

Table 4.7 - Livelihood Overview & Seasonality of Livelihood

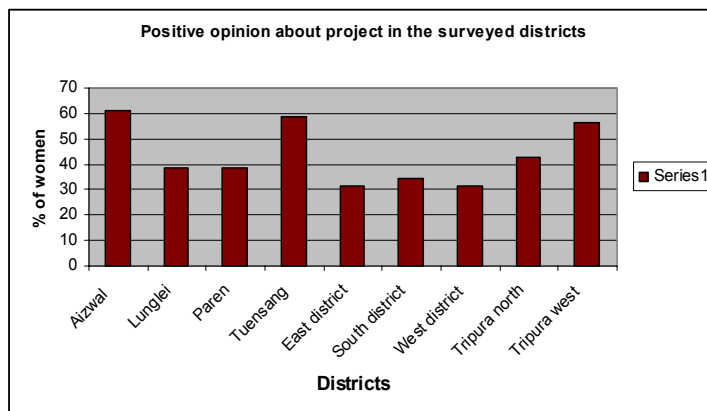
States	Subjects	A	M	J	J	A	S	O	N	D	J	F	M
Mizoram	Agriculture	*	**	***	***	***	**	*		***	**	*	
	Animal rearing	**	**	**	**	**	**	**	**	**	**	**	**
	Daily Wage	*	*	***	**	**	**	**	*	***	*	*	*
	Lean Period	***	***						***	*	***	***	***
Nagaland	Agriculture	*	**	***	***	***	**	*		***	**	*	
	Animal Husbandry	**	**	**	**	**	**	**	**	**	**	**	**
	Daily Wage	*	*	***	**	**	**	**	*	***	*	*	*
	Lean Period	***	***						***	*	***	***	***
Sikkim	Agriculture		**	***	***	***	**	*		*	*	*	
	Animal Husbandry	**	**	**	**	**	**	**	**	**	**	**	**
	Daily Wage		*	*	***	**	**	*		*	*	*	
	Lean Period	**							**	**	**	**	***
Tripura	Agriculture		**	***	***	***	**	*		***	**	*	
	Animal Husbandry	**	**	**	**	**	**	**	**	**	**	**	**
	Daily Wage	*	*	*	***	**	**	*	*	*	*	*	*
	Lean Period	**							**	**	**	**	***

Intensity: * = Low; ** = Medium; *** =High

Source: Sample Baseline Socio-economic Survey

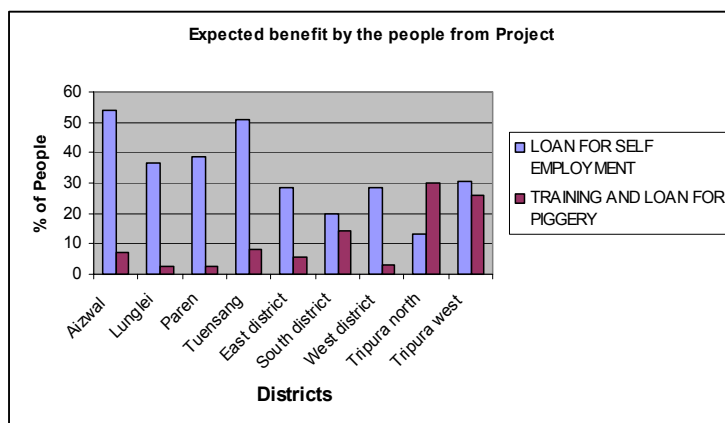
4.5 PEOPLE PERCEPTION TOWARDS THE PROJECT (NERLP)

Before implementation of the NERLP activities, people's perception about project like whether they are welcoming the project initiatives or not, whether the role of people will be supportive to the project authority or not are very important subject to be portrayed in the social assessment study. During this initiative, the people's perception shown to be very encouraging in the project area (61%) in Aizawl followed by Tuensung (59%) and Tripura West (57%) and other districts.



4.5.1 Expected Benefit from Livelihood Programme

During the social assessment, an effort has been made to find out the expected benefit by the people in the surveyed village. It was observed that most of the people have limited resources to earn money and they would like to increase their income from project intervention e.g. promotion of SHGs and availability of self employment. For this they are facing financial constraints, thus sanction of loan for self

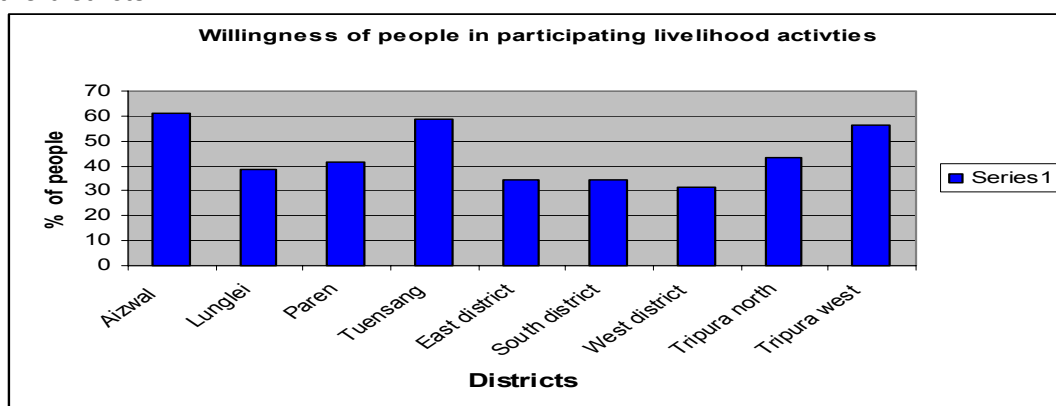


employment is highly welcomed by the villagers. Pig rearing is found most common asset available in every household. Therefore most of them would like to get loan for pig rearing. Training is another component emerged from the study. People are expecting loan from project is seems to be highest in Aizawl (54%) and Tuensung

(51%). In case of expectation of training and loan is highest in Tripura north (30%) and Tripura West (26%).

4.5.2 Willingness to Participate in Project Activities

Regarding people's perception about project, an attempt was made to find out the willingness of people in livelihood activities. More or less people of all surveyed villages have shown their willingness to participate in the project particularly in the livelihood activities e.g. (61%) in Aizawl followed by Tuensung (59%) and West district of Tripura (57%). But willingness is varied from 31% to 49% in case of rest of the districts.



4.5.3 Livelihood Options and Challenges in Project States

The study finding reveals that agriculture is the mainstay of economy of the project states. Despite intensive labor inputs the yield comparatively low in hilly areas due to different terrain and soil erosion due to inappropriate methods of *Jhum Cultivation*. These constraints are a limiting factor in increasing food productivity and poverty alleviation and as a result additional sources of income may be necessary.

During the PRA exercise different livelihood opportunities have been explored in the project states e.g. tea plantation, rubber plantation , floriculture and Dairy Cooperatives in Tripura and Sikkim; animal rearing, bamboo value additions, food processing unit programmes are required in all four states while scope of medicinal plant has been explored in Nagaland and Mizoram. In order to take up livelihood activities, there is need to explore market as exporting agriculture and horticulture crops from the region is difficult because of lack of large markets, poor transport and infrastructure facilities. Further lack of technical skills and poor credit linkage hinder the tapping of alternative sources of income. Thus, specific intervention is required to improve livelihood situation such as:

- Diversification of Income Sources
- Need for Market Linkages
- Building upon existing Agricultural Systems
- Changes in Land Use Patterns
- Ecotourism as a Sustainable Source of Income
- Community Participation in Planning
- Fostering Partnership for Livelihood Improvement

It is revealed from the field study that people are in need to be involved in sustainable livelihood intervention programmes. The Interventions should be demand-driven; in line with indigenous knowledge and capabilities of the people and implemented with clear transparency and accountability.

4.5.4 Summary

The field study conducted in the four project states reveals that Sikkim and Tripura are tribal deficient states and comprise with mix social category e.g. general, OBC and BC as compared to Nagaland and Mizoram who have predominant tribal populations. Among STs, there are different sub tribes /groups. The status of all tribes is not the same. Scheduled castes are weaker sections of the society in all the states.

The findings highlights that there is no visible social exclusion of any social group (inter caste/tribe; intra caste/tribe). The poor are poor because of weak asset base and fragile institutions, lack of awareness of programmes/schemes, geographical disadvantage and poor access to resources. Tribal people are more likely to have lower income, poorer physical living conditions, less access to health care, education, and a range of other services, worse access to labour, land and capital markets and worse returns to work as well as weaker political representation. The poverty and social exclusion experienced by tribal people are largely due to discrimination at social and institutional level.

Gender issues indicate that women apart from traditional practices; have successful achievement in the field of literacy, increasing sex ratio, health and entrepreneur development. Though the status of women is high compared to their non tribal counterpart, men folk in their own society (Tribal Society) do not treat them as equal. The participation of women would be the key factor in implementing the Social Inclusion especially through the Gender strategy.

Since agriculture and allied activities are main source of peoples' livelihood, poverty reduction strategy is required to increase productivity and income-generating potential of the sector. PRA exercise indicates need for diversification of income sources taking into account the diverse agro-ecological conditions in the project states as well as the complex social fabric of its people. Sustainable livelihood interventions are required at village level to deal with the poverty issues and improve economic condition of the poor and disadvantaged section of the project states.

The inferences drawn from above discussion are as follows:

- Social differentiation between general category, SC, and ST exists but at a very low scale (in a subtle way). Position of SC among different categories of population is most critical.
 - There is no visible/deliberate social exclusion of any social group in accessing government schemes barring a few cases.
 - There is differentiation even among STs within the district. Even scheduled tribes are not homogeneous group. This means there has to be district specific variations built into the project.
 - Differentiations among different ST groups have been observed within the project district. District specific variations may be built into the project with regard to this aspect.
 - The overall quality of human capital is low in terms of education, skill and occupation. Condition of SC and ST is worse as compared to other social categories. Similar is the quality of human capital between male and female.
 - Scheduled tribes have tribal head who take decisions on community issues.
 - Jhum cultivation is practiced in hilly parts of the states by tribal families which have limited productivity. There has been reduction in the Jhum cycle, and hence the productivity level has further declined as the soil cannot regain the fertility in less time.
 - Meagre income from agriculture and lack of employment opportunities leaves households with limited options to come out of poverty situation. Agriculture and wage labour are major income sources for majority of households.
 - NREGA has become a major source of income for households and poverty alleviation. However, it has affected agriculture as workers are not available even at higher wage rate.
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CHAPTER 5 INSTITUTIONS, GOVERNANCE AND POVERTY ALLEVIATION PROGRAMMES

5.1 INSTITUTIONS AND GOVERNANCE SYSTEM

A large part of North – East India is governed by 5th and 6th schedule of the constitution of India. Two project states Mizoram and Nagaland are covered by the 6th schedule are exempted from the purview of the 73rd Amendment. The 6th schedule envisages establishment of Autonomous district councils. These councils have been given legislative, administrative and judicial powers under 6th schedule. No law of centre or state in respect of legislative powers conferred on Autonomous District Councils could be extended to those areas without their approval. The district councils are also empowered to constitute Village Council and also Village Courts. While the Autonomous District Councils have advantage of legislative powers which the PRIs do not have, the Autonomous District Council do not make provision for reservation for women, several important powers such as social forestry management which have been provided by the 73rd Amendment are attached in the PRIs.

Local Governance System in Project States

- The modern and traditional system of governance co-exists in the region.
- PRI functions in Sikkim (GP- 159 and ZP -4) as on April, 2005.
- Both PRIs and Autonomous Council (AC) function in Tripura (GP- 537; PS- 23 and ZP -4 TTAADC - 1) as on April, 2005.
- In Mizoram, both Village Council (702) and AC (3) function while in

5.1.1 Mizoram

5.1.1.1 Local Self Governance in Mizoram

The 73rd Constitutional Amendment Act does not apply to Mizoram. Mizoram has democratically elected Village Councils since 1954 which have been set up by the enactment of District Council as per sub clause (e) of the clause (3) of the 6th schedule to the Constitution of India with very limited functions and powers mostly administrative and judicial of petty nature.¹⁶ The village councils since inception have got certain responsibilities and functions enjoyed earlier by the village chiefs. The state came into being under a period of turbulence, and the presence of minority ethnic groups is a challenge to the Mizo sense of accommodation and tolerance. However, violent extremism has significantly reduced and been curtailed in the state.¹⁷

In Mizoram, one peculiar functions entrusted to the village council is enforcing Hnatlang (a common village service) where all able bodied of villagers are supposed to offer their services for the welfare of the village. They assist Local Area Department (LAD) in conducting elections to village council. It is also their duty to report to the government about paddy harvest in the village and the needs of the villagers like school, post-office and, construction of inter-village path. Through their membership in the Village Development Committee (VDC), they oversee the identification and selection of beneficiaries under the various schemes meant for

¹⁶ http://www.asthabharti.or/dia_aprr%2004/sapo.htm

¹⁷ Mizoram, Dimensions and Perspectives – Society, Economy, Polity – Ed. by Jagdish K. Patnaik

rural development and ensured proper implementation of various programmes of the central and state governments.

5.1.1.2 Village Councils

The State Government has constituted elected Village Councils all over the State i.e. over both the Council and other areas. These elected Councils have replaced the hereditary institutions of Chiefship and are involved in village governance, and development and in collecting local rates and taxes. Village Councils even cover urban areas including the State Capital Aizawl which is covered by several Village Councils. An examination of the relevant laws shows that Village Councils are quite representative, with one third of the members being elected and another one third being nominated. The powers of these Councils include mobilizing local funds and effort for community works. Village Councils also implement several CSSs, as agents of the DRDAs. For example, IAY beneficiaries are selected by the Village Council. However, in doing so, they do not report to the District Councils and are not accountable to them.

The village councils also act as village courts and enjoy much more power than actually given. If seen in historical context, the advent of democratic institutions in Mizoram over the last few decades has seen an important change in the responsibilities and roles played by these institutions. While earlier no notable economic functions were observed, Village Council plays an important part in economic planning and implementations of policy programs at the grass-root level.

5.1.2 Nagaland

The Sixth Schedule does not extend to the state of Nagaland.

The population of Nagaland is entirely tribal. There are as many as 16 tribes and among Nagas with their own distinctive languages and cultural features.

5.1.2.1 Village Level Institutions

Village Level Institutions have been strong in Nagaland. There has been two major forms of village governments in Naga society, viz. democratic and autocratic. For instance Angamis, the Aos, the Chakhesang, the Kachris etc. have democratic form of government where as the Kukis, the Semas, and the Konyaks practiced autocratic type of village government. The governments are run without written laws. However, then customary laws and usages are strictly adhered to. Customary laws are considered as the guiding principles of life in society.

Traditionally, life in every village in Nagaland is managed by a council of elders-village council. Village organization in Nagaland is primarily based on institution of clan. A clan is a group of families amongst whom inter marriage is strictly prohibited. It is the basic unit of the society. Two or more such clan form a Naga village. Geographically a Naga village as divided into Khels (wards or sectos) which indicates a cluster of families.

5.1.2.2 Village Council

The history records that Naga villages were organized as small states or republics. However, there was no uniform legal system of village government in Naga society

till 1970. After realizing the importance of village government, the state government of Nagaland passed an Act known as Nagaland Village, Area and Regional Council Act, 1970. Thereafter, it was further amended in 1973 and 1978 as Nagaland Village and Area Council Act with a view to bringing uniformity in Village Council structure all over Nagaland. A Village Council consists of members chosen by villagers in accordance with the prevailing customary practices and usages, the same being approved by the state government, provided that hereditary village chiefs, Goan Booras (GBs) and Angs shall be e-officio members of such councils and shall have voting rights. The village council will choose a member as Chairman of the council. The Village council may select and appoint a Secretary who may or may not be a member of the council. If the Secretary is not a member of the council, he shall have no voting power.

5.1.2.3 Village Development Boards (VDBs)

In accordance with the Nagaland Village Area and Regional Council Act 1970(Amended in 1973 and 1978) VDB came into existence in 1980,as a subsidiary to Village Council. At present Nagaland has 1045 recognized villages and each village has a Village Council to look after law and order situation of the village and a VDB to undertake developmental activities of the village. VDB deliver developmental works to the village through centrally sponsored Schemes as well as State govt. Schemes.

5.1.2.4 ‘Communitisation’ of public institutions in Nagaland

As noted in the Nagaland State Human Development Report, 2004, the strength of the state lies in its ‘social capital’ and the strong community spirit. Taking advantage of this strength, the Nagaland government has amended its existing policies and evolved a unique concept of empowerment of the community and constituted the “Nagaland Communitisation of Public Institutions and Services Act, 2002.”

Communitisation fosters decentralization through the transfer of ownership of government assets to the community to devolve more powers to the latter, while at the same time it is aimed at improving the public utility systems.

Communitization has been implemented in the health, education and power sectors since 2002. The results have been encouraging – a significant increase of over 80 per cent in teachers attendance which led to the improvement of student’s attendance. The passing rates of students also significantly improved. An increased sense of ownership of the schools by the communities is reflected in the latter contributing materials and labour to repair the schools. In Chingmei village of Tuensang district in Nagaland, the local private boarding school, once preferred by most parents, was compelled to close down due to competition from the government school. This reflects a change in attitude of the parents and the increasing confidence on the quality of education in the government schools. Similarly, stories of the positive impact of the communitization of health and power have been reported from different parts of the state.

5.1.3 Tripura

5.1.3.1 Local Self – Governance in Tripura

Tripura has a long history of good local self governance where a single tier system of Panchayati Raj was started at the village level. The Gram Panchayat is the executive

body of the Goan Sabhas constituted through open election by raising hands. Naya Panchayat was also formed at circle level by comprising several Goan Sabhas.

The Tripura Panchayat Act, 1993 established a three-tier structure in the state with the Gram Panchayat as the lowest tier, the Panchayat Samitis at the block level and Zilla Parshad at the district level. The Act also provides for a Gram Sabha which shall meet annually to consider matters relating to accounts, budget, and report of development works in the Gram Panchayat.

5.1.3.2 Status of Local Decentralization

The State also set up the Tribal Areas Autonomous District Council (TAADC) in 1982 under the sixth schedule of the constitution and it provides for separate elections to village councils. Following the 49th amendment of the Constitution of India, the TTAADC was brought under the provisions of the Sixth Schedule of the Constitution with effect from 1 April, 1985. The principal objective of setting up the TTAADC is to empower the tribal people to govern themselves, bring all round development to them and protect and preserve their culture, customs and traditions.

5.1.3.3 Grassroots empowerment – TTAADC Village Committees

Elections to these Village Committees were conducted in February 2006 as per Tripura Tribal Areas Act 1994. There are 4165 elected members in all for 527 of Village Committees, of which one third are women members. Reservations are made for Schedule Tribe and Schedule Castes in proportion to the percentage of their population. Chairpersons and Vice Chairpersons are elected by the Members of Village Committee.

5.1.3.4 Gram Sabhas

Gram Sabhas are there irrespective of schedule or non-schedule area. Hence, Tripura's local self governance is quite unique. The members of Gram Sabha in Tripura have never been silent observer. They actively participate in almost all the village affairs like crime and punishment, guarding the villages and forests, resolving community conflicts, land alienation and management matters, general cleanliness of the village and other service areas like cleaning the local health centre. Gram Sabhas are capable of determining and analyzing the resources they have including opportunities as well as problems and obstacles to development.

5.1.4 Sikkim

5.1.4.1 The Panchayati Raj in Sikkim

Sikkim has a long history of Panchayati Raj institutions. Even prior to its merger, a law was enacted by the Chogyal in 1965 to provide for elected, but non partisan, village Panchayats primarily for local disputes resolution. The seventy-third amendment applies to the State; soon after its coming into force, the Sikkim Panchayati Raj Act 1993 was enacted which provides for elected Gram Panchayats (GPs) and Zila Panchayats (ZPs). Gram Sabhas in the State are referred as Panchayat wards- six to eight wards constitute a GP. Sikkim is one of the first States to have transferred Primary and Secondary Education to Panchayati bodies. A number of steps have recently been initiated to further strengthen the role of Panchayats. Some of the more important of these are;

- Establishment of 'Gram Planning Forum' for each Panchayat to make the 'GP' the unit of local planning.
- Setting up District Technical Support Committee to assist Zila Panchayats in drawing up District Plans.
- Initiation of a system of specifically reflecting earmarking of funds for schemes to be taken up by Panchayats in the State budget.

The State does not have any Municipal body – a Municipal Corporation was established for the city of Gangtok in 1975, the legislation was, however, repealed in 1985 and urban governance is now directly looked after by the governments.

Panchayats are free to plan and implement programmes using these funds, subject to broad conditionality aimed at human development, infra-structural development, health, welfare, skill development, small scale industries, village tourism, afforestation and conservation of the environment, economic upliftment of the disadvantaged and the vulnerable sections of the rural society and promotion of sports.

5.1.5 Summary

Although Sikkim and Tripura are covered under the provisions of Part IX of the Constitution, the extent of powers devolved upon Panchayats in these States is uneven. Sikkim has been adjudged the third best state in the country in the implementation of Panchayati Raj; Tripura found better states for their pattern of devolution and; yet, there is considerable scope for advancing the cause of devolution.

In Sikkim, Panchayats are free to plan and implement programmes using these funds, economic upliftment of the disadvantaged and the vulnerable sections of the rural society and promotion of sports. **In this context, it may be recommended that a special fund in the Panchayati Raj institutions be kept exclusively for building up the assets of ST communities.**

With regard to quorum, as indicated in Section 7 of Sikkim Panchayat (Amendment) Act, 2005 quorum for the meeting of a Gram Sabha and Ward Sabha shall be one-fifth and one-fourth of the total members of the Gram Sabha or Ward Sabha. Respectively One-third of the quorum shall comprise of Women. It can be recommended that **this quorum be extended for vulnerable groups such as the Tribals.**

In Mizoram, Village Council plays an important part in economic planning and implementations of policy programs at the grass-root level. However, it is very important to note that since time immemorial the women folks are not given opportunity to participate in the functioning of village governments and till date such discrimination continues to exist in the Village Authority/Council. Therefore, to effectively pursue the various powers and functions of Local Self-governing Institutions, **there is an urgent need to include women in such institutions through amending the existing laws.**¹⁸

In tribal areas the elite class of the people or the local leaders is emerging as an opportunist class and they take the largest share of benefits depriving the poorest section of the society.

¹⁸ Local Self-Governing Institutions of the Tribal in North-East India Vanthangpui Khobung

Panchayats are party based and it is the ruling party that dominates. However, since the members are from different political parties there is scope to take meticulous measures to prevent or reduce corruption. In Tripura, common people's feeling is that the distribution of social goods and benefits are always partial, i.e. the party supporters get the priority in the matter of such benefits; then it is given to the party sympathizers and the rest are deprived of such benefits. This is the general remark made by the opposition party members and a section of the people.

In Nagaland, common people feel that hardly 10 percent of development fund goes for developmental works. When the VDB workers blame the rural development officials of misusing and sharing of their development fund, the officials counteract by accusing them of mis-utilization of development funds.

Governance from grass root level gives much scopes for development, but lack of awareness among the poor, manipulation and exploitation of the masses by the local elite are blocking the benefits of development from reaching to the most needy rural people.

5.2 SOCIAL CAPITAL AND POWER RELATIONS AMONG KEY SOCIAL GROUPS

Experience gathered through Social Assessment study shows that the tribal society in the study area, there are vast differences, particularly between populations living in the hills and in the plains and between those living in the towns and villages. There are many sub tribal groups in the tribal groups.

Vulnerable groups constitute SCs and STs in all four states, BPL families, Women headed households, and others. Among STs, there are different groups. The status of all tribes is not the same. For example, Reangs are most backwards among the tribal groups in Tripura as compared to Debbarmas and Chakmas. Scheduled castes are weaker sections of the society in all the states.

There is no visible differentiation between different social categories in accessing education, health, drinking water facilities, etc and other institutions within the villages.

Infrastructure is poor in terms of roads, electricity, drinking water and health facilities. Villages are away from urban centres and isolated making service delivery system difficult. Irrigation facilities are poor. There is hardly any industrial infrastructure that can facilitate employment.

The project states have extreme heterogeneity in terms of distribution of tribal populations in different parts, their social structures, cultural patterns and power relation among them. There is spatial variation in the tribal characteristics of a single tribe. The findings of the study highlight problems related to social capital and power relations among the different social groups as follows:

- Tribal families living in upper reaches of hills are scattered and do not get included in the programme/scheme as formation of SHG is based on neighborhood concept.
- With reference to the only Primitive Tribal Group-Reangs in Tripura, are the most backward. Lack of skills hinders in giving quick returns.
- Panchayati Raj Institutions (PRIs) are mainly responsible for the selection of families for government run programmes. The list of families is prepared by the

PRI and accordingly families are included in the programme/scheme. The selection of families by PRI has to be made with absolute fairness and without any bias. However, off the record “exclusion” does take place because of certain reasons. They are political affinity of the families (in other words association with political party), dominance of sub-groups, and most importantly limited availability of funds.

- Lack of education among jhumias.
- The concept of thrift and credit among the community groups does not exist. The aim and objective of forming a group does not seem to be clear and conflict can be seen among the members.
- Money lenders are lending money to a section of people at a very high percentage.
- Bank linkages are not encouraging. They are not interested in helping community group and provide desired support
- Govt. officials perform services but lack dedication. Services without sincere efforts (dedication) will not yield good results. Also there is dearth of educated people willing to work in remote and in-accessible area. In remote areas, NGO's services may be helpful.
- Shortage of raw materials sometimes makes groups to defunct. A major obstacle in the enhancement of livelihood activities is the non-unavailability of proper marketing linkage.
- Geographical difficulty/ remoteness create communication gap in some areas due to non-availability of link roads.
- Information dissemination about the schemes is limited.

5.3 GRIEVANCE REDRESSAL MECHANISM

In the project states Grievance redressal mechanism system has been executing in formal and informal ways as follows (Table 5.1):

Table 5.1: Grievance Redressal Mechanism in Project States

State	Level	Grievance Redressal Mechanism
Nagaland	State Level	The Government of Nagaland launched an online public grievance redressal system 'E-MODOP', a powerful tool for the people through which they can seek redressal of their grievances and keep the government officials informed of their problems.
	District Level	Grievance Redressal Officer (GRO) at the District level has extensive powers to investigate, fine and compensate.
	Block-level facilitation centre	A non-official person or group appointed to help people with filing complaints, submitting appeals, resolving disputes, etc.
	Village Level	VDB is a powerful tool to solve village developmental problems. Eventually, the concept penetrated the Tangkhul Naga villages. The VDB and the traditional Village Council play dual functions in village governance. VC takes care of land and forest issues, inter-village and intra-village land disputes, law and order, cultural festivals, and safeguards the customary laws. The VDB takes care of village developmental schemes, grants-in-aid from the Government, the village school, veterinary and other development schemes.

State	Level	Grievance Redressal Mechanism
Tripura	State Level	GRC at the state head quarter addresses complaints of the person that are kept secret
	District and Block Level	Software has also been designed to register complaints that are booked through the toll free number and will be routed to the concerned Block Development Officer (BDO) using the digital signature. All complaint will be forwarded to the project director, District Rural Development Agency (DRDA). ¹⁹
	Village Level	The Gram Panchayat is the executive body of the Goan Sabhas solves all disputes arising within the village between individuals or groups of individuals or between villages. However, today with the establishment of democracy the village chiefs have been replaced by the Gram Pradhan (or chairperson of the local government). ²⁰
Mizoram	State Level	GRC at state level provides remedial measures in the form of appeals, revisions etc. to the departmental officers or to the tribunal as the case may be. For the details of the mechanism for appeals, revisions the relevant provisions in the Customs and Excise law may be referred. To begin with each field formation has an officer designated as the Public Relations Officer (PRO) who can be approached for seeking information on any technical or administrative matter. Public Grievance Committees (PGC) also exists in all the Custom Houses and Central Excise Commissionerates responsible for Public Grievance. There is also an institution of Watch Dog Committee . This Committee, chaired by the Commissioner meets once a week and takes up all cases of grievances of individual members of the trade or the public for resolution.
	Village Level	Village council plays important role in solving problems and help villagers in building school, post-office and, construction of inter-village path.
Sikkim	State Level	The States of Sikkim has set up complaints boxes.
	District Level	The Additional Superintendent of Police of respective district Headquarter has been designated as District Level Welfare Officer to solve grievances received at the Police Headquarters are being looked into by the Staff Officer (Welfare) to the DGP for direct interventions and speedy disposal of the cases by the DGP. ²¹

¹⁹ Source: <http://www.egovonline.net/news/news-details.asp>

²⁰ Land, People and Politics: Contest over tribal Land in northeast India, North Eastern Social Research Centre International Workgroup for Indigenous Affairs, 2008

²¹ <http://sikkimpolice.nic.in/Files/Annual%20Administrative%20Report.htm>
<http://southsikkim.nic.in/districtadmin/dstadmin.html>

State	Level	Grievance Redressal Mechanism
	Village Level	Panchayats have authority to solve disputes and conflicts of the villagers. They are free to plan and implement programmes using these funds, subject to broad conditionality aimed at human development, infra-structural development, health, welfare, skill development, small scale industries, village tourism, afforestation and conservation of the environment, economic upliftment of the disadvantaged and the vulnerable sections of the rural society and promotion of sports.

5.4 TRADITIONAL INSTITUTIONS/ LOCAL SELF-GOVERNANCE INSTITUTIONS

5.4.1 Traditional institutions

Prior to British rule, many of the northeastern states were characterized by little hamlets with independent self-governing institutions, which presided over every aspect of village life. Most of these institutions were administered under the system of chieftainship in which the management differed according to each tribe.

Nagaland

Some traditional institutions and instruments that continue to influence the normative framework of traditional governance are described briefly. They are as under (**Table 5.2**):

Table 5.2: Traditional Institutions functional in Nagaland

Institution	Description
Village Council	In traditional Naga society, like in the Ao tribe, the village council played a major role. The council was the highest authority in the community and life revolved round the decisions taken by the council. The council decided important issues of law and order, influenced social institutions, and had an almost overwhelming role in the way the community functioned.
Khel	Khel is a distinct Naga institution that brings together several clans within the village community. A village usually has two or three khels although there could be more. Membership of a khel is decided by birth/heredity. Although informally organised, with elders playing the prominent roles, this was the most important and effective institution in village governance. No village decision could be taken in Ao Morung, Lhota Morung, Upper Konyak Morung without the approval of all the khels in the village.
Morung	Morung or communal dormitory, separate for young men and women, was the most important and primary traditional institution of the Naga tribes within the village community. There was a Morung for every khel (cluster of clans). In some tribes like Angami, every clan would have its own Morung. It was the primary educational institution that nurtured and prepared the young of every clan for life and living.
Tribal Courts	Traditionally, Nagas did not have regular courts. Later, with the advent of the British, tribal courts were set up and judges were appointed from among reputed persons within the tribal community to decide cases. Thus, the first regular courts were started. The British also created the posts of 'Gaonburas' (village elders) and 'Dobashis' (interpreters) to assist them in the administration.. Having been accredited with the authority of the Government, the Dobashis enjoyed the respect of the native people. Being knowledgeable about customary laws, the Dobashis advised the British officers in the settlement of cases. Subsequently, the Dobashis courts evolved to decide cases according to Naga customary laws. However, the British administrator remained the Sessions Judge, thus combining the executive and judiciary responsibilities in one person. This system was followed till recently, with the Deputy Commissioner combining in himself both executive.
Nagaland Village Development Model: Village Development Boards	The Nagaland Village and Area Councils Act, 1978, also strived to exploit the traditional administration abilities of Village Councils for decentralization of developmental responsibilities to the local bodies. The Act consolidated the provisions empowering the Village Councils to formulate Village Development Schemes and implement developmental works in the villages. The Village Development Board formulates development priorities for the village, prepares action plans and executes them, using the village community or other funds. All residents of the village are members of the General Body of the Village Development Board.

Sikkim

Dzumsa is the existing traditional village Panchayat which is still in operation as an institution, in two villages in the North district of Sikkim viz. Lachen and Lachung. There are nearly 50 households under one Dzumsa. They have an elected Zilla Panchayat Samiti representative also. They have two elected heads called the senior *pipen* and junior *pipen* in a Dzumsa. Unlike other Gram Panchayats, the term for each Dzumsa is only for one year. There is another elected member called Gyapen, or the secretary. Election to the Dzumsa is held by elderly persons in the village after a feast is given by the foregoing *pipen*. The method of election is through popular voting in favour or against the candidature. However, the women, though they have their say in the decision making process and the election of the *pipen* and *gyapen*, they cannot contest the elections. Dzumsas also have customary judicial powers for the trial of cases in their respective villages. The 1982 Panchayat Act protected the traditional tribal culture of both Lachen and Lachung. It recognized their Dzumsa and the annual election of *pipens* annually. The 73rd amendment has also kept the traditional Dzumsa intact. It has been noted that women have had little or no role in Dzumsa deliberations. However, the constitutional provision of reservation for women in Panchayati Raj Institutions (PRIs) ensures that the role of women in local governance is not ignored. On the other hand the Dzumsa has deep roots in Sikkimese culture and society. It can therefore be the key vehicle for social mobilization. This village body has in fact the potential to augment the formal institutions of decentralized governance and make local democracy more effective.

5.4.2 Creation of new formal local government structures

District councils were instituted in the tribal areas of Tripura, and Mizoram under the Sixth Schedule of the Indian Constitution in order to protect the rights of the tribal communities. The district councils are authorized to manage the forests for the purposes of agriculture or grazing, for residential and nonagricultural purposes, and also for the regulation of jhum and the establishment of village or town committees or councils (National Commission to Review the Working of the Constitution 2001).²²

The establishment and evolution of district councils, contrary to the expected outcome of recognizing and strengthening the traditional systems of governance, has generally resulted in more alienation of the communities from the state governments. The reasons cited by the communities include:

- The district councils were established and operated following a uniform set of rules that did not accommodate local variations, including differences among tribes and traditional practices.
- The district councils were promoted as a democratic setup, mostly alien to the tribal communities, and there have been cases of elite capture.
- A district is a large entity, and could be home to a number of tribal communities. The traditional systems of intertribe dialogue and conflict resolution have not been integrated into the district councils.
- District councils were created as parallel institutions, and many of these councils have been managed through official bureaucracy. Yet, the district councils lack full autonomy or power.

²² Natural Resource-Based Income and Livelihood Improvement Initiatives in Northeast India, Background paper No. 14, January 2007 by LIAN CHAWII, Consultant

5.5 APPLICATION OF FIFTH SCHEDULE & SIXTH SCHEDULE IN THE PROJECT STATES

The Constitution has made special Sixth Schedules for the administration of the Scheduled or Tribal Areas. The Sixth Schedule applies to the tribal areas in the Hills of Tripura and the Fifth Schedule, to the scheduled areas in the rest of the country. Nagaland is governed by Article 371A, wherein it is stated: "Notwithstanding anything in this constitution – no Act of Parliament in respect of (i) religious or social practices of the Nagas; (ii) Naga customary law procedure; (iii) administration of civil and criminal justice; and (iv) ownership of land and its resources shall apply to the state of Nagaland." Similar safeguards are made for the state of Mizoram under Article 371G.

It was assumed that through such protective mechanisms and the powers provided by the Constitutional Provisions to make laws and implement them in accordance with the Constitution of India, the tribes would be able to protect their customs and traditions and would also develop in their own way and at their own pace.

Table 5.3: Types of Administrative Structure for the Tribes of Project States

State	Special Constitutional Provision	Administrative Structure
Mizoram	Sixth Schedule	Three Autonomous Council of Pawi, Lakher , Chakma, and other areas without the Autonomous Council
Nagaland	Art 371 A	No Autonomous District Councils
Tripura	Sixth Schedule	Tripura Tribal Area Autonomous District Council

5.6 CUSTOMARY LAND OWNERSHIP AND FOREST MANAGEMENT /NR IN PROJECT STATES

Today, customary laws govern land ownership found in the project states especially in tribal dominant states viz. Mizoram and Nagaland. In a traditional Mizo village, the chief had absolute decision making powers. The Mizo or Lushai had a custom of shifting villages frequently. The chief selected sites for his village and all the land in the village was controlled and owned by him. However, he did not restrict the local people from using the resources. Reserved forests were located in the proximity of each village and were protected and managed by the chief and his advisers, or village elders. It is said that the **customary laws** of the Mizos were so evolved that there was a method of dealing with different types of potential conflicts. Interestingly, there were no rules regarding the use of forest produce, hunting, or jhum (Singh 1996). This seems to indicate the abundance of forest resources and absence of pressure on them.

In Nagaland, more than 90 percent of the forests are directly controlled by traditional institutions, communities, or private individuals, whereas in Tripura, it is about 30 to 40 percent. Traditionally, the management of forestland is under the *gaonbura* or village chief in parts of Nagaland, the *doloi* in the Jaintia Hills, the *syiem* (or raja) of the Khasi Hills. In most of these traditional systems of governance, the village chief or head plays a significant role in decision making and in the effective functioning and management of village welfare.

The Northeastern Region boasts a vibrant tradition of community-based forest management. Current incentives seem to work against rather than for supporting this tradition. There is a need to strengthen incentives for communities to develop or redevelop their forest management skills, while adapting them to changing demographic, social, and economic pressures. There is also a need to change incentives so that forest departments favor community-oriented rather than centralized approaches. Such realignment could involve, for example, changing the relevant forest classifications or adapting forest department budget allocation procedures.

The importance of community involvement in forest management has gained widespread acceptance in the forest sector globally and is critically important in the Northeastern Region, where the vast majority of upland forests are legally owned by rural villages. There are attractive opportunities in northeastern India to create management partnerships that respect the legal authority of communities and work through indigenous institutions drawing on centrally funded schemes as well as international conservation programs. By empowering and enabling traditional institutions and building modern management capacities within them, the forest departments will have viable partners to craft new landscape management systems that rely on networks of villages. In return, communities will be able to develop new resource management plans that address forest conservation and livelihood issues, and gain formal tenure security for their ancestral domains. Retaining ancestral domains under communal tenure may be one of the most effective strategies for maintaining forest cover and protecting biodiversity in a manner that respects indigenous rights to natural resources and livelihood needs. Given the population increase in the Northeastern Region it will be important to support community efforts to intensify land productivity, especially on sites where terracing and irrigation are possible. Agroforestry systems with a mix of commercial products, including timber, fiber, spice, and medicinals, would also help to generate income, taking pressure off steeper slopes and allowing for longer fallow periods in areas of jhum (shifting cultivation). Extension of family planning and health services is also a priority in the hills, where fertility and growth rates are often high, placing continued pressure on the resource base.²³

Land Tenure System in Project States

- Two broad types of land tenure systems operate in the Project States :

(i) Revenue administration under government operates in the plains and valleys of Tripura, and in the hilly state of Sikkim and

(ii) Customary land tenure system under Village level authority operates in the hilly states of Mizoram and Nagaland and in the hilly parts of Tripura.

- Land is held almost by all. Landless people are negligible in number. Marginal (<1 ha) and small farmers (1.0-2.0 ha) are the two dominant categories (78.92 %)

- Distribution is largely egalitarian rooted in the principle of community way of living and sharing.

- Operational availability of land is a small fraction of total availability in the hills.

Source: Govt. of India, Second Administrative Reforms Commission, Fifteenth Report - State and District Administration, April 2009

²³ Report No. 36397-IN , Development and Growth in Northeast India, The Natural Resources, Water and Environment Nexus, Strategy Report, January xx,2007

5.7 POVERTY ALLEVIATION PROGRAMMES IN PROJECT STATES

Poverty eradication programs have been initiated to generate additional employment, create productive assets, impart technical and entrepreneurial skills and raise income level of the poor. Different self targeting wage employment programs have been implemented by the State Government with central assistance with the objectives to provide enhanced livelihood security of the rural poor. A few poverty eradication programs can be shown in **Table 5.4**

Table 5.4: Poverty Eradication Measures in Project States

Schemes	Objectives
National Rural Employment Guarantee Act (NREGA)	NREGA is job guarantee scheme, enacted by a central legislation on 25 th August 2005; the scheme provides a legal guarantee for one hundred days of employment in every financial year to adult members of any rural households willing to do public work at the statutory minimum wage of Rs. 100/ per day.
Swarnadhenu Gram Swarozgar Yojana (SGSY)	The SGSY is the only self employment program for rural poor. The objective is to bring the self employed above poverty line by providing the income generating assets through bank credit and Government subsidy.
Sampoorna Grameen Rozgar Yojana (SGRY)	The SGRY is additional wage employment program in rural areas. It provides food security alongside socio economic infrastructure in the rural areas.
Swarna Jayanti Shahari Rozgar Yojana (SJSRY)	This is an urban Self employment program and this was substituted for various programs operated earlier for urban poverty alleviation.
Valmiki Ambedkar Awas Yojana	This program has an objective to facilitate the construction and upgradation of dwelling units for slum dwellers and provides community toilets under Nirmal Bharat Abhiyan.
Total Sanitation Campaign (TSC)	The main objective of this program is to create awareness and accelerate sanitation coverage in house, schools in rural areas.
Integrated Wastelands Development Programs	Its main aim is to harvest rainwater for irrigation, plantations including horticulture and floriculture, pasture development, fisheries etc in rural areas.
Swajaldhara	The aim of this program is to provide drinking water.
Indira Awas Yojana	The aim of this program is to provide dwelling units free of cost to schedule castes, schedule tribes and free bonded laborers and also non SC/ ST BPL families.

Several Government Schemes for eradicating poverty have been under implementation in all the four project states. Summary of some of the government sponsored programs/schemes in project states are as under (**Table 5.5**):

Table 5.5: Implementation of Poverty Alleviation Schemes in Project States

Programme/ Scheme	Mizoram	Nagaland	Sikkim	Tripura
NREGA	Functioning	Functioning	Functioning	Functioning
PDS	Functioning	Functioning	Functioning	Functioning

Programme/ Scheme	Mizoram	Nagaland	Sikkim	Tripura
IAY	Functioning	Functioning	Functioning	Functioning
Rubber Board	Functioning	Functioning		Functioning

5.7.1 Summary of Poverty Alleviation Schemes

In the project states, several poverty alleviation programmes have been under implementation, however, due to the geographical handicap, assets/schemes remain under financed in project states even where there are banks present. Capacity building initiatives were restricted to women centric vocations like tailoring, knitting, embroidery and weaving. A poor family unit stood too weak to find access to the (i) assets and inputs (physical and financial) arranged through delivery system (DRDA, Block, Bank and Line Depts.), (ii) technology and skill, (iii) market opportunities of their products.

The self-employment program through SGSY following group approach (SHG) showed how SHGs have the strength to overcome the vicious circle of poverty. Scaling up of the program remains a challenge however, due to lack of social mobilization and group building process. This is in most part due to the inadequacies within the implementation machineries of the government which includes aspects of attitude, behavior, skill and time management. Scheme implementation also failed to engage NGOs' participation in an effective manner. Studies also indicate that the impressive figures of the fast growth of the SHG Bank Linkage (SBL) model hide a lot of poor quality work. Many of these groups largely remain on paper and suffer high rates of mortality.

In the employment Schemes like RLEGP, JRY, EAS, JGSY and SGRY, involvement of Panchayats and local level institutions in the planning and implementation of the program was highly partial except in Tripura and Nagaland. The number of technical staff in most of the hilly states is less to look after the technical aspects of the schemes. Infrastructure, rather than wage employment being the primary need in the hills, the same is to be built through community labour participation.

Success of safe drinking water and sanitation program is of mixed type. In the hills, coverage is high and quantity available is adequate to a greater extent. In the plains, coverage is very poor. The program suffers most in maintenance. Lack of people's participation is an area of concern. Quality is a problem – mostly turbidity. In some pockets, concentration of metals like arsenic, fluoride etc. is reported.

The rural housing scheme (IAY) provides about 20 sqm. Plinth area is a mix of success and failure. The common structure provided under the program is a misfit to the housing structure evolved traditionally over the years. The cost of construction using the same materials is very high in the hill regions. The achievement is encouraging particularly in the plain areas.

5.7.2 Analysis of Poverty Alleviation Programmes (Field Observation)

Information collected from sampled households in the villages through household survey and consultations on certain aspects like, how community get information about schemes, whether any family member of a surveyed household got any scheme, eligibility for the scheme, type of benefit received from the scheme, is presented in **Table 5.6**

Table 5.6- Government Scheme in Project States

State	Households (HHs)			Name of scheme	Source of Information
	Surveyed	Availed schemes			
		No.	%		
Mizoram	85	73	85.88	NREGA	Village Panchayat Friends and relatives
Nagaland	75	18	24.00	NREGA	Village Panchayat Friends and relatives NGOs
Sikkim	35	13	37.14	NREGA	Village Panchayat Friends and relatives NGOs
Tripura	219	82	37.44	IAY, NREGA	Village Panchayat Friends and relatives

In the four project states various government programs are going on, among them the community ranked the Rural Housing Scheme, called **IAY** as the most popularly known and helpful scheme. With the rising prices of commodities, investing in a permanent house is a big liability for a poor family; IAY scheme is providing big support to the families in managing their house building expenses. It provides the family with shelter but not regular income; hence, the government's one time support in rural house construction is a big support. Social exclusion is more pronounced in Mizoram as revealed by stakeholders. This is due to due to political affiliations of households with the party in power. Overall the scheme has been helpful in fulfilling the housing needs of rural poor.

NREGA is the most popularly known scheme in the rural areas. Majority of the household in the rural areas depend on NREGA for cash which is otherwise not available. With the implementation of this program cash availability in the hands of beneficiaries has increased. Beneficiaries under NREGA receive Rs. 100/- per day as labour charge. This has helped beneficiaries to meet up their regular expenses. The scheme is available to adult members of the household willing to do unskilled manual work. It does not differentiate between male and female and ensures that at least one-third of the beneficiaries are women.

The scheme has ensured wage guarantee and thereby reduction of poverty but at the same time has affected agriculture due to non-availability of workers even at higher wage rate. In other words, workers prefer to work under NERGA rather than working for private parties. This has resulted in unavailability of agricultural labourers though out the year. In one of the consultations in Tripura, stakeholders pointed out that work under NERGA should not taken up at least during sowing and harvesting season. It was pointed out that, NERGA has adversely affected agriculture.

Consultations with stakeholders revealed SGSY as somewhat successful scheme. One of the main constraints of SGSY is its “**target oriented**” approach. Majority of stakeholders informed that instead of the success of the project, emphasis is more on fulfilling the target. Block Development Officers (BDOs) are always under pressure to achieve the target and in the process the real objectives of the program/ scheme is defeated. Majority of SHGs members are also interested in subsidy rather than continuing in livelihood activities.

Another scheme, which has been helpful for the community is the **Technology Mission for Development of Horticulture** in North Eastern Region including Sikkim. The scheme ensures adequate, appropriate, timely and concurrent attention to all the links in the production, post harvest and consumption chain.

Mid-day Meal is a very attractive scheme for the school going children. The program assures free and compulsory education and mid day meal has improved attendance of the school-going children. It increases the attraction of student on one hand and also helps in providing nutritional support. When mid day meal schemes were not initiated, the delay in morning meal at house discouraged the child from attending the school. Now if the meal at house is not ready, even then children go to school as they know mid-day meal would be served to them.

5.7.3 Summary of Analysis of Poverty Alleviation in Project States

From field survey, it was found that the above discussed schemes are functioning in the sampled villages. It may be observed that except Mizoram, scheme availed by the sample households are not encouraging (less than 40%). The main sources of information about the schemes are Village Panchayat, friends and relatives. In case of Nagaland and Sikkim however, households confirmed having received information through NGO as well. In all the states households have availed benefits under NERGA, except Tripura where households informed having received benefits under IAY also.

One of the main reasons for non-accessibility to schemes is due to low level of information dissemination by the implementing agency, lack of awareness among the community, geographical disadvantage, and low level of education. It was pointed out during public meetings and individual consultations that government information does not reach in geographically difficult areas as concerned officials are not willing to travel to difficult areas. Consultations with villagers revealed that often the government schemes are not able to reach the people due to lack of awareness of the community. It was suggested that awareness generation about the scheme should be given priority and should be a continuous process instead of one time activity.

5.8 PERFORMANCE, CONSTRAINTS AND IMPACT OF EXISTING SHGs IN THE PROJECT DISTRICTS

On the basis of information gathered and issues raised by the different local institutions, a detailed analysis was made on the local institutions like Self Help Groups. As the project is given specific emphasis on formation and functioning of sustainable and vibrant primary institutions in the grass root level in the form of Self Help Groups (SHGs), Social Assessment Study made an effort to assess the skills, limitations, efficiency of managing the natural resources with respect to inclusion and participation of the rural poor. It is accepted phenomena that working in groups rather than as individuals is able to make best use of the skills and resources. Working together makes work lighter and easier because the group has a strong bargaining power and decision making capacity than an individual.

In conducting the assessment of the local institutions, certain parameters were taken for consideration like understanding of SHG objectives and knowledge about rules and regulations, homogeneity and conflict resolutions among the members, average attendance and regularity in holding meeting, maintenance of proceeding

books and other registers, repayment of loans, rapport with the Government Departments , maintenance of books of accounts , productive loan from commercial banks , demographic leadership . Assessment based on these parameters can give better understanding about the functioning of SHGs as well as it also gives an idea about certain aspects where these groups are lagging behind and there is also a room for improvement in these areas.

The following **Table 5.7** has shown a brief status of SHGs functioning in the surveyed districts of the project states.

Table 5.7 - SHGs in Sample Villages

State	District	No. of Village	No of HH	Nos. SHG	Tribal SHG	Type-M/F/mixed	Grade
Mizoram	Aizawl	3	780	8	Nil	Male-2 Female-6	G-1=4 G-2=1 NG=3
	Lunglei	3	635	21	Nil	Male-4 Female-12 Mixed-5	G-1=7 G-2=4 NG=10
Nagaland	Tensung	3	823	17	Nil	Male-4 Female-8 Mixed-5	G-1=14 G-2=2 NG=1
	Peren	3	504	42	Nil	Male- 8 Female-26 Mixed-8	G-1=18 G-2=15 NG=9
Sikkim	East	2	457	4	Nil	Male-1 Female-1 Mixed- 2	G-1=1 G-2=0 NG=3
	West	2	236	4	Nil	Male-2 Female-1 Mixed- 1	G-1=3 G-2=1 NG=0
	South	2	212	9	Nil	Male-4 Female-5 Mixed-0	G-1=3 G-2=6 NG=0
Tripura	North Tripura	3	1864	70	46	Male: 17 Female : 50 Mixed : 13	G-1 = 25 G-2=32
	West Tripura	3	2746	65	15	Male: 7 Female : 35 Mixed : 10	G-1 = 33 G-2=32

Overall functioning of the SHGs can be analyzed as given below (Table 5.8):

Table 5.8: Functioning of SHGs in Project Districts

State	Status of SHGs	Area of Improvement
Mizoram	<ul style="list-style-type: none"> In Mizoram, SHGs have been formed without any involvement of professional NGOs and VOs. In Mizoram, 12 groups are functioning efficiently. In case of 10 groups, there is need for some improvement in terms of capacity building, vision building etc. 4 groups have received revolving fund from DRDA. Groups have a good rapport with the block office. Introduction of Cash Credit is a good indicator of the SHG management and to indicate their efficiency through Bank's point of view. Groups are involved in pig rearing Goat rearing, horticulture pineapple growing, small businesses, agriculture, dairy and poultry development. 	<ul style="list-style-type: none"> SHG needs doorstep guidance in terms of capacity building, Record keeping like maintenance of Proceeding Book, Attendance Book etc. Motivational Training and Exposure to the SHG motivator is very important for vision building of the SHGs. Exposure within and outside state can help them in strengthening their activities. Specific and Activity based training is required for furtherance of their activity. Further financial support may be required to establish their business. Technical support is also required time to time from Department to cope with the natural calamities, diseases.
Nagaland	<ul style="list-style-type: none"> 49 groups are functioning satisfactory but 10 groups need some improvement. 17 Groups have received bank loan and Group Farming also has been initiated. Introduction of Cash Credit is a good indicator of the SHG management and to indicate their efficiency through Bank's point of view. Groups are involved in pig rearing, Goat rearing, horticulture, cane & bamboo production, rubber plantation, small businesses, horticulture, agriculture, dairy, poultry. Financial relationship has been established with DRDA through revolving fund and SHGs have also received Bank loan of Rs. 1 to 5 lacs (groups graded as 2nd) Loan Repayment is approximately 90% as recorded. Few SHGs were trained on goat rearing and rubber plantation. 12 Groups have received bank loan .They have a good rapport with Department and got loan from Department & banks. Mode of repayment is recoded as 95%. 	<ul style="list-style-type: none"> Groups should be formed on the basis of affinity and cohesiveness Motivational training, Leadership training of SHGs is required for efficient and effective functioning. Exposure within and outside state can help them in strengthening their activities. They should be convinced with the concept of self empowerment. Need based Financial and technical support is required to keep up their spirit. Introduction of Micro Finance can be added advantage for the group functioning. Further financial support may be required to establish their business. Technical support is also required time to time from Department to cope with the natural calamities, diseases. Need identification is very important to guide them in future. Need based Financial and technical support is required to groups for indulging in income generating activities

State	Status of SHGs	Area of Improvement
Sikkim	<ul style="list-style-type: none"> • In Sikkim, 13 groups are functioning effectively. • In the management of 4 Groups, there need some improvement through leadership development , capacity building • As economic activity, groups are involved in pig rearing, horticulture, weaving activities, small businesses, poultry, agriculture, dairy development. • Cash Credit and savings have been initiated through Bank. • Financial relationship has been established with DRDA. 5 groups have received revolving fund form DRDA, 7 Groups have received bank loan. As a revolving fund, they have also received a Bank loan amounting Rs Two lakh. • Introduction of Cash Credit is a good indicator for functioning of the SHG and to indicate their efficiency through Bank's point of view. • Timely repayment of loan is a major strength of these groups. It is around 90%. Risk bearing capacity of the group is very high. • Few groups got training on Pig rearing, horticulture etc. 	<ul style="list-style-type: none"> • SHGs should be formed on the basis affinity and cohesiveness. • Capacity Building of the SHGs is very much important in terms of record Keeping, motivational training, leadership development etc to make the SHG functioning more efficient and effective. • Holding of Regular meeting as well as maintenance of proceeding is very important from documentation and management point of view. Regular Holding of meeting is essential to create discipline and accountability among the groups • Training and Exposure to the SHG motivator is very important for vision building of the SHGs. • Rotational Leadership is very much needed to keep up their spirit without any interruption. • These groups should be nurtured through some professional institutions which are very efficient in institution building. • Further financial support / technical support may be required to establish their business and to cope with the natural calamities, diseases and to enhance their internal capabilities. • Introduction of Micro Finance can be added advantage for the group functioning.
Tripura	<ul style="list-style-type: none"> • In Tripura, 94 groups are functioning effectively, remaining groups need some improvement. • As economic activity, groups are involved in poultry rearing, horticulture, small business, floriculture, agriculture, bamboo value additions, rubber plantation • Cash Credit systems have been initiated through Bank. • SHG federation has been initiated in Laxmibil village which is very positive indicator of group functioning. • In Laxmibil, risk bearing capacity of the group is very high. They are very efficient in working under constraints. • Financial relationship has been established with DRDA. 80 groups have received Bank loan amounting to Rs two lakh. • Introduction of Cash Credit is a good indicator for functioning of the SHG and to indicate their efficiency through Bank's point of view. • Timely Repayment of loan is a major strength of these groups. It is around 90%. Risk bearing capacity of the group is very high. 	<ul style="list-style-type: none"> • SHGs should be formed on the basis affinity and cohesiveness. • Capacity Building of the SHGs is very much important in terms of record keeping, motivational training, leadership development etc to make the SHG functioning more efficient and effective. • Holding of Regular meeting as well as maintenance of proceeding is very important from documentation and management point of view. Regular Holding of meeting is essential to create discipline and accountability among the groups • Training and Exposure to the SHG motivator is very important for vision building of the SHGs. • Rotational Leadership is very much needed to keep up their spirit without any interruption. • These groups should be nurtured through some professional institutions which are very efficient in institution building. • Further financial support / technical support may be required to establish their business and to cope with the natural calamities, diseases and to enhance their internal capabilities. • Introduction of Micro Finance can be added advantage for the group

State	Status of SHGs	Area of Improvement
	<ul style="list-style-type: none"><li data-bbox="320 234 1059 285">• Few groups got training on floriculture, horticulture etc, bamboo value addition, fishery etc.	functioning. Only Bandhan is operating in Madhupur area and rest of the sample villages are still not covered by any micro finance institutions

5.8.1 Constraints faced by SHGs in the Project Districts

- Lack of awareness of technological innovations and different livelihood options
- Unwillingness to invest large capital and lack of accessibility in the banking system
- Lack of Financial capital
- Striking a balance between of home and group activities.
- Lack of market knowledge
- Procurement of raw materials
- Unable to understand the economics lying in the forward, backward linkages.
- Lack of awareness of various Government development schemes
- Absence of second line leadership in the SHGs
- Unwillingness for documentation and proper record keeping
- Fear factor for handling excessive paper work and formalities of Government department

5.8.2 Positive Factors Influencing the SHGs of the Project Districts

- SHGs are very much willing to undertake economic activities.
- As most of the communities of the surveyed areas do not have food sufficiency round the year, they are willing to undertake new initiatives and linkages
- High risk bearing capacity.
- Initiation of SHG federation.
- SHGs are maintaining high level of Discipline in terms of repayment of loans
- Involvement of women is very much encouraging

5.8.3 Issues need Attention during Project Implementation (NERLP)

- New SHG should be formed on the basis of affinity and cohesiveness.
- Motivational training, leadership Development and capacity building of the SHGs is very important
- SHG motivator is required to be trained extensively so that SHG functioning will be more efficient and effective.
- Sub project activities needs to be developed so that SHGs can properly understand the steps of the project
- Audio visual aids of the NERLP project should to be prepared so that all SHGs can visualize the functioning of the project.
- SHG should properly understand internal economics and return from a project so that they can be involved in the project. Project authority should take utmost care in this matter.
- Entry Point activities must be undertaken with active involvement of SHGs.
- SHGs can be used for Information dissemination about the project among the village community.
- Training and exposure is needed from time to time.

5.9 CONFLICT SITUATION IN PROJECT STATES

The Northeast is known in the rest of India mainly for its conflicts. One cannot deny that this home of many ethnic groups and tribes has for five decades witnessed armed conflicts that are integral to its people's search for a new identity amid the economic and cultural crises they face.

In North-East India cultural differences and incongruity sharpened the ethnic boundaries and generated cleavages along ethnic conceit, leading to inter-ethnic discord. Ethnic unrest in northeast is as old as the country's independence. The Indian independence along with the partition, influx of émigrés, suspected fear of linguistic –cultural subjugation, economic negligence, and failure to value approaching political institutions variously infused in the minds of the ethnic communities a 'sense of narcissistic self-awareness'. The spectre of social exclusion, minority-syndrome and ethnic rivalry remained the driving force for protests demanding autonomy in the shape of homeland/state/ or autonomous district council, within constitutional framework.

Ever increasing evidences, however, now indicate that most of the militant outfits in North-East have now transformed themselves into insurgent/insurgent entities, empty of their original objectives and ideology. For example, U.L.F.A. in Assam, since 1990s, has repudiated its earlier anti-Bangladeshi position. Vested interest and quarrel over interests led militant groups to clash among themselves. It will be incorrect to attach insurgent label to N.S.C.N., but the media reports suggest that most fatalities in Nagaland are the result of the infighting between the two factions of the N.S.C.N., rather than from government forces. Despite several successful peace initiatives, the security force operations are in place by utilizing the army, state police forces and the paramilitary forces to contain militancy.

Poor governance has been a major problem in the region. Wasbir Hussain says the region is caught in a vicious cycle of lack of economic development and then militancy and the resultant violence further retard economic growth. Under the circumstances, it is natural to find the people of the region harbouring a sense of alienation from the Indian mainstream and feel neglected. We have noted above how the state of Assam is under siege with the aspirations of different communities and groups showing no signs of a decline despite attempts at devolution of power to the grassroots level. B. P. Routray of the Institute for Conflict Management has rightly observed that 'this is primarily a governance issue. Poor governance is the main trigger factor for ethnic groups clamouring for autonomy. Such demands from newer groups are here to stay.' Special provisions for self-governance and autonomy are provided for people of North East within the Constitution of India, particularly through such Acts as the Sixth Schedule, NEC and Department

The DONER and the North-Eastern Council, under the central control need more effectively to tackle the problems of unemployment, underemployment, and economic backwardness of the region. Let the people's representatives monitor the activities of these institutions.

In more recent years the peace initiatives, such as the bilateral cease- fire and the peace talks held between militant leaders and government representatives, symbolize the determination of the Nation-state to resort to a broad -spectrum consensus on vital issues by adhering to flexibility and extendibility. These are basic foundations aimed at the national consolidation, which should be strengthened. Peace, development and proper linkages are bound together and are intrinsic to harmony in the region. Gradually the region has increasingly witnessed not only naturalisation of electoral politics, but also slow adaptation of national political parties.

Resurgence of ethnic identity and persistence of ethnicised politics does not indicate repudiation of the political state. Their concern for variously perceived threats to their distinct ethnic identities and their anxiety for preservation of culture and language and their demand of autonomy cannot be seen as dysfunctional for a healthy civil society. Their aspirations should be seen rather as prerequisites for distributive

justice, to which no nation state can neglect. Indian path of institutional adjustments aimed at winning over and changing the opinion of hostile ethnic groups and extending special safeguards to hill States have helped solve ethnic problems to a great extent. These need to be endured.²⁴

In the larger picture, militancy and ethnicity have played both a direct and indirect role in hindering social inclusion and considered one of the main reasons for deprivation in the NER.

5.9.1 Conflict in Project States

Three out of four project states have witnessed armed conflicts. The conflicts are integral to its people's search for a new identity amid the economic and cultural crises they face.

Nagaland

The origin of conflicts in Nagaland dates back to 1918 when new leaders formed the Naga Club which soon assumed political dimensions and was renamed the Naga Hills District Council. The traditional chiefs changed it to the Naga National Council. The educated elite wanted an autonomous district while the traditional chiefs demanded independence. The failure of the national leaders to understand their aspirations seems to have alienated the Nagas and others. This led to declaration of independence by Naga Chiefs in 1947 (Sanyu 1996: 131-134). The Government of India considered it in law and order terms and sent in the armed forces. It also facilitated the formation of the Naga People's Convention, an organisation formed by sections of a few tribes not much represented in the underground. The militants were not represented when the Centre negotiated with this group and agreed to the formation of Nagaland in 1963. Large amounts of funds were made available after it but the problem has not been solved (Sanyu 1996: 135-138). Negotiations are continuing today with the main wing of NSCN but a smaller group is resisting. There seems to be a slow change of leadership but its extent is difficult to assess.

Mizoram

In Mizoram too, a consequence of the agitation was that it brought various Chin tribes under a single umbrella. Those who remained in India after the formation of Burma and later East Pakistan, came together to find a new Mizo identity. However, because of the tendency of Assam not to respect their culture, language and identity, the modern leaders turned against the State and kept demanding autonomy while the traditional leaders demanded independence. On 1st March 1966, Laldenga formed the underground government. Amid the rebellion that ensued, the Centre introduced the village regrouping scheme. The people were forced out of their ancestral villages, their houses destroyed and 464 villages regrouped into 109 centres between 1967 and 1970. The Mizo leaders approached the Guwahati High Court that issued a stay order on the centres. So regrouping was withdrawn in 1970. An amnesty offer was made which many rebels accepted. In 1972 Mizoram was turned into a union territory but the struggle continued. On December 31, 1974 the MNF issued "Quit Mizoram" notices to non-Mizos. An accord was signed during the Emergency but rebellion erupted again in the mid-1980s. Finally the accord of 1986 resulted in Mizoram becoming a State in 1987 and MNF won the elections (Sen 1992: 44-50). The growth in literacy, urbanisation and other developments indicate that the modern leadership has emerged after the accord. Homogeneity combined with their history of

²⁴ Identity Politics and Social Exclusion in India's North-East: The Case for Re-distributive Justice
N.K.Das

missionary involvement, insurrection and the consequent political awareness has made it possible for them to make progress.

Tripura

In Tripura the main causes of the unrest are post-independence with their foundation laid earlier. In 1863 the Jamatia tribe revolted against the coolie labour system imposed on them. The Reangs started an anti-feudal movement in 1941-43 under the leadership of Ratanmani. During World War II, the king tried to recruit them in the army but they refused. They were arrested and brought to Agartala but fled to the Chittagong Hills. Till independence mostly Muslim Bengali peasants migrated to Tripura. But in 1946 a large number of Hindus flocked there because of communal riots in Mymensingh (Sen 1993: 30). Most migrants since 1947 are Hindus from Bangladesh. The population of Tripura grew by 34.41% in 1971-1981 and 33.69% in 1981-1991. The tribals who were 70% of the population in 1901, came down to 56.37% in 1951 and are around 30% today. They have lost not merely their land but also access to education and other institutions. In 1961, 20.24% of the non-tribals were literate against 10.01 tribals. In 1981 the figures were 42.12% and 23.07% respectively (ibid: 14-18).

5.9.2 Summary

The causes of unrest differed from tribe to tribe, but the process remained similar. In some form or the other the conflicts arose as a reaction to the homogenising trend of the dominant "one State one nation" thinking of the Indian State. The educated elite wanted to be an integral part of India while retaining their identity and control over their livelihood. But the homogenising tendency made co-operation difficult. Another factor is internal divisions. With control over land, jobs and the economy in general passing into the hands of outsiders, competition began for the little that was left over. So in some cases the tribals have fought among themselves, for example the two factions of NSCN in Nagaland.

Field visit impressions indicate that there is no potential risk to proposed interventions, project staffs and beneficiaries any of the states. General perception of people related to conflict is between the State and the militant groups for larger issues. Project interventions like proposed NERLP which is targeted to provide benefits to general people is not likely to face any risk because of conflicts. In case of Nagaland however, it is suggested to involve local NGOs in the implementation of the project in order to neutralize the impact of conflict at all, if any.

5.10 CONCLUSION

NER is the storehouse of institutional varieties by tradition PRIs function in Sikkim and Tripura, Village Council in Nagaland, Mizoram and Tripura. Participation of these institutions for decentralized development is a prerequisite. The empowerment of the institution with funds, function and functionaries is recommended for active participation in the decentralized development process.

There is problem of continuity of the institutions affecting adversely in the participation of development process and it is recommended to ensure continuity in the constitution as par the terms of office. Similarly, for development of urban areas also, there is great need for empowerment of urban bodies.²⁵

²⁵ Poverty Eradication / Alleviation in North East India : An Approach

Expenditure decentralization with strict accountability and transparency can increase the efficiency of use of funds through greater involvement of stakeholder fraternity. Direct resources transfers to the local level will lead to increased participation of the local authorities in health care delivery. However, capacity building for management and leadership at the local level is necessary to improve governance. It is crucial to have institutional reforms to make them responsive to the needs of the traditionally marginalized groups such as women, tribal groups and the poor in general.

In short, steps need to be taken to increase the effectiveness of service delivery; to encourage decentralization for better accountability and governance; to improve quality of public service provision through innovative means; to recover costs of service provision to the maximum extent possible; and to transfer expenditure authority to local bodies who are directly responsible and accountable to the local people.

CHAPTER 6 PROJECT BENEFITS, SOCIAL IMPACTS AND RISKS

6.1 INTRODUCTION

NERLP aims to improve rural livelihoods especially that of women, unemployed youth and the most disadvantaged, in the four North Eastern States. The specific project objectives of NERLP are to:

- Create sustainable community institutions of women Self-Help Groups (SHGs), youth groups of men and women (YG) and Community Development Groups (CDG).
- Build capacity of community institutions for self governance, bottom up planning, democratic functioning with transparency and accountability.
- Increase economic and livelihood opportunities by
- Managing natural resources and improving agriculture for food security and income enhancement from farming and allied activities
- Skill development of youth for employability and establishment of self and/or group managed enterprises
- Establishing backward and forward linkages for economic enterprises
- Creating access to finance through linkages with banks and other financial institutions
- Creating critical infrastructures
- Develop partnership of community institutions for natural resource management, microfinance, market linkages, and sectoral economic services.

6.2 POTENTIAL BENEFITS FOR TRIBAL AND NON-TRIBAL BENEFICIARIES

NERLP aims to benefit approximately 300,000 households in 1,624 villages under 58 blocks across 8 districts in the four states. The primary objective of the project is to empower poor households in rural areas directly so that they are able to take advantage of the opportunities for improvement of their livelihoods. Major benefits to the targeted households will come from:

- (i) diversified and increased livelihood income generated by revolving the livelihood investment funds by 10,000 SHGs, benefitting approximately 300,000 poor households;
- (ii) improved access to credit for expanding or diversifying livelihood investment supported by 1,849 SHG village federations;
- (iii) improved integration with markets and institutions for SHGs facilitated by 250 producer organizations to scale-up livelihood activities;
- (iv) improved access to basic services through CDG-led community infrastructure investments;
- (v) inclusive and participatory management of investment funds by the communities; and
- (vi) enhanced skills linked with gainful employment opportunities for unemployed youths.

Due to demand driven nature of the project, indirect benefits will also flow from improved access to credit, infrastructure, markets and development programmes. The potential benefits from the project components are summarized in Table 6.1.

Table 6.1: Potential Benefits of the NERLP

Project Component	Potential Benefits
Social Empowerment	<ul style="list-style-type: none"> • Participation of community institutions of the rural poor in local developmental planning and governance processes • Inclusion, capacity building and empowerment of the the rural poor in project villages– specially women and youth from tribal and other vulnerable groups in particular • Increase in community access and control over livelihood assets, natural resources and services • Improvement in access to social security and poverty reduction programme of government and other agencies • increased participation of youth and women from tribal and non-tribal groups in local institutions and in the decision-making process • Enhanced saving capacity of the SHGs and increased access to formal credit bank linkages, • Increased involvement of the youth to participate in social and developmental activities • Increased food security in project villages
Economic Empowerment	<ul style="list-style-type: none"> • Capacity development of CDGs, SHGs, and POs to undertake livelihood and common public–good activities. • Increased productivity, profitability and security of the livelihoods and household incomes of the disadvantaged farming households • Enhanced community access to credit, livelihood extension services, insurance, markets with financial institution, government organization, line department and private bodies. • Improved food security through interventions in farm • generation of skilled and market driven non-farm employment opportunities for village youth (men and women) • Improved livelihood assets for SHGs and CDGs through direct infusion of grant funds • Development of common natural resources (land development , water management, forest etc.) • Enhancement of Small village infrastructure • Improved natural resource management management (land, forests, fish, water,) • Creation of small scale businesses around value addition activities and establishing effective market linkages • Development of local enterprise around market demands, especially with youth groups
Partnership Development	<ul style="list-style-type: none"> • Community groups will receive better technology, technical assistance, value addition and market linkages on major livelihood activities such as agriculture and livestock/diary • Improved community linkages with with banks and financial institutions (government and/or privately owned) for credit access to members of groups and their economic organizations,

6.3 BENEFITS FOR AND IMPACTS ON SCHEDULED TRIBES (INDIGENOUS PEOPLES)

NERLP triggers OP/BP 4.10 on Indigenous Peoples, as tribal people are present in all the project states, and will be the key beneficiaries of project interventions. Tribal people will be the main beneficiaries in Nagaland and Mizoram, and targeted beneficiaries in Sikkim and Tripura; they are significant stakeholders of NERLP. Tribal people in Sikkim and Tripura, including vulnerable tribal groups such as *Reangs* in Tripura and *Lepchas and Bhutias* in Sikkim, are among the more deprived and excluded communities with higher levels of poverty and lower levels of human development. Lack of awareness, livelihood assets and skills and remote habitations have contributed to marginalization of tribals in these states. The tribal people in project villages will be empowered through social mobilization in community institutions such as SHGs/federations, CDGs, YGs and POs. They will improve their access to i) savings, credit and banking services; ii) agriculture, forest, livestock and other nonfarm livelihoods; iii) high priority community infrastructure and local markets; and iv) essential government services and programmes.

The key social safeguard issues that would need to be addressed are: ensuring geographic and social outreach to tribal villages; conduct of free, prior and informed consultations with the tribal people and their broad community support for the project throughout implementation; and ensuring social and cultural suitability of project processes and livelihood benefits. Regular consultation would need to be held with existing customary institutions in the tribal areas, including councils of elders, headmen, tribal leaders, village council, village development board and gram panchayats. Sustained mobilisation and empowerment of the tribal people would be required, specially in remote uphill communities engaged in shifting cultivation, to participate in the project processes and benefit significantly from project interventions. Other measures that would be required for inclusion, mobilization and participation of the tribal groups in the project processes are:

- prioritization of villages with tribal population
- regular informed consultations held in the tribal villages
- focused information and communication campaign in tribal villages
- representation of tribal households in CDGs, SHGs, YGs, POs
- targeted planning and allocation of economic and livelihood assistance for tribal villages
- grievance redressal mechanisms, linked to customary systems of conflict and grievance resolution
- Coexistence with existing rights and concessions in community land, forests and other natural resources in preparation and implementation of livelihood and community development plans
- Sensitization and capacity building of project staff and partners on engaging with the society and culture of tribes in the project states.

In Nagaland and Mizoram, with high proportion of tribal population at 89% and 94% respectively, the overall project will act like a tribal development plan, and the tribal people will be among the main beneficiaries of the project interventions. While in Sikkim and Tripura, with around 20% and 30% of tribal population respectively, the project will implement state-specific tribal actions, and tribal people will be the targeted beneficiaries of the project. Implementation of the tribal development frameworks (TDF) will ensure targeted outreach, informed consultations, sustained community mobilization and handholding assistance in planning and implementation of livelihood and community infrastructure

subprojects, and prioritized livelihood assistance in the tribal villages. Tribal development frameworks (TDFs) for the scheduled tribes and other vulnerable groups in Sikkim and Tripura are discussed in chapters 10 and 11 of this report.

6.4 TYPE OF COMMUNITY SUBPROJECTS AND THEIR IMPACTS

The main strategy of the project is to build community institutions for economic empowerment and livelihood enhancement of the rural poor. All livelihood and natural resource interventions will be based on the demands of the SHGs or the CDGs. Being a community-driven development (CDD) type of project, all livelihood and natural resource interventions will be based on the demands of the beneficiary households or communities. These demands will be aggregated in SHG livelihood plans, Community Development Plans (CDPs) or Natural Resource Management Plans (NRMPs). These livelihood or social and infrastructure plans will be prepared by the SHG and CDG members themselves in a consultative and transparent process, with the technical facilitation of project field teams. The plans will be prepared with the technical and facilitating support of project field teams, and will not be prescribed by the project staff. In many cases these plans will be made part of the village planning exercises that have been conducted in some of the states. The process of planning will be described in the community operations manual.

While the actual subprojects will only be known after formulation of the SHG and CDG plans, the type of livelihood and community development plans which will be supported under NERLP would include.

- Individual or collective livelihoods related to agriculture, horticulture, livestock, farm development, homestead cultivation, small trade etc.
- Natural resource management including catchments area treatment, watershed development etc.
- Sustainable Jhum cultivation practices
- Social infrastructure e.g. storage, testing and collection centers, marketshed, etc.
- Water harvesting and harnessing infrastructure for untapped water sources.
- Development of spring catchments, groundwater resources, watershed management, etc.
- Upgradation of small agricultural link roads, micro hydro-power schemes, wind cum solar mills, markets etc.

While the CDPs and NRMPs would be planned and endorsed in a participatory manner, there does exist potential for these community subprojects to minor adverse impacts on the member beneficiaries or communities. These adverse impacts could be related to

- loss of private land or structures, when donations are not entirely voluntary;
- loss of access and customary use rights to natural resources
- loss of customary and/or tenurial rights to land
- loss of ancestral land, sacred and cultural and religious sites
- adoption of resource management practices which are culturally inappropriate or without the consent of all beneficiaries
- Violation of the rights of neighboring communities and conflicts
- disruption of customary governance and decision making systems
- exclusion of weaker social groups in socially heterogenous villages

While the demand driven and participatory decision making should avoid adverse impacts under NERLP, specific guidelines and criteria would be required to minimize and mitigate any potential impacts. These adverse impacts would be screened, assessed and mitigated by the following measures.

6.5 TYPE OF COMMUNITY SUBPROJECTS INELIGIBLE FOR SUPPORT

The following types of projects would be ineligible for project support.

- Subprojects involving compulsory land acquisition, land purchase, forcible eviction or displacement of residence or livelihoods;
- Subprojects involving involuntary restrictions on access to or use by people of legally designated parks or protected areas
- Subprojects involuntarily restricting the customary and tenurial rights, concessions, entitlements and special provisions of vulnerable groups such as scheduled tribes, scheduled castes, religious minorities, people with disability, etc;
- Subprojects involving transfer of land from tribal to non tribal;
- Subprojects which are incompatible with the society and culture of scheduled tribes.
- Subprojects with the potential to create conflict, violence and inequalities between any groups including castes and tribes;
- Subprojects causing adverse effects on local communities, sacred sites or other cultural heritage;
- Subprojects involving child or bonded labor or increasing drudgery for women;
- Subprojects without broad community support (documented and endorsed by members of the community groups).

6.6 INVOLUNTARY LAND ACQUISITION

World Bank's operational policy on involuntary resettlement (OP/BP 4.12) is not applicable, as the borrower (NERLPS) will not resort to any compulsory, involuntary land acquisition nor seek voluntary land donation. All community subprojects will be prepared by the community groups based on transparent and participatory processes, involving full participation of the members of the CDG, NRMG or SHG, without any prescription by the project. Any project requiring compulsory acquisition of private land or purchase of land is ineligible for support under NERLP, has been included in the negative list of the project.

6.7 COMMUNITY SUBPROJECTS INVOLVING PRIVATE LAND

Land has been the main source of livelihood in rural areas. But land holdings are small, fragmented and unable to meet subsistence requirements of the rural poor. Most of the rural poor are marginal (<1 ha) and small farmers (1.0-2.0 ha). While the NERLP does not involve any land acquisition by the borrower, there could be minor, potential adverse impacts caused by community projects on irrigation, link roads, microhydel, markets and other physical infrastructure etc. Some of these livelihood and infrastructure subprojects are likely to involve voluntary donation or relinquishment of privately owned land to the CDG or SHG. While the project States have strong customary tradition of shared resource utilization, such community subprojects do have the potential of creating adverse impacts for the land donor, especially if they are small and marginal farmers from vulnerable tribal and non-tribal groups, women headed households etc

To avoid, minimize and mitigate any adverse impacts associated with community subprojects involving land, the project would need to include adequate safeguard mechanisms by way of screening/negative checklist, documentation, grievance redressal

mechanism, and participatory and transparent decision making with approval and endorsement of the Village Council/Panchayat. This is in line with the approach of other livelihood projects being supported by the World Bank in other states, including the national rural livelihood project (NRLP). The key mitigation measures for such subprojects would include include:

- Identification of and consultations with the land donor to ensure that the land being donated is not more than 10 percent of her/his landholding. Document her/his socio-economic status to establish that s/he is not vulnerable and that the donation would not significantly impact the livelihood and wellbeing of the household.
- Verification of the legal ownership of the land to be donated. To ensure legal ownership of the land, a copy of the proof of the ownership, as applicable, shall be obtained by community institution. In case the land owner has unclear titles or is unable to provide proof of ownership, the gram sabha or village council will verify the ownership of the concerned land owner.
- Physical identification and demarcation of land to be donated to ensure it is free of encumbrances (meaning structures, assets, residents/squatters, and use for livelihoods).
- Verification of the free and voluntary donation of the land without any coercion by the gram sabha or village council.
- Public notification of the proposed land donation including a clear map of the site being donated, in the village.
- To ensure transparency, written confirmation (agreement) of voluntary donation will be submitted by the owners of land/asset . The confirmation could be in a form of a memorandum of understanding (MOU) or agreement between the landowner(s) and SHG or the CDG. The MOU will be verified by the gram sabha/village council.
- MOU/Agreement of the voluntary donation of land would be recorded in the minutes of SHG/Federation, CDG or NRMG.
- If required, identification and adoption of suitable mitigation measures (for the beneficiary households) by the members of the SHG/Federation, CDG or NRMG (under supervision of the BPFT member).
- Documentatoin and resolution of any grievances of the land donor through the executive committee of the SHG/Federation, CDG or NRMG (under supervision of the BPFT member).

6.7.1 Community subprojects involving community land with customary or tenurial rights

Northeast has a long tradition of protecting traditional land tenures, customary rights and concessions on forests and natural resources, and there is high regional sensitivity on safeguarding and maintainaing such customary laws that govern ownership, usage and management of natural resources. While revenue administration under government operates in the plains and valleys of Tripura, and in the hilly state of Sikkim, customary land tenure system under village level authority operates in the Mizoram and Nagaland and in hilly parts of Tripura. Protecting such customary land tenure systems, specially the rights of the tribals and others, is of very high importance and signifcance in the project states.

NERLP will not support any community subproject which adversely affects the customary land, involving traditional and tenurial rights of the people. The existing dependencies and customary rights of the tribal as well as non tribal communities on various categories of land shall be taken into account with planning for livelihood and infrastructure projects, and no legal transfer of land from tribals to non-tribals will be allowed under the subprojects. All legal provisions laid down by the central and state governments pertaining to prevention of land alienation will be duly followed. All livelihood and infrastructure projects will be based on community-led participatory planning process which will lead to preparation of SHG

livelihood plans and community development plans. The CDGs and SHGs will screen subprojects for any adverse impacts on traditional/tenurial rights to land. This will be endorsed by the gram panchayat/ village councils. Overall supervision of the subprojects will be the responsibility of the Block Level Project Facilitation Team.

6.7.2 Community subprojects involving forests and natural resources with customary rights and resource management practices (jhum cultivation)

Since natural resource management will be a part of the community development plans (CDPs), there could be potential adverse impacts on those currently dependent on the community forests, grazing areas, water sources and other natural resources. To identify and mitigate such potential adverse impacts, the following key actions would need be undertaken.

- Participatory needs assessment for CDPs, and resource mapping for NRMGs will be undertaken
- Participatory Identification and documentation of existing livelihood dependence on the natural resource base; including Identification of holders of customary rights and concessions
- Agreed microplan for NRM and CDP plans to align with the existing customary rights and concessions to natural resources and livelihood.
- NRM plans and CDPs to be endorsed by CDG, NRMG members, and supported by the village councils and gram panchayats
- Development of CDPs and NRM plans through participatory planning and management arrangements involving voluntary participation and endorsement of all resource-dependent households
- Voluntary adoption of any modified resource conservation practices (like modified jhum cultivation) by all CDG/NRMG members
- Collective adoption of mitigation measures by CDG/NRMG to address any potential adverse livelihood impacts on members;
- NRM practices support community-oriented rather than centralized approaches.
- Subprojects that promote formal tenure security of the villagers or shifting cultivators could also be supported.
- Identification of households currently using resources
- Consultations with village councils
- Consultations with neighboring village councils for information and objections

6.8 COMMUNITY LEVEL CONFLICTS

NERLP faces the potential risk of conflicts among CDGs, NRMGs over use of natural resources like community land, forests, water resources etc. Communal and factional clashes and social conflicts could also occur between warring clans of different communities or between villages leading to loss of life, property and assets. Given that NERLP will be implemented in 4 northeastern states with high social and ethnic diversity, complex local governance structures and processes, involving both formal and customary systems of planning and governance, conflict resolution, natural resource usage etc, it is critical that NERLP utilizes a range of formal and customary conflict resolution mechanisms at the community level. The basic approach for identifying such potential conflicts and reducing and resolving them will be based on the following approaches.

- Assessment of existing and potential conflicts over land, forests and other natural resources, (inter or intra village) during the participatory rural assessment exercise.
- Inclusion of social and ethnic subgroups in SHG federations, CDGs, NRMGs

- Participatory, transparent and consultative process of livelihood, infrastructure and natural resource planning and implementation
- Addressing customary land ownership issues upfront with the involvement of the Village Councils and authorities before projects are taken up.
- Consultation on CDPs and NRMGs with neighboring villages, with potential for dispute or conflict; and if required inclusion of tribes and social groups from neighboring villages in CDGs and NRMGs. This will help reduce conflict and protect livelihood activities of group members.
- Utilization of formal systems of conflict resolution through elected peoples representatives in gram panchayat, members of village councils and officials of block and district administration
- regular and conflict-specific consultations and engagement with customary village leaders, village councils, Hoda and other traditional conflict resolution structures and persons

6.9 RISKS FROM ARMED INSURGENCY AND VIOLENCE

NERLP would need to factor in the conflict/insurgency dimension. While civic and ethnic disturbances have adversely affected the pace of human and social development in the region, the project districts have not witnessed²⁶ any significant and active conflict in recent times. However, any eruption of civic and ethnic conflict in the project districts could potentially restrict mobility and increase vulnerability of project staff and partners. Suitable conflict mitigation measures would need to be built into project processes, based on close coordination with state/district administrations, engagement with gram panchayats, village councils and community leaders; and training of project staff to respond to conflict and other social risks. The state coordinators and the DPMs would be monitoring the incidence of insurgency and violence in the project districts, and reporting to the District Project Advisory Committee (DPAC).

6.10 OTHER RISKS

NERLP also faces other risks in implementation of the project. Some of the critical risks associated with the project and their mitigation measures are given in **Table 6.2**.

Table 6.2: Risks and Mitigation Measures of Project Implementation

Risk factors	Risk management strategies/Mitigating measures
Weak capacity to implement agreed actions on social empowerment and inclusion, including tribal and gender actions	Capacity building of project staff, partners, and community institutions on social mobilization, empowerment, tribal development and gender is a key project intervention. Comprehensive training program will be prepared and delivered for project staff in the four states.
Exclusion of the poor from project processes and benefits.	Poverty targeting through a combination of participatory methods and village assembly's endorsement is effective and raises transparency. NERLP will adopt participatory wealth ranking which has proven to be an effective and equitable tool to identify the poor and improve the government's Below Poverty Line (BPL) list. Similarly, a public review and approval of the wealth ranking-based list at the village assembly (gram sabbha) will be enforced to minimize conflicts and controversy.

²⁶ However, some references were made to Teunsang (Nagaland) and North District (Tripura) in the context of conflict during the stakeholder consultations.

Risk factors	Risk management strategies/Mitigating measures
Alienation of the traditional and indigenous institutions	The community institutions of the poor and their livelihood, infrastructure and NRM plans will be based on consultations with and endorsement of the gram panchayats and the village councils.
Community level disputes on land and natural resources	Involvement of gram sabha and village councils in endorsing the NRM plans and CDPs will ensure that disputes and conflicts are minimized and resolved with mutual dialogue
Exclusion of scheduled tribes from project processes and benefits	The project has developed tribal development frameworks for Sikkim and Tripura. The frameworks include provisions for informed consultations with the tribal and non-tribal community, prioritization of tribal villages, tribal focused information and communication campaign, representation of tribal households in community institutions, targeted livelihood assistance, community based grievance redressal mechanisms, and sensitization of project staff and partners on engaging with the society and culture of tribals in the project states.

CHAPTER 7 STAKEHOLDER CONSULTATIONS AND DISCLOSURE

7.1 INTRODUCTION

Stakeholder consultation has been taken up as an integral part of the livelihood project. It has been viewed as a continuous two way process, involving promotion of public understanding of the processes and mechanisms through which developmental problems and needs are investigated and solved..

Consultation helps to obtain local and traditional knowledge that may be useful for decision-making and provide an opportunity for the public to influence project in a positive manner thereby creating a sense of ownership and improve transparency and accountability of decision-making. The objective of the consultation was:

- to inform stakeholders broadly about the proposed project (NERLP),
- to understand functioning of existing government livelihood and rural poverty alleviation programmes/schemes,
- to understand constraints and capacity of agencies involved in the implementation of programmes/schemes,
- to understand issues of social exclusion if any,
- to understand functioning of PRI,
- to understand the perceived adverse impacts and benefits of the proposed project,
- to know willingness and support for the project,
- to know mechanism for increased peoples participation,
- to understand major social issues, barriers/challenges and risks that would have potential(s) to affect the project.
- build a consensus with the key stakeholders on finding solutions to above social barriers/challenges and risks to minimize/avoid their impact on project outcomes and ensure more inclusive and participatory project implementation and M&E activities,
- scope for involvement of NGOs and other organistaions in the overall implementation arrangements of the project, and
- suggest a more realistic project implementation arrangement that has wider acceptance of the key stakeholders.

7.2 STAKEHOLDERS CONSULTATION PROCESS

7.2.1 Stakeholders Involved

The stakeholders for the project include who are directly or indirectly related to the project include the following:

- Ministry of Development for North East Region, GOI
- World Bank
- Project Management Unit, Sub Divisional Officers
- State Government
- Rural Development Department
- District Collectorate
- Block Development Officer(BDO), District Rural Development Authority (DRDA)
- District Panchayat/ Gram Samitis
- Village Development Boards
- Village Council
- Self Help Groups/ Community Based Organizations / Community Development Organizations,
- NGOs in the project area,

- Project beneficiaries,

Key themes for Consultation: Consultations revolved on certain key themes which are as under:

- Barriers and Constraints to Participation and Inclusion
- Potential Benefits
- Adverse Impacts
- Risks/Concerns
- Capacity Needs
- Livelihoods
- Broad Support
- Implementation Arrangement

Two rounds of stakeholders' consultations were held for the project. First round of consultations were carried out by the consultants' team along with other field activities. Second round of consultation was held in the month of February (between 17/02/2011 to 27/02/2011) to understand certain issues in more detail. Two teams comprising of consultants, WB consultant and NERLP staff undertook the task of stakeholders' consultations in the four project states – each team covering two project states

7.2.2 Level of Stakeholder Consultation

Public consultation meetings were conducted in the district to gather information about existing socio economic scenario of the district, block and state and also to seek their suggestions about proposed NERLP. Individual meetings were held and their suggestions were taken so that these can be incorporated in the social assessment study. The stakeholders expressed their views and provided valuable suggestions in respect to rehabilitation and resettlement issues and other social-environmental concerns. It was followed by village feedback meeting organized by field staff to know the understanding and opinions of the villagers about the proposed NERLP.

Stakeholders meetings in form of FGDs (25) were held in selected villages (**Table 7.1**) with a representation of women, villagers (men, young adults), PRI, BDO, V.C representatives and Government workers. The reason for such grouping was to capture the perceived needs and problems faced by each category of community members but also to ascertain the salient issues specific to the group. The focal subjects of discussion involved:

- Socio, economic and cultural characteristics of different social groups;
- Document social organization in the project area with respect to different social groups, based on ethnicity, clan, gender, locality, language, class, occupation, education etc);
- Analysis of inclusion and exclusion of poor and women in existing institutional arrangements including Self Help Groups, Cooperative, other user groups and Panchayats;
- Potential economic activities (income generating activities) in the area;
- Constraints and opportunities within the existing institutions with respect to implementation capacity;
- Impact of the proposed project, opportunities, constraints and likely positive and negative benefits of the project.

Table 7.1: Stakeholder Meetings: Focus Group Discussions

State	Distict	Village	Venue	Date	No. of meeting	No. of attendance	Occupation
Mizoram	Lunglei	Thiltlang	Thiltlang	4/10/2010	1	94	Villagers.
		Rotlangw	Rotlangw	4/10/2010	1	32	Villagers, B.D.O,P.D(DRDA)
		Phairuankai	Phairuankai	5/10/2010	1	31	Villagers, V.C Secretary, ward member
	Aizawl	Sealing	Sealing	30-9-2010	1	28	Villagers, V.C Secretary, ward member, NGO
		Thanglailung	Thanglailung	1/10/2010	1	22	Villagers, V.C Secretary, ward member, SHG members.
		Turial	Turial	29-9-2010	1	19	Villagers, V.C Secretary, ward member
Sikkim	East	Kuttitar	Kuttitar	8-9-2010 & 10/9/2010	2	26	Villagers, GP president, RDO,BDO
		Thasa	Thasa	9/9/2010	1	30	Villagers, A.W.W
	South	Pamphok	Pamphok	12/9/2010	1	33	Villagers, V.C president, Serviceman
		Upper Mamley	Upper Mamley, Namchi	11/9/2010	1	24	Villagers, GP president, Serviceman,
	West	Upper Kamling	Upper Kamling	13-9-2010	1	30	Villagers
		Yuksum	Yuksum	14-9-2010	1	34	Villagers, GP president, GP Secretary, ward member, RDA, GRS
Nagaland	Tensung	Chare	Chare Village	22-9-2010	1	30	Villagers, GP Chairman, GP Secretary, ADC
		Chingmai	Chingmai		1	25	Villagers
		Chendang saddle	Chendang saddle	21-9-2010	1	20	Villagers, GP Chairman, GP Secretary, RDA
	Peren	Jaluki B	Jaluki B	22-9-2010	1	47	Villagers, GP Chairman, GP Secretary, SHG members
		New Chalakot	New Chalakot	22-9-2010	1	20	Villagers, GP Chairman, GP Secretary, SHG members
		Inbung	Inbung	23-9-2010	1	18	Villagers, GP Secretary, SHG members, AWW
Tripura	West	Madhupur	Madhupur GP office	9/9/2010	1	22	Villagers, GP president, GP Secretary, ward member, RDA, GRS
		Laxmibill	Laxmibil GP Office	12/9/2010	1	11	Villagers, GP president, GP Secretary, ward member, GRS
		Shiv Nagar	Shiv Nagar GP Office	8/9/2010	1	12	Villagers, GP Secretary, SHG members

State	Disti ct	Village	Venue	Date	No. of mee ting	No. of attend ance	Occupation
	h	Andharc heera	Andharc heera GP office	16-9- 2010	1	12	Villagers, GP president, GP Secretary, ward member, GRS
		PekuCh eera	PekuCheer a GP office	18-9- 2010	1	12	Villagers, GP president, GP Secretary, ward member, GRS



View of Public Consultation

Interviews were conducted with key informants/stakeholders of the project e.g. State Secretary, Rural Development Department, District Collector, BDOs, DRDA, PMU, Sub Divisional Officers, District Panchayat members, Gram Samitis, Members of Self Help Groups, members of Community Based Organizations & Community Development Organizations, working & available NGOs in the project area, project beneficiaries, women and Youth Groups from targeted populations including vulnerable groups. Intensive discussions were held with Gram Panchayat and NREGA workers and beneficiaries, SHG members to get their suggestion as well as also their views on proposed project, opportunities, constraints and likely positive and negative benefits of the project

Profile of participants and photographs of meetings has been provided as **Annexure 7.1 and Annexure 7.2.**

7.3 FINDINGS OF CONSULTATION

Mizoram

- SHGs have been formed without any involvement of professional NGOs and VOs.
- Poor governance in SHG and the capacity of the members to enact good governance is weak. The members of SHGs do not have much experience with establishing formalized monitoring and review functions.
- Achievements of the women to form common interest groups (SHG) to help themselves is remarkable. They require support for record keeping and accounting, organizational structure, governance and other areas.
- There is a need for women SHG to be linked with financial institutions for getting loan and improve their scale of activities

- 12 groups are functioning efficiently. In case of 10 groups, there is need for some improvement in terms of capacity building, vision building etc.
- 4 groups have received revolving fund from DRDA.
- Introduction of Cash Credit is a good indicator of the SHG management and to indicate their efficiency through Bank's point of view.
- Groups are involved in pig rearing Goat rearing, horticulture pineapple growing, small businesses, agriculture, dairy and poultry development
- Groups have a good rapport with the block office. PRI are working effectively and their involvement with SHG noticed.

Sikkim

- As the population structure is comprised of much young people, the developmental agenda should basically focused on this section of the community
- Continuous dialogue with local communities when project formulation at the field level is needed to be attempted
- 13 SHGs are functioning effectively. In the management of 4 Groups, there need some improvement through leadership development , capacity building
- Groups are involved in pig rearing, horticulture, weaving activities, small businesses, poultry, agriculture, dairy development.
- Cash Credit and savings have been initiated through Bank.
- Financial relationship has been established with DRDA. 5 groups have received revolving fund from DRDA, 7 Groups have received bank loan. As a revolving fund, they have also received a Bank loan amounting Rs Two lakh.
- Timely repayment of loan is a major strength of these groups. It is around 90%. Risk bearing capacity of the group is very high.

Nagaland

- Special attention for the youth of Nagaland in the fields of technical education, recreation and gainful employment.
- Some traditional institutions and instruments can be addressed for effective implementation of the project : like agro based groups/ Religious groups / Khel : 'Khel' is a distinct Naga institution that brings together several clans within the village community. 'Morung', or communal dormitory, separate for young men and women, was the most important and primary traditional institution of the Naga tribes within the village community
- 49 SHG are functioning satisfactory but 10 groups need some improvement.
- 17 groups have received bank loan and Group Farming also has been initiated.
- Introduction of Cash Credit is a good indicator of the SHG management and to indicate their efficiency through Bank's point of view.
- Groups are involved in pig rearing, Goat rearing, horticulture, cane & bamboo production, rubber plantation, small businesses, horticulture, agriculture, dairy, poultry.
- Financial relationship has been established with DRDA through revolving fund and SHGs have also received Bank loan of Rs. 1 to 5 lacs (groups graded as 2nd)
- Loan Repayment is approximately 90% as recorded. Mode of repayment is recorded as 95%.

Tripura

- Special attention for the youth of Tripura in the fields of technical education, Linkages and group based activities.
- The presence of PRI is very strong, so it can be used for community mobilization, linkages.

- Cash credit system has been introduced for SHG funding so NERLP project can establish linkage with the graded SHGs.
- Concept of SHG federation have already been initiated so it can be further used.
- Training and capacity building is required for at all implementation level.
- 94 SHGs are functioning effectively, remaining groups need some improvement. The groups are involved in poultry rearing, horticulture, small business, floriculture, agriculture, bamboo value additions, rubber plantation
- Cash Credit systems have been initiated through Bank.
- SHG federation has been initiated in Laxmibil village which is very positive indicator of group functioning. In Laxmibil, risk bearing capacity of the group is very high. They are very efficient in working under constraints.
- Financial relationship has been established with DRDA. 80 groups have received Bank loan amounting to Rs two lakh (Rs. 2,00,000/-).
- Timely repayment of loan is a major strength of these groups. It is around 90%. Risk bearing capacity of the group is very high.

7.3.1 Key Issues

- The villagers have very limited access to the banks and MFIs.
- Villager's access to the market needs some improvement.
- Economics lies in every livelihood activities needs to be properly understood by the villagers otherwise they may be de motivated
- Villager's rapport with the district level and state level official officials need to be encouraged.
- CFT's role should be very much focused and community oriented

7.3.1.1 Positive Factors

- Introduction of Cash credit system with SHGsin the four project states is a very positive aspect of group functioning, sharing of responsibility and accountability.
- The communities themselves have credit and lending system among themselves. They have a strong credit needs. Therefore short term return oriented livelihood opportunities can be offered
- The villagers have a good rapport with the PRIs through NREGA, IAY schemes which can be capitalized in future course of action.
- SHGs are very much willing to undertake economic activities.
- As most of the communities of the surveyed areas do not have food sufficiency round the year, they are willing to undertake new initiatives and linkages
- High risk bearing capacity.
- Initiation of SHG federation.
- SHGs are maintaining high level of Discipline in terms of repayment of loans
- Involvement of women is very much encouraging

7.3.1.2 Negative factors affecting the SHGs of the project districts

- Lack of awareness of technological innovations and different livelihood options
- Unwillingness to invest large capital and lack of accessibility in the banking system
- Lack of financial capital
- Striking a balance between of home and group activities.
- Lack of market knowledge
- Procurement of raw materials
- Unable to understand the economics lying in the forward, backward linkages.
- Lack of awareness of various Government development schemes
- Absence of second line leadership in the SHGs
- Unwillingness for documentation and proper record keeping

- Fear factor for handling excessive paper work and formalities of Government department

The Second round of Consultation was also conducted at state level, district level and village level. (**Annex 7.3**). The summary is presented in **Table 7.2**

Table 7.2: Summary of Second Round of Consultation

Level of Consultation	No. of Consultation
State Level	4
District Level	4
Village level	7
Individual consultation	6
Total Consultations	21

The detail of second round of consultation is discussed in subsequent paragraphs

7.4 SECOND ROUND OF CONSULTATION

7.4.1 Stakeholder Consultation in Tripura

7.4.1.1 State Level Consultation

State level consultation meeting was held in the Office of the Joint Secretary, Rural Development, Govt. of Tripura.



View of State level Consultation, Tripura

The Consultation team included the following:

- Dr. Mini Bhattacharyya, Consulting Engineering Services
- N K Singh, Consulting Engineering Services
- Ms. Sanchayita Gohain, Project Manager, NERLP, Guwahati.

A presentation about the project was made by Ms. Sanchayita Gohain, Project Manager, NERLP. Thereafter, participants were requested to express their views and concerns on various themes as mentioned above. Views expressed by the stakeholders are as under:

- It was informed that there are about 35000 SHGs in the State. Each SHG comprises 13 to 20 members of which 70% are BPL and 30% marginal APL. APL members as part of the SHG are included in order to provide sustainability to SHG because of their better

income condition as compared to BPL families. This provides requisite support to SHG. However, in some cases APL members are not marginal.

- Initially, a revolving fund of Rs. 10,000/- is provided to SHG. There after requisite gradation is required for the release of subsidy and credit amount through bank.
- As regards selection (inclusion of families), norms are in place for the inclusion of BPL families. Panchayati Raj Institutions (PRIs) are mainly responsible for the selection of families. The list of families is prepared by the PRI and accordingly families are included in the programme/scheme. It was pointed out that DRDA has no role in the selection of families. It was further highlighted that selection of families by PRI is carried out with absolute fairness and without any bias. However, off the record majority opined that “exclusion” does take place because of certain reasons. They are political affinity of the families (in other words association with political party), dominance of sub-groups, and most importantly limited availability of funds. It was informed that limited availability of funds play an important role in the selection of families. As such families eligible for benefits cannot be included in one go. Thus beneficiaries are covered under the programme/scheme in stages. Thus in some cases families which could have been included in the first few stages of the programme/scheme had to wait for their turn. This is however, much pronounced in programme/scheme like IndraAwasYojana (IAY).
- It was suggested that under NERLP, all those eligible for benefits from one village should be included in one go and not in stages.
- Apprehensions were raised that whether NERLP would have separate SHGs or consider the existing SHGs for benefits. Participants were apprehensive that intervention under NERLP otherwise would lead to disintegration of existing SHGs and somehow become competitive.
- It was also pointed out that “tribal families” living in upper reaches of hills are scattered and do not get included in the programme/scheme as formation of SHG is based on neighbourhood concept. Further, officials are also not willing to travel to upper reaches of hills and make efforts for their inclusion in the programme/scheme. No concrete suggestion/mechanism was provided as to how to get them included in the programme/scheme except one suggestion that Non-Governmental Organisation (NGO) may be engaged for working in upper reaches of hills.
- It was informed that 70% of land area in the State is under Reserve Forest. Further, it was informed that approximately 183000 Jhumia families have been given Patta by the Government in view of the Reserve Forest Regulation Act (RFRA). Patta is inheritable and not transferrable and also not leasable. Land is being identified for handing over to Jhumias (one acre per family). It is expected that these families would settle down and gradually jhum cultivation (slash and burn) would reduce. However, some of the participants were of the view whether alienating jhumias from their age old practice would be a wise approach.
- It was pointed out that women among tribals have entrepreneurial capability but due to non-availability of accessibility to market places, products do not reach market. Products are mainly high volume – low value and therefore transportation to market place is very important. In view of these village link roads particularly, in hilly reaches and interior area should be covered under NERLP. Now people are trying high value – low volume product e.g., rubber plantation. However, this has raised environmental concern as it is not natural to this area.
- “Capacity building” is lacking. This is very important for the success of any intervention. It was emphasized that there is lack of institutional support and without it capacity building is not possible. It was suggested that local organistaion may be engaged for capacity building.
- Overall, house was of the view that social exclusion was limited, not deliberate. It exists mainly due to the remoteness of the villages, especially in case of tribal villages, where connectivity is poor. Another reason for social exclusion was due to target oriented approach. Thus availability of fund for the scheme determines the coverage of the programme.

- Maximum number of villagers is heavily dependent on NERGA. This is, however, adversely affecting the production mechanism in villages.
- The training and capacity building of the SHGs are very limited under the prevailing GOI schemes. NERLP therefore should emphasize on capacity building of the people at grass root level.
- There are several SHG which are defunct/ non-functional. NERLP should take them up in the first instance. At the first phase, the project may consider of concentrating on the SHG that had not got any assistance from other schemes.
- The role of PRIs needs to be specific in relation with the project. The project may suggest inclusion of PRI in “work and oversight team” of Community Development Group and may involve them in monitoring of the projects that will be carried under CDG.
- Various economic activities that can be promoted are mainly related to agriculture like floriculture, vegetable cultivation, rubber cultivation etc. Fishery can be another major option for livelihood along with fish feed, incense stick making, puffed rice production and integrated farming etc. The main constrain in improving the livelihood is marketing of products.

7.4.1.2 Highlights of the Consultation

- i. Inclusion of uncovered BPL SHGs in the two project districts in the 1st Phase of NERLP
- ii. Revival of the defunct SHGs
- iii. For SHGs who have received 1st gradation, there is not much fund for subsidy so a huge amount of backlog has accrued. The NERLP is suggested to cover these SHGs under SGSY.
- iv. JhumiaPatta holders to be given 1st priority by NERLP
- v. SHGs should have one major and one minor economic activity in a particular region, so that volume of production is obtained and becomes economically viable.
- vi. Credit linkage: repeated finance is not given by banks to SHGs
- vii. Dolbandhu or Dolmitra should be engaged in linking banks with SHGs
- viii. Non-farm activities especially skill training in those activities that give both short term and long term returns.
- ix. Horticulture like pineapple and banana cultivation to be promoted.
- x. True Seed Potato cultivation is suggested to be a profitable venture, considering the small size of land holding in Tripura.
- xi. With reference to the only Primitive Tribal Group-**Reangs** in Tripura, who are the most backward, needs to be given top priority by the NERLP. Skills giving quick returns coupled with long term gains to be promoted. The boys maybe given driving skills while girls could be given tailoring skills.
- xii. Damcherra block inhabited by the Reangs should be a priority area for development activities.
- xiii. Tribal culture, tradition to be given value and their skills in rearing of animals and care for the environment should be taken care of. It was suggested that Rice beer production and selling could be legalized as a livelihoods option.
- xiv. Monitoring & Evaluation should be continuous and suggested that it be conducted by experts who were associated with the project from the initial stage. This will enable a thorough understanding of the ground realities of the project and the need to achieve the targeted objectives.
- xv. Care and caution to be exercised with reference to Jhummia rehabilitation. Quality of Patta land is an important issue.

Attendance of participants (scanned copy) is provided at **Annex 7.4**.

7.4.1.3 Consultation with Chairman (TTAADC) – Mr. N.C.Sinha

Summary of consultations:

- It was informed that TTAADC provide fund for land reclamation, jhum seedling and weeding,
- Opined that there has been no social exclusion of eligible families. However, pointed out that there are several poor families who are not included in the BPL list,
- As regards risks involved in NERLP, it was pointed out that it depends on the schemes that would be taken up,
- Did not endorse involvement of NGO in the project implementation and State is also not in favour of NGO,
- Federation of SHGs in tribal area are not yet formed except one (Vishalgrah SHGs federation), but opined that federating SHGs would help achieve sustainable livelihood activities,
- Emphasized that training and capacity building of SHGs need to be strengthened and given priority,
- Awareness among people are also low and needs repeated awareness generation programme,
- Expressed willingness to participate in the project implementation as TTAADC has limited funds and therefore, additional project is always welcome,



7.4.1.4 Consultation with Dy. CEO (TTAADC) – Mr. Swarna Kamal Chakma

Summary of Consultations:

- Shifting cultivation is decreasing day by day as availability of virgin land is decreasing over time,
- In view of the above, recent initiative by the government to give patta for land to Jhumias to make them settle at one place may work but this should be taken up along with long term awareness generation programme,
- Awareness generation should precede actual project implementation and continue as long term activities,
- Emphasized that education among jhumias is lacking and suggested to provide/increase number of teachers in existing schools under NERLP,
- Opined that rubber plantation is not good for the area instead bamboo production should be emphasized under the NERLP as this is natural to this area.

7.4.2 District Level Consultations (North Tripura)

- Limited social exclusion is due to geographical difficulty/ remoteness and is not deliberate. General education level of villagers low. Also information dissemination about the schemes is limited which sometimes leads to exclusion. Selection of villagers in NERLP may concentrate on villagers from tribal area first.
- Service delivery system of Government programmes is restricted which hampers the success of the programme as well their outreach and penetration.
- It was pointed out that there is communication gap in some areas due to non-availability of link roads.

- Presently, there is no linkage for products. Only they are going for some fairs which is not enough. Services of Tourism Department should be utilized for market linkage,
 - Selection of viable activity is important. Options should be given and sustainability according to the area should be checked,
 - Mobilization at village level is limited. At present, only one time awareness activities are carried out. At village and block levels workshop and awareness programmes should be conducted at regular intervals,
 - There is lack of training. There should be provision of repeat training. Capacity building is a major area where emphasis is necessary,
 - SHGs should be provided exposure to successful schemes,
 - Govt. officials perform services but lack dedication. Services without sincere efforts (dedication) will not yield good results. Also there is dearth of educated people willing to work in remote and in-accessible area. In remote areas, NGO's services may be helpful,
 - Banks are just fulfilling their duty. They are not interested in helping SHGs and provide desired support. Bank mitra should be appointed who could guide and help SHGs,
 - Shortage of raw materials sometimes makes SHG defunct. A major obstacle in the enhancement of livelihood activities is the non-unavailability of proper marketing linkage.

7.4.3 Village Level Consultations (North Tripura)

7.4.3.1 Sukantnagar Gram Panchayat

- BDO office informed villagers to form SHGs. There are about 65 SHGs but many are not functional. On an average there are 10-13 members in each SHG.
- One of the members of Nazrul SHG informed that his SHG was formed in 2000-01. They were provided 10 days training for poultry farming. The SHG received revolving fund, subsidy as well as credit loan. The SHG had about 4000 birds and was doing well. They were able to return bank loan time to time. But due to attack of "bird flu" they had to kill all the birds under duress. DRDA paid Rs. 1,00,000/- as compensation. The SHG could claim insurance as the insurance had lapsed 2-4 days before the incident. An amount of Rs. 40,000/- is due to bank.
- Members of Shristi SHG, NetajiSubhas Bose SHG, etc were present in the consultation meeting. Villagers opined that social exclusion is not an issue. In fact, eligible families are encouraged to form SHG by the PRI as well as BDO Office. Livelihood activities as identified by the participants included fishery, production of fuel wood, poultry farming, fish feed, piggery, bettle vine, floriculture, toy making, banana plantation, agarbatti making, etc.
- Members of the Shristi SHG (comprising 10 members) are involved in agarbatti sticks making and has been successfully since 2005. This activity provides assured sum of Rs. 1200/- per month to each member.
- BDO, Kumarghat opined that DRDA needs to be strengthened.

Attendance of participants (scanned copy) is provided at **Annex 7.5**

7.4.3.2 Ambedkarnagar Gram Panchayat

- It was informed that there are about 1272 families which include ST (34), SC (603), OBC (267), RM (93) and others 275.
- Members of Sarvari and other SHGs present in the meeting denied any kind of social exclusion. They informed that members of SHG include ST, SC, and others. Sarvari SHG (women) is involved in cloth business and have paid back

bank loan. Afterwards however, some of the members dropped out from the SHG as they did not feel comfortable (lajja) selling cloths anymore.

- Participants were not sure about the new intervention under NERLP.

Attendance of participants (scanned copy) is provided at **Annex 7.6**

7.4.3.3 Kaulikura Gram Panchayat

- It was informed that there are about 810 families which include ST (1), SC (238), OBC (516), RM (1) and others 54.
- There are about 20 SHGs comprising 10 to 13 members each. Only five (5) SHGs are active and others are more or less defunct.
- Participants opined that capacity building and awareness is lacking in the existing scheme. Women members present in the meeting informed that all matters (family and financial) are decided in consultation with both husband and wife.
- Potential activities that could be taken for income generating schemes as identified by them include agriculture and allied activities including vegetable cultivation.

Attendance of participants (scanned copy) is provided at **Annex 7.7**

7.4.3.4 Summary of village level consultations (Tripura)

- SHGs present in the meeting denied any kind of social exclusion. However, it was pointed out that there are several poor families but their name is not the BPL list.
- The existing government schemes are clearly target oriented.
- People with better information get the benefit first.
- Though a no of SHGs are formed at village level, the credit absorption capacity is still prevalent in the villages. The much implemented SHG-SGSY has not helped majority of members to come out of poverty.
- Money lenders are still lending money to a section of people at a very percentage.
- The concept of thrift and credit among the SHG does not exist. The aim and objective of forming a SHG does not seem to be clear and conflict can be seen among the members.
- The capacity of the SHGs is limited as well as the monitoring mechanism prevailing therein.
- The subsidy component is the major motivating factor in forming a SHG. The repayment rate therefore is very discouraging.
- Bank linkages are not encouraging.

7.4.4 Stakeholder Consultation in Mizoram

7.4.4.1 State Level Consultation

The state level consultation in Mizoram was held on February 23, 2011 at Aizawl. It was a participatory meeting where government officials, NGOs, academicians were present. It was chaired by Joint Director, Rural Development. The discussion mainly highlights certain aspects relating to the success of existing project, social exclusion, implementation arrangement, risks, etc. Stakeholders were requested to share their experiences with the existing government schemes so that these experiences could be made good use for NERLP project.

While discussing about **social exclusion**, it was stated that Mizoram is executing two major watershed projects namely, NWDPPRA and WDPSCA. These two projects are aiming at watershed development in a particular area. Both these are livelihood enhancement program framed under specific guidelines. Here the beneficiaries must have their land for cultivation either as own land or on lease basis. There is village watershed development committee who is responsible for beneficiary selection. Beneficiaries are being selected on the basis of eligibility criteria but there are chances of non-selection because of non-performance or substandard performance of potential beneficiaries in earlier government schemes/projects.

In any selection process, where the selection is based on cluster approach then every person belonging to that cluster is bound to get selected and hence there is no scope for exclusion. But, if the village committee is entrusted with the responsibility of selection then there may be exclusion as the village committee is a political body. It was revealed that certain government schemes where asset building or asset distribution is the ultimate objective of the scheme like IAY, in such cases social exclusion occur due to internal dynamics of the community. But in case of livelihood generation or income generating programs the chances of social exclusion is negligible. In the livelihood enhancement projects, involvement and contribution of the beneficiaries are important for success.

Stakeholders were of the opinion that “**one village – one go**” approach should be adopted for the proposed project so that there is no scope for social exclusion at all. But it requires availability of fund and site specific eligibility criteria so that every villagers of a village is being included in one round of selection. In cluster based schemes, the scope of social exclusion is very limited.

One of the major points of discussion was to share the experiences of ongoing schemes like NREGA, SGSY, IAY, etc in the state. Participants’ opinion about NREGA was very positive. It was revealed that it is a people friendly scheme with wide coverage. Selection procedure for NREGA is also very transparent with no scope of exclusion. However, experiences of IAY were somewhat different from NREGA. Here the selection procedure is being influenced by the internal dynamics of the village. There is scope for exclusion in this scheme as compared to NREGA. It was pointed out that the structure of NERLP is likely to be similar with SGSY, experiences of SGSY needs to be taken into consideration before implementing the project. Some stakeholders pointed out that SHG model of SGSY was the main reason of failure of the project. SHGs formed under SGSY are mostly based on common interest rather than like mindedness or affinity. On the basis of common interest a group is formed but does is not fully aware of concept of SHG. In fact, SHGs are formed to get some temporary benefits (subsidy) under the scheme. It was emphasized that subsidy oriented schemes are mostly target driven rather than need based. Groups were mostly formed to get subsidy without having a proper vision or mission of self-empowerment. As a consequence, majority of SHGs are either dormant or defunct.

Representative from Mizoram Rural bank was of the opinion that subsidy component of any scheme should not be given at the initiation of the scheme, rather it should be sanctioned after monitoring the performance of the group. Subsidy can be entertained only to boost up the inner spirit of the group, so it should be always performance based package. The groups who are consistently performing well and in conformity with the project objectives and guidelines and are confident to perform after the withdrawal of the project should be given subsidy. A flat subsidy for all groups may always not be favourable for the success of the project. SHG must have a self-sustaining mechanism with its own vision and mission. He also suggested that site specific livelihood options should be considered with market linkage. For

example “grapes growing” has a good livelihood prospects in Mizoram provided it is supported with necessary market linkage. Market chain needs to be ascertained through value chain analysis. When this type of activities are being undertaken by SHGs, the rich groups are capable of managing the supply chain and market linkage and poor groups with their limited resources and accessibility are not able to enter into the market which may demoralize these groups.

During the session, project implementation modalities are also thoroughly discussed. Project Manager from the NERLP project has made a brief presentation about the implementation modalities of the project. Regarding the funding pattern of the project, a decentralized top down approach will be followed. In case of technical support, DPMU will be responsible for rendering necessary hand holding support to the project beneficiaries. In every project state, there will be state level coordination unit from the line departments, who will be responsible for all state level as well as interstate coordination. Project Manager from NERLP also made it clear that there is significant difference between SGSY and NERLP. NERLP will provide necessary capacity building support to the SHGs. Youth groups will also be trained for the skill development. An amount of Rs 10000/- will be given to the groups as seed capital and then their performance will be monitored and again after grading they will be provided with Rs 10,000/-.

It was pointed out that functioning of SHGs is important for the success of the project. Some of the stakeholders were in favour of Andhra Pradesh model with need based modifications. The AP model has rejected the concept of common interest of livelihood among the members as a pre-requisite for the formation of SHGs. On the other hand group members may have different livelihood practice but they must have cohesiveness or affinity among the group members so that they can undertake any responsibility to foster their growth and prosperity. It was suggested that for NERLP project, stakeholders must be exposed to the functioning of Andhra Pradesh SHGs so that it can be replicated here with suitable modifications. First of all project stakeholders must properly internalize the concept of SHG and functioning of SHG in Andhra Pradesh so that they can take proper initiative in the formation of SHG in Mizoram.

For the selection of beneficiary, stakeholders opined that instead of depending on existing BPL list of the state, the project must have its own specific criteria for selection of beneficiary. Project must have its own guideline to identify the poorest of the poor so that marginal or vulnerable sections of the society are able to get the benefit of the project.

7.4.4.2 Highlights of the Consultations

- There is no exclusion per se but due shortage of funds. However, there is social exclusion due to political reasons in scheme like IAY where MLA and Village Council (political body) selects the beneficiaries and handover the list to the concerned Department,
- The success of Government schemes like SGSY is limited mainly because of the poor delivery mechanism.
- It was suggested that though Village Councils are cooperative but there should a committee which should select beneficiary for new intervention,
- One of the participants opined that SJGSY is not successful because of subsidy provision. SHGs tend to take subsidy and also default on loan part. Unless the concept of SHGs is fully understood, it is difficult to make the intervention successful and for that institutional strengthening is also required,
- One of the major problems in the State is the existence of different types of BPL lists (LAD, PHED, Power &Electricity, others),

- It was pointed out that capacity building is not upto the level. Members do not know the concept of SHG and therefore capacity building by making institutional arrangement is important,
- It was suggested that Young Mizo Christian Association (YMCA) may be approached to help/assist NERLP in achieving the objective as it has good influence, though limited to social and cultural aspects, over the network in the state,
- Travelling allowance of government employees becomes hindrance in going to difficult areas. NGOs and others should be associated in the implementation of NERLP in difficult areas in particular, and other areas as well,
- As regards NERLP, it was suggested that DPMU has to be really strong to manage the programme,
- Participants emphasized the necessity of convergence of different programmes/schemes,
- It was pointed out that piggery is not sustainable as it is one time livelihood scheme. So emphasis should be on sustainable livelihood activities,
- Community institution should stay even after the project is over,
- It was suggested that it is difficult to uplift the poor alone. So project should not restricted to target beneficiaries only,
- As regards “wealth ranking”, it was suggested that contribution to the church by the family/individual would be a good indicator. The record of contribution may be obtained by the concerned church.
- SHG groups should be formed as per Andhra Pradesh Model with need based modifications. Stakeholders must be exposed to Andhra Pradesh SHG model.
- Monetary flow to the groups must be less cumbersome so that groups have an easy access to the resources.
- Project Facilitating Team must reach to villagers living in difficult areas,
- Major livelihood activities that can be promoted included Ginger, Turmeric, Floriculture, poultry, Piggery, bamboo plantation etc. In this case sustainability of the activity should be the major concern,
- The major constrain in the livelihood sector was the marketing of the products.

List of participants is attached as **Annex 7.8**

7.4.4.3 District Level Consultation (Lunglei)

- The most vulnerable people are from the community of Chakmas and Bru. Their level of vulnerability was much more than that of the Mizos. Migration and non-availability of land was the major factor of their vulnerability,
- In the selection process of the villages, the project should try to involve all the communities in the first phase,
- Exclusion is not deliberate and was not based on the communities but mainly on the remoteness and connectivity of the areas. Conflicts among the villagers are not common.
- Food insecurity is a major concern along with drinking water supply, power supply etc.
- Mobilization is one of the key areas to be given emphasis in NERLP.
- Capacity building and skill upgradation of the villagers should be of prime importance in NERLP.
- Marketing of the products should be ensured.

List of participants is attached as **Annex 7.9**

7.4.5 Stakeholder Consultation in Sikkim

7.4.5.1 State Level Consultation

The Meeting was held at Conference Hall of Rural Management & Development Department, Govt. of Sikkim, Gangtok. The meeting was presided over by Sri BimalDawari, ZillaAdhakshya, East District. The meeting was attended by the following officers.

- Mr. D. P. Sharma, Secretary, Animal Husbandry, Govt of Sikkim.
- Dr. K.C. Bhutia , Joint Director, Animal Husbandry, Govt of Sikkim.
- Mr. M. N. Dhakal, Additional D.C. (Dev), RM & DD, Govt of Sikkim.
- Mr. C.C. Wangdi, Additional Secretary, RM & DD, Govt. of Sikkim
- Mr. Jigme S. Bari , Under Secretary, RM & DD, Govt. of Sikkim
- Mr. L. P. Chettri, Project Director, SRDA, Govt. of Sikkim
- Mr. G.P. Chauhan, Additional Director, Horticulture, Govt. of Sikkim.
- Mr. D.T. Bhutia, State Coordinator, NERLP, Sikkim.

The following important themes were discussed:

- a) **Social Exclusion:** In general, there is no social exclusion as such in the State of Sikkim. However, from time to time, poor living in the geographically isolated areas gets excluded from the benefits of Govt. schemes due to poor road communication. In case of SC poor (approx. 2% of total Population), some Govt. benefits are not provided to them on the pretext that they would not be able to maintain their assets due to their acute poverty.
- b) **Power Structure:** Dominance of one caste over others does not exist in Sikkim
- c) **Implementation Arrangement:** The existing implementation set up of NERLP is well taken by the participants. However, there was strong opinion from all stakeholders on involvement of Panchayat in the monitoring of the project. Periodic meeting to review the project activities in the Gram Sabha should be made compulsory. It was advocated that NGOs could be engaged as Project Facilitation Team. Moreover, some of the department officials were of the opinion that NGOs have not got maturity; however, their capacity can be built up before involving them in the project. It is also suggested that Project Facilitation Team should consist of more female members.
- d) **Risk/ concern:** Dummy SHG should not be formed just to get project benefits. Necessary measures should be taken to avoid duplication of benefits. Proper MIS and documentation can solve this problem.
- e) **Capacity needs:** The Project needs to generate more awareness among the community to ensure their sense of responsibility. It should provide technical support to the existing community institution.
- f) **Livelihoods options:** The major livelihood options suggested by the House were Horticulture, Village Tourism, Animal Husbandry etc. For landless poor, backyard poultry could be a better option.

7.4.5.2 District Level Consultation Meet- South Sikkim

The Meeting was held at Conference Hall of Zilla Panchayat Bhawan, Namchi on 21st February 2011. The meeting was Presided over by Sri Rabi Chandra Gurung, Zilla Adhakshya, South District. The meeting was attended by the following officers.

- Mr. Gagan Rai, Chairman, Tea Board.
- Mr. A.K. Singh, District Collector, South District.
- Mr. D. K. Pradhan, Additional D.C. (Dev), RM & DD, Govt of Sikkim.
- Mr. Narayan Rai, Joint Director, Animal Husbandry.
- Mrs. S. Lepcha, Joint Director, FS & ADD.
- Mr. B. K. Rai, Joint Director, Horticulture.
- Mr. Deepak Rai, SIRD, Karfector.
- Mr. Bishnu Pokhrel, Secretary, Pacific Club.
- Mr. Passang Tshering, General Secretary, Drishti.
- Mr. D.T. Bhutia, State Coordinator, NERLP, Sikkim.
- Mr. Kishore Kr. Baniya, General Secretary, TPS (NGO), Temi Tarku.
- Mr. Dala Nath Sharma, Treasurer, Lakshya Organization

The following were the major issues that came up for discussions at the Consultation:

- a) **Social Exclusion:** Poor living in the geographically isolated pockets get excluded from the benefits of Govt. schemes due to communication bottlenecks. Due to illiteracy, SC community does not come forward and avail of Govt. development schemes.
- b) **Community Institution:** It was suggested that Panchayat ward wise Community Development Group (CDG) may be formed involving Panchayat Members. After a threadbare discussion on formation of SHGs, it was suggested that both the existing SHGs and new ones should be involved in the project.
- c) **Implementation Arrangement:** All the members were of the opinion that District Project Management Unit should implement the project, Panchayat should be given the responsibility of monitoring the performances and Line Department should provide technical support to the Project. House strongly felt that community proposals should not be pending at district level for long which is common phenomenon in most of the development schemes. It was suggested by the PRI members that NGOs can be engaged as Project Facilitation Team. Implementation arrangement also should be done for 15 Panchayat ward of East Sikkim. Moreover, in geographically most backward areas, number of PFT members should be more compared to locations which could be accessed easily.
- d) **Risk/ concern:** Dummy SHGs should not be formed just to get project benefits. Necessary measures should be taken to avoid duplication of benefits. Proper MIS could perhaps, solve this problem.
- e) **Capacity needs:** Project needs to generate more awareness among the community to ensure their sense of responsibility. It was learnt that Govt. of Sikkim had opened Livelihood Schools in 31 Assembly Constituencies. NERLP may use the opportunity to build a partnership with such schools.
- f) **Livelihood options:** Major livelihood options suggested by the House were Horticulture, Village Tourism (Home Stay), Dairy, Handloom, Poultry, Village Industry (sanitary Napkin making) etc. For landless poor, backyard poultry could be a better livelihood option.

7.4.5.3 Village Level Consultations

Samlik Marchak

A village level consultation meet was held at Village Administrative Centre, 32-Samlik Marchak GP, East Sikkim on 20th Feb'11. The meeting was attended by the following:

- Sri SherabLepcha, President Gram Panchayat, SamlikMarchak.
- Sri SomnathAdhikari, Block Development Officer.
- Sri SonamBhutia, Secretary, SamlikMarchak GP.
- Sri FulmayaLohar, Member, SamlikMarchak GP.
- Sri P. S. Bhutia, RD Assistant.
- Sri DipenGurung, Gram Sahayak.
- Smti Om Kumari, Member SHG.

The following were the major points of discussion with Panchayat Members:

- a. **Functioning of Village Panchayat:** In Sikkim two tier Panchayat Raj Institution exists. Each Gram Panchayat consists of five to eight wards from which a Sabhapati (Sarpanch), Up-Sabhapati, Sachiva (secretary) and 2 to 3 members are elected for a period of five year through election. The Gram Panchayat of each district get together and elect ZillaAdhakshya. There is a system of reservation on a rotational basis.
- b. **Activities of Village Panchayat:** It is implementing two major schemes namely, MGNREGA and BRGF. Under these schemes, major works are rural road, land development, minor irrigation, plantation etc. Under MGNREGA, Job Card holders get job for 70 days on an average in a year. All types of certificates issued by the BDO must be recommended by the Gram Panchayat.
- c. **Social Exclusion:** All the Panchayat members unanimously confirmed that there was no social exclusion in the GP. The communities residing in this GP namely Lapchas, Bhutia and Nepali have more or less have same socio-economic condition. Moreover, women get more involvement in MGNREGA activities compared to men.
- d. **Community Institution in the village:** There is only one SHG in whole GP. The SHG member who interacted could not remember the name of SHG, although the group is 6 years old. The SHG had passed 1st Grading and received a grant of Rs. 80,000/- . Initially the group had 11 members, now it was reduced to 7. Members monthly savings was Rs. 30/- .
- e. **Risk/Concern:** The Sabhapati was of the opinion that there are many Government schemes under which trainings were imparted to youth, but after training no follow up action was taken. He suggested that NERLP should ensure jobs for the trained youth after completion of training.

Temi –Tarku Block Administrative Center, South Sikkim

The Village Development Action Plan (VDAP) is an innovative initiative of the Government of Sikkim to steer in democratic decentralization, need based planning and empowerment of the Panchayati Raj Institutions. It will help in achieving the vision of the State Government in making Sikkim a poverty free state by 2013. The VDAP process will help to evolve a need based planning mechanism from a demand based one. In the VDAP process, Participatory Rural Appraisal (PRA) tools are used to analyze the current situation, potential and problems and their causes, figure out possible solutions and identify relevant activities for different thematic areas.

At Temi –TarkuBlock, we got an exposure on preparation of VDAP of Temi GP. In the block, interaction was held with the following officials:

- Smt. Devika Sharma, President, Temi GP.
- Sri D.K. Pradhan, DDO, West District.
- Sri Satyen Kumar Pradhan, BDO, Temi-Tarku Block.
- Vivek Karma Subba, Assistant Engineer, Temi-Tarku Block.
- Miss Suraksha Rai, SRDA Faculty.

The process of development of a VDAP is as follows:

- The whole process of planning is facilitated and documented by the VDAP facilitation team which comprises of
 - i. PRA Facilitator :4 persons
 - ii. Note-taker : 4 persons- well versed with documentation in English,
 - iii. Team Leader who is GP President,
 - iv. Supervisor 2 Persons at the Block level with expertise and experience in PRA an
 - v. Coordinator (BDO).
 This team takes support from Gram Planning Forum which consists of village intellectuals, retired government officers, NGO/Clubs etc.
- A draft plan is prepared in three days. On day -1, Conduct Transact Walk, Social Mapping at the village level and prepare sub-groups for data collection. On day-2, Facilitation team facilitate various sub groups by using PRA methods to come up with village level information, gaps , need etc. On day 3- whole village people gather in the Block office and facilitation team make a presentation and review and finalize the plan. Thereafter whole information are compiled in MS word form and submitted to BDO for Technical review. Thereafter it is shared with the DDO and DC at the district level and thereafter sent to RMDD at State level. Feedback should normally be received within 15 days and the plan revised accordingly.
- After technical approval, the plan will be finally reviewed in the Gram Sabha and approved. The whole process should ideally take not more than a month.

7.4.6 Consultation in Nagaland

7.4.6.1 State Level Consultation

The meeting could not be held because most of invited department officials were pre-occupied with preparation for the President of India visit to Nagaland and other urgent departmental activities. However, one to one discussion with Mr. Himato, Commissioner & Secretary, Planning and Coordination Department, Govt. of Nagaland was held.

7.4.6.2 District level Consultation - Tuensang District

Basic information of the Tuensang District:

- It is the largest one and situated in the easternmost part of Nagaland.
- The District headquarter is Tuensang.
- The district shares a long international border with Myanmar all along its eastern sector. It is bounded by Mon in the north east, Longleng in the North, Mokokchung and Zunheboto in the West and Kiphire in the South.
- Dikhu and Tizu are the main rivers of the district.

- Changs, Sangtams, Yimchunger and Khamniungans are the main indigenous tribes of the district.
- There are 234 recognized villages and few unrecognized villages as well.

The Meeting was held in the Chamber of Additional Deputy Commissioner, Tuensang on 25th February 2011. The meeting was presided over by Mrs. Sotsula, ADC. Following officers were present:

- Mr. N.L. Tangsoi, Inspector, Social Welfare, Tuensang
- Dr. Lima Imchan, Forest Range Officer, Tuensang.
- Mr.S. Rishu Philip, Horticulture Officer, Tuensang.
- Mr. Neengsemba, SDO (C), Tuensang, (Retd).
- Mr. K. Salen Chang, General Secretary, Eastern Farmer Association.
- K. Showuba, Member, NEPED
- Sri R. Zaliang. State Coordinator, NERLP, Nagaland

Issues discussed during the Consultation were:

- Social Exclusion:** Generally, there is no social exclusion as such in the district. However, poor living in the geographically isolated areas get excluded from the benefits of Govt. schemes because of communication bottlenecks. Chang tribe has highest population in the district followed by Khamniungans, Yimchunger and Sangtams, but there is no discrimination on govt. benefits.
- Linkage between Livelihood & Tribes:** The languages, customs and costumes differ from each other and there is an unique experience of listening to different native tongues as we pass through different areas of the villages/town. But despite their obvious differences, all these tribes are a closely-knit community living together in harmony. Most of the tribes have almost similar livelihood pattern. Everybody is practicing Jhum Cultivation. And, all the tribes are engaged in traditional crafts such as wood carving, hand woven shawls, etc. although design may differ.
- Implementation Arrangement:** The proposed implementation set up of NERLP was well taken by the participants. However, there was strong opinion from all stakeholders on involvement of Village Council. It was suggested by all the members to involve ECS an NGO as Project Facilitation Team/Partner NGO.
- Risk/ concern:** Poor road communication is the barrier for development of the district.
- Capacity needs:** The Project needs to conduct capacity building programme for members of Village Council and Village Development Board.
- Livelihoods options:** The major livelihood options suggested by the House were Horticulture, Animal Husbandry, Paddy, Soyabin, Maize, Rajma, weaving etc.

7.4.6.3 Village Level Consultation

Tuensang Village

A village level consultation was held at Panchayat Court, Tuensang Village on 25th February 2011. The meeting was attended by the following:

- Sri N.Y. Choba, President, Tuensang Village Citizen Union (TVCU)
- Sri B. I. Chaba, Vice-President, Tuensang Village Citizen Union (TVCU)
- Sri S. Chingmak, Executive Chairman, Tuensang Village Citizen Union (TVCU)
- Sri C. Tochi, Joint Secretary, Tuensang Village Citizen Union (TVCU)
- Sri H.Y. Choba, President, Tuensang Village Student Union
- Sri Sangkhum, Head G.B, ChongphoKhel
- Sri N. Koma, Council Chairman, ChongphoKhel

- Sri Hongta, Head G.B. BilashiKhel
- Sri Chongma, Council Chairman, BilashiKhel
- Sri Mongko, Head G.B. KangshoerKhel
- Sri N. Yemijong, Chairman, Village Council, KangshoerKhel
- Smti Anti, BDO, Tuensang Block.
- K. Showuba, Member, NEPED
- Sri R. Zaliang. State Coordinator, NERLP, Nagaland

The following are the major point of discussion with Village Council Members:

- a. **Functioning of Village/ Panchayat Court:** The Panchayat/Village Court has the powers to judge small and petty offences within the village and can award minor punishments and fines. Major cases are referred to the Dobashis (who are Govt. servants) attached to judicial court of Sub-Divisional Officers/Deputy Commissioners. The Village Court also performs the duty of a Counsellor to work out a compromise between the disputing parties.
- b. **Social Exclusion:** In general, there is no such discrimination on the part of District Administration with regard to benefits of Govt. schemes. The Tribes residing in the village namely Chang, Sangtams have more or less same socio-economic condition.
- c. **Livelihood Options in the Village:** The major livelihood options suggested by the villagers are Animal Husbandry (Dairy, Poultry and piggery), Horticulture and Fishery (in the foothill area, each household is having a pond).
- d. **Risk/ Concern:** BDO was of the opinion that the repayment rate in the SHGs formed under SGSY is very poor. This is also happening due to lack of manpower to follow up the groups. It leads to Bank's unwillingness to go for more SHG-Bank linkages.

Kidding Village

A village level consultation was held at Kidding on 24/02/2011. The meeting was attended by the following:

- Sri T. Yolise, Village Council Member
- Sri Hokingpi, Head GaonBura.
- Sri Thsachapa, Village Council Member
- Sri K. Chimtengse, Village Council Member
- Sri Thsandongpi, Village Council Member
- Sri H. Lechemse, Village Council Member.
- Sri H.Lingchem, Secretary, Village Council
- Sri Tserese, Villager.
- Sri Rolangtsa, Village Council Member.
- K. Showuba, Member, NEPED
- Sri R. Zaliang. State Coordinator, NERLP, Nagaland

The following are the major point of discussion with Village Council Members:

- a. **Functioning of Village Council:** Village Council is the overall authority for the administration of justice within the village. The members are elected or chosen from amongst the villagers in accordance with the prevailing customary practices and usages. Every khel (i.e. part of the village) and clan is given fair representation in the Council by allowing the khel/clan to nominate/elect its representatives. The size of the Council depends on the size of the village - smaller villages have few members while larger villages have more members. Normally, the Council consists of members composed of two representatives and one Gaonbura (G.B.) from each clan, two women representatives and one

- representative of the youth front from the whole village. Normal tenure of a village council is 5 years.
- b. **Functioning of Village Development Board (VDB):** VDB is a statutory body functioning under Village Council. It is involved in all phases of development activities in the village. The salient features are :
 - All permanent residents of the villages constitute the General Body of the VDB.
 - A Management Committee is formed from the General Body giving representation to each clan to manage the day to day affairs of the VDB for a period of 3 years.
 - The Deputy Commissioner of the district is the Ex-officio Chairman of the VDB.
 - All funds/accounts are operated jointly by the Chairman/DC and the Secretary of the VDB.
 - c. **Social Exclusion:** All the members unanimously confirmed that there is no social exclusion in development schemes from VC & VDB. Under MGNREGA, all eligible beneficiaries are getting jobs without any discrimination. But it was observed that the Management Committee of VDB, having 12 members, did not have any representation of women.
 - d. **Community Institution in the village:** There are two Women SHG in village formed under SGSY. The members present in the consultation meet, however, could not provide detailed information on SHGs.
 - e. **Livelihood Options in the Village & Concern:** The major livelihood options suggested by the villagers are Horticulture (specially pineapple, banana etc), Animal Husbandry (Piggery, poultry etc.) and maize. The villagers were of the opinion that, in the months of June to August, there are huge productions of pineapples, but due to non-availability of processing machines substantial wastage was taking place.

7.5 SUMMARY OF CONSULTATIONS

Summary of key issues that emerged from various consultations are as under:

- ◆ The stakeholders' consultations at various levels in the all the states clearly revealed that there is no systemic and structured exclusion of any social group (inter caste/tribe; intra caste/tribe) while accessing their entitlements and benefits under the state programmes/welfare schemes. Though at community (tribe/ethnic group based) level, the consultations revealed that mainly owing to specific location and historical exposure to the missionaries, affinity to the local kingship/British regime or initiation of development schemes (especially since the early 1980s) - some areas and hence certain ethnic communities acquired an edge over others who lived away from such locations. This has been mainly because of geographical disadvantage. The politics at state level has dominance of certain communities like the traid of Lepchas, Bhutias and Nepali in Sikkim and Aos and Sengmas in Nagaland but this does not percolate down to affect access to entitlements and services by communities belonging to other ethnic groups.
- ◆ While achieving targets under specific development/welfare schemes, the state and district bureaucracies practice 'first come, first serve' approach. On the other hand, the reach of the state functionaries is limited and constricted by terrain, weather and poor facilities available to them. Thus, those living in far off, 'remote' areas have multiple disadvantages despite government's mandate and efforts for inclusive growth.

- ◆ Women have very low level of participation and voice in decision making forums, traditional as well as in statutory bodies. This is in significant contrast to otherwise better position/status of women in their respective communities in the two states (Tripura & Mizoram). The women participate in all spheres of social and economic activities but do not occupy similar status when it comes to sharing of political space and power at both, household/family and community levels.
- ◆ Apart from 'remoteness' of certain villages, the consultations revealed that even within a village, often households headed by illiterates and women are left out from accessing benefits and entitlements provided by the state²⁷. The villagers during consultations shared their displeasure with the existing "BPL Lists" and blamed this for being a tool for 'excluding many real poor households'.
- ◆ The capacity of the state to deliver benefits and entitlements, in an inclusive, transparent and accountable manner, to its citizen in geographically difficult area is a major challenge in all the states. The villages are remote and dispersed and thus difficult to reach and connect²⁸ with them from the block/district HQ(s).
- ◆ At the village levels, the conversations with stakeholders revealed that the Village Councils, Village development Boards, Gram Panchayats and Gram Sabhas have very low and limited capacity to plan, innovate, manage, monitor and report on development schemes/programs. The monitoring and accountability mechanisms are almost non-existent between the block and the villages²⁹.
- ◆ The line departments and the concerned technical advisory agencies (such as SIRD, APCs, Tribal Development Institutes, R&D centers (agriculture, veterinary, horticulture, floriculture, fisheries, forest, etc.) operate in 'project mode' and keep themselves limited to delivering 'products'. The villagers are rarely provided with adequate knowledge and hand holding support to acquire optimum benefits from the project/product.
- ◆ Unemployment among youth and hence their engagement with various ills and civic problems including crime is a major problem in Nagaland and also in Sikkim.
- ◆ The SHGs formed under various schemes, mainly under SGSY and WCD are more or less either defunct or severely paralyzed. In any case they have been revolving around tranches of subsidy grants without much technical input from the respective departments.

²⁷ Disabled too are deprived and often marginalized; the stigma is major stress for such people. The condition of HIV/AIDS positive persons is similarly very bad and usually they find it difficult to survive even among their own families and communities.

²⁸ Connectivity by road as well as telecommunications is poor. Power shortage is another big problem in such villages.

²⁹ The government officials do report following their rules and guidelines.

7.6 BARRIERS AND CONSTRAINTS TO PARTICIPATION

Barriers and constraints identified to participation are the following:

- ◆ The remoteness of villages is one of the reason for exclusion of villages. Tribal families living in upper reaches of hills are scattered and do not get included in the programme/scheme as formation of SHG is based on neighbourhood concept. Further, officials are also not willing to travel to upper reaches of hills and make efforts for their inclusion in the programme/scheme. Non-Governmental Organisation (NGO) may be engaged for working in upper reaches of hills
- ◆ Capacity building is lacking. This is very important for the success of any intervention. There is lack of institutional support and without it capacity building is not possible. It is suggested that local organistaion may be engaged for capacity building.
- ◆ Another major reason for social exclusion at village level is lack of information. Mobilization and information sharing process is not adequate. As a result, the concepts and objectives of the programmes/ schemes do not trickle down. The people who are more equipped with information take the benefit first. In case of SGSY, guidelines stipulate formation of SHG with 70% BPL families and 30% APL families. However, the BPL list is questionable in some cases. Thus benefit goes to the section of people who have better information about the existing schemes. **The NERLP therefore should have own list of finding out the poorest of the poor and targeting them first.**

7.7 PROCESS OF CONSULTATION WITH THE TRIBAL COMMUNITIES

Tribal population exists in all the states of the NERLP. Out of the four states Sikkim and Tripura are tribal deficient states having tribal population to the tune of 20.59% and 31.05% respectively, as compared to Nagaland (89.13%) and Mizoram (94.2%) who have predominant tribal populations.

As per the World Bank Policy 4.10 for Indigenous people require a free, prior, and informed consultation in the project area with indigenous population.

- a) Free, prior, and informed consultation” is consultation that occurs freely and voluntarily, without any external manipulation, interference, or coercion, for which the parties consulted have prior access to information on the intent and scope of the proposed project in a culturally appropriate manner, form, and language
- (b) Consultation approaches recognize existing Indigenous Peoples Organizations (IPOs), including councils of elders, headmen, and tribal leaders, and pay special attention to women, youth, and the elderly;
- (c) The consultation process starts early, since decision making among Indigenous Peoples may be an iterative process, and there is a need for adequate lead time to fully understand and incorporate concerns and recommendations of Indigenous Peoples into the project design; and
- (d) A record of the consultation process is maintained as part of the project files.

In the present project consultation with the tribals were conducted in all the four states at various levels such as household, Village, District level and State level.

In the process of household survey, 229 schedule tribes (ST) household were identified in the project area. The following was observed during the survey.

- Scheduled tribes have tribal head who take decisions on community issues
- Social differentiation between general category and ST exists but at a very low

- scale (in a subtle way).
- There is no visible/deliberate social exclusion of any social group in accessing government schemes barring a few cases.
 - There is differentiation even among STs within the district. Even scheduled tribes are not homogeneous group. This means there has to be district specific variations built into the project.
 - Differentiations among different ST groups have been observed within the project district. District specific variations may be built into the project with regard to this aspect.
 - The overall quality of human capital is low in terms of education, skill and occupation. Condition of ST is worse as compared to other social categories.

As per the PIP the project will have a pre-project phase which is basically a project preparatory stage. The project would be of 5 years duration and will be implemented in 5 phases. Consultation with respect to tribal development will be carried throughout the phases.

Pre Project Phase (Phase 0): Regional / state level consultation

Phase I (0-6 months): District level consultation

Phase II (7-12 months): Village level consultation

Phase III (13-18 months): Strengthening of tribal groups through trainings

Phase IV (19-48 months): Building the capacity of tribal groups

Phase V – Consolidation (49-60 months): Formation of larger federations or cooperative of SHGs and producer cum marketing groups for tribal

The key process that the NERLP proposes to adopt will be to develop a list of poor tribal families/households in the project hamlets/villages generated through the BPL Listing and the Wealth Ranking that will help identify and prioritize development work. Following process for inclusion of tribals is suggestive:

- Group formation: Tribal SHGs (male, female & mixed, BPL and APL), Village Development Committees, etc. At all stages to ensure inclusion of people from different sections of the tribal communities.
- Identify activities and livelihoods options most suitable for the tribal people. In this context, indigenous expertise and local knowledge must be explored. Eg. Eco tourism, Ethnic trails etc.
- Proper targeting of tribal beneficiaries must be done in consultation with the people. Care to be taken to prioritize the most vulnerable through PRA.
- Make provisions for monitoring activities and progress of the tribals through project related interventions. Data should be segregated community-wise to monitor progress even of small communities to identify gaps in reach of project benefits and development.
- Sensitizing project staff and other workers towards issues, customs and traditions of the tribal communities for better delivery of project objectives.

7.7.1 Village level process

- Consultation should be held in every village and participation at least 60% all the tribal families in a settlement especially the BPL should be ensured.
- Tribal men and women would be sensitized for enhancing the women's participation in community affairs. The strategy would be to promote women's active involvement in the process of development and their effective participation in decision making. In those villages where the ST population is above 30% , formation of SHGs with the tribal women should be prioritized
- Local tribal traditions and leadership will be incorporated in the process of institutions building. Promote community participation through creation of local leadership. In villages with 50% tribal population the VDC's Chairmanship should be preferred for an ST through democratic process.

- In villages with less than 30% ST population, reservation of seats for ST must be ensured.
- Consultation should be held with the Primitive Tribal Group and extra efforts should be made for their participation. PTGs participation in managing forests should be ensured to meet their economic needs and nourish their emotional attachment to forests
- Appropriate training for skill development to Jhumias tribe for sustainable livelihoods.
- Strengthening of SHGs' linkages with other livelihood initiatives operational in the village(s). For eg. MGNREGA, etc.
- Enhance SHG level capacity for planning new livelihood initiatives and income generating activities.
- Identification and hiring in of Village Para-Professionals (VPPs) by SHGs for providing counseling and technical guidance to tribal farmers.

7.7.2 District level process

- Formation of ST Development Authorities in each district with officials, representatives of people, Panchayati Raj/ Village Councils and other local bodies and NGO representatives as members for implementing, monitoring and reporting the progress of Tribal Sub Plan(TSP)
- The district level authority will ensure to cover the tribal population. Performance of tribal SHGs/VDCs will be documented.
- An annual meeting of all tribal SHG / VDC representatives from within the district will be organized by the project. Review of progress and deliberate upon the problems being faced by the project and its tribal partners.
- The project office will remain alert to moves to subvert equal participation of tribal SHGs in NERLP. This will be carried out through extensive review with PFTs.
- In order to ensure adequate pooling of experience and formulation of shared strategies to work with tribal communities, the project teams will interact at the regional level and discuss on what is working well and what needs special attention for improvement.
- The NERLP State Unit may convene a six monthly regional meeting of district officers charged with overseeing and monitoring tribal development activities. These meetings will be used to review the progress with tribal SHGs, exchange experiences and share strategies relevant to tribal development.

7.7.3 State level process

The State Unit will monitor the Tribal development strategy and programs in and across the districts. Department of Tribal (ST) Welfare will be consulted for implementation of the schemes.

7.8 COMMUNITY SUPPORT FOR THE PROJECT

Before implementation of the NERLP activities, people's perception about project like whether they are welcoming the project initiatives or not, whether the role of people will be supportive to the project authority or not are very important subject to be portrayed in the social assessment study . During this initiative, the people's perception shown to be very encouraging in the project area (61%) in Aizawl followed by Tuensung (59%) and Tripura West (57%) and other districts.

It was observed that most of the people have limited resources to earn money and they would like to increase their income from project intervention e.g. promotion of SHGs and availability of self-employment. For this they are facing financial

constraints, thus sanction of loan for self-employment is highly welcomed by the villagers

People's perception was very encouraging in the project area (61%) in Aizawl followed by Tuensung (59%) and Tripura West (57%) and other districts.

Villages surveyed have shown their willingness to participate in the project particularly in the livelihood activities e.g. (61%) in Aizawl followed by Tuensung (59%) and West district of Tripura (57%). Willingness varied from 31% to 49% in case of rest of the districts

The villagers have a good rapport with the PRIs through NREGA, IAY schemes which can be capitalized in future course of action.

7.9 IMPLICATIONS FOR THE NERLP

Investments in building capacities of the traditional and statutory bodies at village, block, district and state levels will need to be prioritized while working on livelihood sector to guarantee better and economically sustainable lives to the project participants (beneficiaries).

The project will need to focus and have clear understanding with the respective state governments on convergence of efforts of various line departments to achieve the common goal of empowering communities and providing them with sustainable economic options with appropriate knowledge, skills and other important resources. In presence of several schemes and programmes supporting sustainable livelihoods development, it was envisaged by many stakeholders during the consultations that NERLP's efforts duplicating and overlapping with them will be counterproductive for it.

The project will need to collaborate with the R&D centers of the state/federal governments to deliver specific knowledge, skills and resources to optimize results against its investments on the livelihood component. Such arrangements will need to be woven around the SHGs and their federations ensuring participation of local stakeholders. This would need to be expanded to include certain NGOs having rich experience and strong presence among the local stakeholders.

The NERLP implementation framework needs to go below the district levels, especially in Nagaland and Mizoram. In Tuensang district, the four major tribes are located in four uniquely defined geographical territories each having their own headquarters. Each would have its own identity – socially, economically and politically. The District Project Management Unit will need to have four sub-district PMUs – each having its own set of PFTs depending upon coverage of villages. Each would need to have a community mobilization specialist along with one social development and gender specialist.

Insurgency and illegal migration were also discussed with stakeholders though outside the formal consultations. In Nagaland, none of the two project districts are directly affected by insurgency and the stakeholders opined that so far the insurgent groups have never acted against the interest and development of the villages. Moreover, the current government has very successfully managed the issue of insurgency in the state of Nagaland. Similarly, illegal migration is not an issue in the rural Nagaland or Sikkim.

7.10 IMPLEMENTATION ARRANGEMENT

The NERLP's RPMU needs to hire a Social Development and Gender Integration Specialist on priority and urgent basis.

All project districts need to have one SD and one Gender Specialist – in coordination and facilitation roles. In case of Nagaland (and may be in Mizoram), the DPMUs will need to have such specialists at sub-district levels as well.

In all cases, preference shall be given to local suitably qualified and experienced professionals especially women.

7.11 DISCLOSURE WORKSHOP

Disclosure workshop will be held in each state in the month of May/June 2011. In these workshops representatives from various line departments, research and academic institutes, NGOs, Federations and SHGs will be invited to provide their feedback and suggestions on the Social Assessment of the NERLP. The major outcomes from these workshops will be incorporated in the final report.

CHAPTER 8

KEY SOCIAL STRATEGIES INCLUDED IN PROJECT DESIGN

Based on the social assessment and stakeholder consultations, the key social strategies recommended and incorporated in NERLP are described below. These strategies will be included in the overall Project project implementatoin plan (PIP) of the RPMU, as well as in the state PIPs (with necessary adaptations) and the Community Operatoin Manual.

8.1 Selection of Blocks And Villages With High Poverty

NERLP will be implemented in the following districts of the four project states: Mizoram (Aizawl and Lunglei); Nagaland (Peren and Tuensang); Sikkim (South, West and 15 Panchayat wards of East District), and Tripura (West and North Districts). The districts have been selected based on the level of human development indices and extent of rural poverty. The pilot blocks and villages would also be selected on same criteria, including below poverty line (BPL) figures. Excluded wards and vulnerable community reserves (Sikkim) and villages with primitive tribal communities (Reang in Tripura) and other villages that have adverse human development, food security and health vulnerability indicators would be prioritized. These areas are 'spatially excluded' as government schemes and programs hardly reach them, and many poor are concentrated in these areas.

8.2 Participatory identifitation and selection of poor beneficiaries.

As mentioned earlier, BPL lists are not adequate to identify the poor as many poor families are not included in them. Hence, NERLP would use a combination of participatory methods which are being used in World Bank-assisted livelihood projects to develop comprehensive lists of poor in the villages. These metholds include Participatory Rural Appraisal (PRA), Participatory Poverty Assessment (PPA), social mapping and wealth ranking. The beneficiary list prepared by these processes is endorsed by the village community through the Gram Sabha and the Village Councils to lend transparency to the system.

8.3 Social Mobilisatoin of the rural poor.

The project will adopt a saturation approach and will endeavor to reach **70%** of the poorer households in each village. The project will target the more vulnerable groups such as female-headed households, SCs, STs, vulnerable tribal groups, physically challenged and the poorest of the poor. Special attention will be paid on identifying and including landless, artisans, jhum cultivators, hamlets in remote locations, migrant labor etc. The key parts of the social mobilisation strategy are:

- Engagement of project staff and CSPs for outreach and mobilisaoitn of women and men from remote, unconnected habitations
- Targeted mobilization of remote habitations/communities, vulnerable tribal communities, excluded wards etc
- Enry level activies selected on the basis of consultations with all existing social and ethnic groups, village council, village development boards and Gram Panchayat. The project shall incorporate awareness creation through effective communication strategy (media, advertisement in local newspapers, pamphlets etc.) on the identified issues and the project field team shall play an important role in delivering that.
- Communication with the poor should be based on suitable appropriate form: to ensure that information around project processes and opportunities matches with the literacy, understanding and language in the project villages.

8.4 Socially inclusive Institution and Capacity Building

- Promotion of SHGs, CDGs, YGs, NRMGs and POs to be based on pre-existing affinity (shared habitation, social identity/ethnicity, gender, landholding, shared livelihoods, affiliation to existing informal savings groups)
- Facilitation of new groups with the objective of self-empowerment and social cohesiveness and shared benefits, not just for project support.
- Community institutions should be briefed on community-based adaption of functioning of the institutions which reflects affordability and convenience of the poor members with respect to requirements of contributions, attendance etc
- Community insititons will rotate the membership of the executive bodies and the office bearers
- The executive body of the SHG federations, CDGs, NRMGs will hold Social Inclusoin reviews to identify members, community instititons who are getting excluded from internal lending, livelihood support, benefits from CDPs and NRMGs
- The Groups and the federation shall be groomed as active social institution to respond to the economic as well as the social needs of the members.
- Community Service Providerrrs (CSPs) will be from the beneficiary communities, and preferably from the idenfied poor households.
- At the *Community level* training of SHGs and Federations is critical, including on aspects of organizational strengthening, financial management, development of livelihoods plans, social action, accountability and empowerment. Some other key stakeholders for capacity building at the community level are village panchayat members and Community Resource Persons. Enhancing social development would call for capacity building on people's entitlements, rights, social needs and other issues relevant to the community.
- Capacity building of project partners including banks, MFIs, cooperatives, Government Departments, NGOs, and other stakeholders needs to cover social inclusion, including sensitization to gender, diversity, tribal issues, livelihoods of the poor, etc.

Working with and empowering the women and youth from the poor households is an integral part of the project. The project supports a demand-driven and participatory approach to building indigenous knowledge and capabilities of the people in order to achieve social and economic advancement. Significant capacity building and awareness building process are necessary to ensure that federations and their members support the process of inclusion.

8.5 Targeted focus on tribal population in Tripura and Sikkim.

NERLP triggers OP/BP 4.10 on Indigenous Peoples, as tribal people are present in all the project states, and will be the key beneficiaries of project interventions. Tribal people will be the main beneficiaries in Nagaland and Mizoram, and targeted beneficiaries in Sikkim and Tripura; they are significant stakeholders of NERLP. Tribal people in Sikkim and Tripura, including vulnerable tribal groups such as *Reangs* in Tripura and *Lepchas and Bhutias* in Sikkim, are among the more deprived and excluded communities with higher levels of poverty and lower levels of human development. Lack of awareness, livelihood assets and skills and remote habitations have contributed to marginalization of tribals in these states. The tribal people in project villages will be empowered through social mobilization in community institutions such as SHGs/federations, CDGs, YGs and POs. They will improve their access to i) savings, credit and banking services; ii) agriculture, forest, livestock and other nonfarm livelihoods; iii) high priority community infrastructure and local markets; and iv) essential government services and programmes.

The key social safeguard issues that would need to be addressed are: ensuring geographic and social outreach to tribal villages; conduct of free, prior and informed consultations with the tribal people and their broad community support for the project throughout implementation; and ensuring social and cultural suitability of project processes and livelihood benefits. Regular consultation would need to be held with existing customary institutions in the tribal areas, including councils of elders, headmen, tribal leaders, village council, village development board and gram panchayats. Sustained mobilisation and empowerment of the tribal people would be required, specially in remote uphill communities engaged in shifting cultivation, to participate in the project processes and benefit significantly from project interventions. Other measures that would be required for inclusion, mobilization and participation of the tribal groups in the project processes are:

- prioritization of villages with tribal population
- regular informed consultations held in the tribal villages
- focused information and communication campaign in tribal villages
- representation of tribal households in CDGs, SHGs, YGs, POs
- targeted planning and allocation of economic and livelihood assistance for tribal villages
- grievance redressal mechanisms, linked to customary systems of conflict and grievance resolution
- Coexistence with existing rights and concessions in community land, forests and other natural resources in preparation and implementation of livelihood and community development plans
- Sensitization and capacity building of project staff and partners on engaging with the society and culture of tribes in the project states.

In Nagaland and Mizoram, with high proportion of tribal population at 89% and 94% respectively, the overall project will act like a tribal development plan, and the tribal people will be among the main beneficiaries of the project interventions. While in Sikkim and Tripura, with around 20% and 30% of tribal population respectively, the project will implement state-specific tribal actions, and tribal people will be the targeted beneficiaries of the project. Implementation of the tribal development frameworks (TDF) will ensure targeted outreach, informed consultations, sustained community mobilization and handholding assistance in planning and implementation of livelihood and community infrastructure subprojects, and prioritized livelihood assistance in the tribal villages. The TDF include a Consultation and Participation Framework, describing the following mechanisms and processes/

- i) Prioritisation of remote villages with high concentration of scheduled tribes.
- ii) Prioritised selection and targeting of remote habitations, shifting cultivators (Jhumias), and vulnerable tribal and non-tribal groups during PRA.
- iii) Participatory assessments and PRA exercises to fully include and profile tribal households.
- iv) Formal Consultations with ALL social, ethnic, and tribal groups held and documented during village entry.
- v) Selection of Village entry activities based on consultations with tribal households.
- vi) Communication and Consultations with tribal communities held in locally understood language.
- vii) Mobilisation and Inclusion of Tribal men and women in community institutions (SHGs, CDGs, YGs and PO).
- viii) Flexible adaptation of group functioning norms in tribal areas.
- ix) Representation of tribes in Community Institutions.
- x) Consultations on livelihood plans, community development plans (CDPs) and NRM plans.
- xi) Periodic Consultations during project implementation, Monitoring and Review.

The TDF provides for capacity building of tribal village level organizations and its leadership to plan, prioritize and place demands on the project services and resources; allocation of resources or benefits for the welfare and development of tribes at all levels and capacity building of Tribal people in general and youths in particular in their adaptive livelihood choices. The TDF also provides details on social impact screening of livelihood, community infrastructure and livelihood plans, mechanisms for Grievance Redressal and Conflict Resolution, Institutional monitoring and capacity building arrangements, capacity building and monitoring indicators. The TDF on Sikkim and Tripura are detailed in Chapter 10 and 11 respectively.

8.6 Gender Strategy

While NERLP focuses on women's mobilisation and empowerment as a core intervention and strategy, it would need additional actions to address the gender inequities in the project districts, specially those related to identification of women headed households, women's lack of information, participation in community decision-making etc. The gender strategy of the project should be based on the

- Exclusive women SHGs promoted based on affinity.
- Targeted identification and mobilisation of women-headed households, widows, destitute and deserted women during village social mapping.
- Orientation and training of project staff on gender issues in project districts
- Gender sensitization of SHGs, CDGs, NRMGs, panchayats, village councils, customary village institutions
- Training on women's leadership in SHGs, CDGs, NRMGs, panchayats, village councils, customary village institutions
- Ensuring women's representation and participation in SHGs, CDGs, NRMGs, panchayats, village councils, customary village institutions
- Ensuring women's participation in planning and implementation of livelihood plans, CDPs, NRMPs
- Tracking of gender-disaggregated indicators at community institution, beneficiary levels
- Convergence with other programmes and schemes for women

The gender strategy of NERLP is presented in Chapter 12.

8.7 Social Impact Screening and Mitigation

Type of community subprojects ineligible for support. The following types of projects would be ineligible for project support.

- Subprojects involving compulsory land acquisition, land purchase, forcible eviction or displacement of residence or livelihoods;
- Subprojects involving involuntary restrictions on access to or use by people of legally designated parks or protected areas
- Subprojects involuntarily restricting the customary and tenurial rights, concessions, entitlements and special provisions of vulnerable groups such as scheduled tribes, scheduled castes, religious minorities, people with disability, etc;
- Subprojects involving transfer of land from tribal to non tribal;
- Subprojects which are incompatible with the society and culture of scheduled tribes.
- Subprojects with the potential to create conflict, violence and inequalities between any groups including castes and tribes;

- Subprojects causing adverse effects on local communities, sacred sites or other cultural heritage;
- Subprojects involving child or bonded labor or increasing drudgery for women;
- Subprojects without broad community support (documented and endorsed by members of the community groups).

Involuntary Land Acquisition. World Bank's operational policy on involuntary resettlement (OP/BP 4.12) is not applicable, as the borrower (NERLPS) will not resort to any compulsory, involuntary land acquisition nor seek voluntary land donation. All community subprojects will be prepared by the community groups based on transparent and participatory processes, involving full participation of the members of the CDG, NRMG or SHG, without any prescription by the project. Any project requiring compulsory acquisition of private land or purchase of land is ineligible for support under NERLP, has been included in the negative list of the project.

Community Subprojects involving private land. Land has been the main source of livelihood in rural areas. But land holdings are small, fragmented and unable to meet subsistence requirements of the rural poor. Most of the rural poor are marginal (<1 ha) and small farmers (1.0-2.0 ha). While the NERLP does not involve any land acquisition by the borrower, there could be minor, potential adverse impacts caused by community projects on irrigation, link roads, microhydel, markets and other physical infrastructure etc. Some of these livelihood and infrastructure subprojects are likely to involve voluntary donation or relinquishment of privately owned land to the CDG or SHG. While the project States have strong customary tradition of shared resource utilization, such community subprojects do have the potential of creating adverse impacts for the land donor, especially if they are small and marginal farmers from vulnerable tribal and non-tribal groups, women headed households etc

To avoid, minimize and mitigate any adverse impacts associated with community subprojects involving land, the project would need to include adequate safeguard mechanisms by way of screening/negative checklist, documentation, grievance redressal mechanism, and participatory and transparent decision making with approval and endorsement of the Village Council/Panchayat. This is in line with the approach of other livelihood projects being supported by the World Bank in other states, including the national rural livelihood project (NRLP). The key mitigation measures for such subprojects would include include:

- Identification of and consultations with the land donor to ensure that the land being donated is not more than 10 percent of her/his landholding. Document her/his socio-economic status to establish that s/he is not vulnerable and that the donation would not significantly impact the livelihood and wellbeing of the household.
- Verification of the legal ownership of the land to be donated. To ensure legal ownership of the land, a copy of the proof of the ownership, as applicable, shall be obtained by community institution. In case the land owner has unclear titles or is unable to provide proof of ownership, the gram sabha or village council will verify the ownership of the concerned land owner.
- Physical identification and demarcation of land to be donated to ensure it is free of encumbrances (meaning structures, assets, residents/squatters, and use for livelihoods).
- Verification of the free and voluntary donation of the land without any coercion by the gram sabha or village council.
- Public notification of the proposed land donation including a clear map of the site being donated, in the village.

- To ensure transparency, written confirmation (agreement) of voluntary donation will be submitted by the owners of land/asset . The confirmation could be in a form of a memorandum of understanding (MOU) or agreement between the landowner(s) and SHG or the CDG. The MOU will be verified by the gram sabha/village council.
- MOU/Agreement of the voluntary donation of land would be recorded in the minutes of SHG/Federation, CDG or NRMG.
- If required, identification and adoption of suitable mitigation measures (for the beneficiary households) by the members of the SHG/Federation, CDG or NRMG (under supervision of the BPFT member).
- Documentatoin and resolution of any grievances of the land donor through the executive committee of the SHG/Federation, CDG or NRMG (under supervision of the BPFT member).

Community subprojects involving community land with customary or tenurial rights.

Northeast has a long tradition of protecting traditional land tenures, customary rights and concessions on forests and natural resources, and there is high regional sensitivity on safeguarding and maintainaing such customary laws that govern ownership, usage and management of natural resources. While revenue administration under government operates in the plains and valleys of Tripura, and in the hilly state of Sikkim, customary land tenure system under village level authority operates in the Mizoram and Nagaland and in hilly parts of Tripura. Protecting such customary land tenure systems, specially the rights of the tribals and others, is of very high importance and signifcance in the project states.

NERLP will not support any community subproject which adversely affects the customary land, involving traditional and tenurial rights of the people. The existing dependencies and customary rights of the tribal as well as non tribal communities on various categories of land shall be taken into account with planning for livelihood and infrastructure projects, and no legal transfer of land from tribals to non-tribals will be allowed under the subprojects. All legal provisions laid down by the central and state governments pertaining to prevention of land alienation will be duly followed. All livelihood and infrastructure projects will be based on community-led participatory planning process which will lead to preparation of SHG livelihood plans and community development plans. The CDGs and SHGs will screen subprojects for any adverse impacts on traditional/tenurial rights to land. This will be endorsed by the gram panchayat/ village councils. Overall supervision of the subprojects will be the responsibility of the Block Level Project Facilitation Team.

Community subprojects involving forests and natural resources with customary rights and resource management practices (jhum cultivation). Since natural resource management will be a part of the community development plans (CDPs), there could be potential adverse impacts on those currently dependent on the community forests, grazing areas, water sources and other natural resources. To identify and migitate such potential adverse impacts, the following key actions would need be undertaken.

- Pariticipatory needs assessment for CDPs, and resource mapping for NRMGs will be undertaken
- Participatory Identification and documentation of existing livelihood dependence on the natural resource base; including Identification of holders of customary rights and concessions
- Agreed microplan for NRM and CDP plans to align with the existing customary rights and concessions to natural resources and livelihood.
- NRM plans and CDPs to be endorsed by CDG, NRMG members, and supported by the village councils and gram pancyats
- Development of CDPs and NRM plans through participatory planning and management arrangements involving voluntary participation and endorsement of all resource-dependent households

- Voluntary adoption of any modified resource conservation practices (like modified jhum cultivation) by all CDG/NRMG members
- Collective adoption of mitigation measures by CDG/NRMG to address any potential adverse livelihood impacts on members;
- NRM practices support community-oriented rather than centralized approaches.
- Subprojects that promote formal tenure security of the villagers or shifting cultivators could also be supported.
- Identification of households currently using resources
- Consultations with village councils
- Consultations with neighboring village councils for information and objections

8.8 Grievance Redressal

Being a community based, demand-driven project, where self help groups, youth groups and community development groups plan and implement livelihood interventions themselves (without any prescription or imposition from the project), However, to address any beneficiary grievances related to consultations, community consent and support, exclusion from project support etc, NERLP would establish an efficient and accessible grievance handling and resolution mechanism covering the project villages. Grievance redressal procedures will also enable the community to resolve issues related to credit management, social issues and complaints related to various government schemes and provisions. The project supported formal grievance system would involve the following mechanisms.

- The State Units will form State and District Grievance Redressal Committees, of three to four members, will be formed in the first year of the project, with members from NGOs and other government departments (tribe, forest, women and child development etc)
- The DPM will regularly brief the District project committee on community grievances registered by the block teams and the CSPs.
- The RPMU will establish a toll free telephone number for registration of complaints, in the first year of the project. This number will be communicated in all project villages, specially to the CBOs, during village entry.
- During supervision missions, regular review of complaints and their handling will be undertaken in the tribal and non tribal areas.

The project supported formal system would operate along with the existing government and customary systems of conflict resolution and grievance redressal in the project villages. The community level institutional building processes will include complaints handling and conflict management issues at the SHGs and CBO level. The key mechanism for conflict resolution at community level would be

- The Executive body of the CDGs and SHG Federation headed by the Secretary will be responsible for recording and resolving any grievances of the complainants.
- Participatory monitoring and reviews and social accountability tools will be used for identification of grievances.
- Contact details of DPMU and PFT staff, specially the nodal grievance person in the PFT and the DPMU will be publicized in project villages during village entry.
- PFTs and CRPs will hold formal consultation meetings on a quarterly basis to discuss project implementation issues, including grievances, in the tribal GPs.

The project beneficiaries would also be educated about the existing systems of grievance redressal in the project states. These would include.

- In Nagaland, engagement of the VDB in resolving developmental issues of the village, and the village council (VC) in mediating on issues related to land and forest issues, inter-village and intra-village land disputes, law and order, customary laws etc. There is also a Grievance Redressal Officer (GRO) at the District level.

- In Tripura, the Gram Panchayat is the executive body of the Goan Sabhas which will resolve all grievances and disputes. Local village chiefs could also be consulted. Gram Panchayat, the executive body of the Gaon Sabhas, will mediate the resolution of any grievances and disputes arising within the community institutions or social groups, and between neighbouring villages. Concerned Block Development Officer (BDO) and director, District Rural Development Agency (DRDA) could also be approached.
- In Mizoram. Village council plays important role in solving problems and help villagers in building school, post-office and, construction of inter-village path. The Watch Dog Committee, chaired by the Commissioner, takes up grievances of individual members.
- In Sikkim, Panchayats have authority to solve disputes and conflicts of the villagers.

The community based grievance mechanism will be directly monitored by the PFTs through the community service providers (CSPs). Information on grievance redressal mechanisms and contact persons (PFT, DPMU, CSP, BDO etc) will be part of the community capacity building interventions, public consultations and regular handholding support.

8.9 Conflict Resolution.

NERLP faces the potential risk of conflicts among CDGs, NRMGs over use of natural resources like community land, forests, water resources etc. Communal and factional clashes and social conflicts could also occur between warring clans of different communities or between villages leading to loss of life, property and assets. Given that NERLP will be implemented in 4 northeastern states with high social and ethnic diversity, complex local governance structures and processes, involving both formal and customary systems of planning and governance, conflict resolution, natural resource usage etc, it is critical that NERLP utilizes a range of formal and customary conflict resolution mechanisms at the community level. The basic approach for identifying such potential conflicts and reducing and resolving them will be based on the following approaches.

- Assessment of existing and potential conflicts over land, forests and other natural resources, (inter or intra village) during the participatory rural assessment exercise.
- Inclusion of social and ethnic subgroups in SHG federations, CDGs, NRMGs
- Participatory, transparent and consultative process of livelihood, infrastructure and natural resource planning and implementation
- Addressing customary land ownership issues upfront with the involvement of the Village Councils and authorities before projects are taken up.
- Consultation on CDPs and NRMGs with neighboring villages, with potential for dispute or conflict; and if required inclusion of tribes and social groups from neighboring villages in CDGs and NRMGs. This will help reduce conflict and protect livelihood activities of group members.
- Utilization of formal systems of conflict resolution through elected peoples representatives in gram panchayat, members of village councils and officials of block and district administration
- regular and conflict-specific consultations and engagement with customary village leaders, village councils, Hoda and other traditional conflict resolution structures and persons
- Involvement of gram sabha and village councils in endorsing the NRM plans and CDPs will ensure that disputes and conflicts are minimized and resolved with mutual dialogue

CDG and SHG facilitator at village level will play a key role in resolving any social conflict arising in the project villages. All the interventions will be decided and implemented in

participatory mode through involvement of village level committees, village council members. Family members of the beneficiaries will be involved in the project processes. The DPM will monitor any conflicts and insurgency related incidents in the project villages, based on feedback from BPFT. Any substantive conflict in the project villages will be discussed in the district Project Advisory Committee (DPAC)

Project staff, specially DPMU, PFTs, and CSPs will be provided training on conflict detection and resolution in the context of customary systems and project interventions, natural resource management, institutional dynamics, social groups, land etc. The community institutions will also be provided capacity building and handholding support on conflict resolution

NERLP would need to factor in the conflict/insurgency dimension. While civic and ethnic disturbances have adversely affected the pace of human and social development in the region, the project districts have not witnessed³⁰ any significant and active conflict in recent times. However, any eruption of civic and ethnic conflict in the project districts could potentially restrict mobility and increase vulnerability of project staff and partners. Suitable conflict mitigation measures would need to be built into project processes, based on close coordination with state/district administrations, engagement with gram panchayats, village councils and community leaders; and training of project staff to respond to conflict and other social risks. The state coordinators and the DPMs would be monitoring the incidence of insurgency and violence in the project districts, and reporting to the District Project Advisory Committee (DPAC).

8.10 Staffing For Social, Gender and Community Mobilisation.

For a participatory, community-driven project like NERLP with its strong emphasis on reaching out to the rural poor, building their institutional and livelihood capacity and forging linkages with financial institutions and markets, it would be important to have dedicated staff on social inclusion, tribal and gender issues and community mobilisation. In line with other Bank-supported livelihood projects in the country, NERLP has proposed Social staff that will be engaged at Regional Level covering 4 project states, and the District level covering the individual project districts. The block team will be implementing all the social, gender and tribal inclusion strategies in the project villages.

Regional level: At RPMU level, Project Manager and Assistant Project manager (Social, Gender and Community Mobilisation) will be responsible for social, gender and community mobilisation aspects e.g.. Their key responsibilities would be

- Implementation of social, tribal and gender strategy in project villages
- Implementation of social, tribal and gender strategy in project states
- Support SPSU, DPMU and PFT in social mobilisation and capacity building of Tribal, women and vulnerable community members and their institutions facilitated by the project.
- Monitoring the Tribal Development and Gender strategy
- Implement the programme as per PIP and COM
- Orientation and training of project staff-PFT members to identify address social and gender issues
- Support SPSU, DPMU and PFT in generating and grounding community livelihood Investment Plans.
- Establish norms for partnership with NGOs and other agencies
- Coordinate with WB, GOI and States for smooth functioning of the project
- Implement and Monitor grievance and conflict resolution processes
- Work with the state government for convergence with government schemes

³⁰ However, some references were made to Teunsang (Nagaland) and North District (Tripura) in the context of conflict during the stakeholder consultations.

- Monitor and report on social dimensions of NERLP
- Reporting on the implementation status of the Gender strategy through regular MIS
- Thematic studies on Tribal and Gender development to be conducted
- Periodic workshops, training events, with government departments, NGO and other actors

District Level: At DPMU level, District Coordinator for Social, Gender and Community Mobilization will be responsible for:

- Preparation of Annual District Action Plans
- Support to Project Facilitation Teams (PFTs)
- Community Mobilization, Capacity and Institutional Building
- Social mobilization and capacity building of Women and their institutions.
- Support Federation of the women in generating and grounding livelihood plans.
- Guidance in resolving issues related to entitlements of women and tribals
- Recruitment of women PFT members and women
- Enhance community assets and Infrastructure facilities for women
- Thematic studies on Tribal and Gender development to be conducted
- Grievance Redressal, Transparency and information dissemination through various media
- Initiate innovative pilot activities for women
- Enhance women skills and development
- Placement and employment of women in the area of specialization

Project Facilitation Teams (PFTs) will be established at the block level to implement all community-level activities and will be the interface between NERLP and the communities.

8.11 Capacity Building of Project Staff on Social Dimensions.

In order for project staff to fully understand and implement the social mobilization, inclusion, social accountability, grievance and conflict resolution and tribal and gender strategies, it would be important for NERLP to provide training and capacity building support to the project staff on these dimensions. In recognition of this, and learnings from other projects, NERLP will have a systematic learning and capacity building mechanism for all stakeholders. The plan covers induction, thematic and skill based training, and exposure trips to all project staff, but specially the social staff at regional and district levels, and all block level staff. The key areas for social development capacity building should be:

- Implementation of social, gender and tribal strategies of NERLP
- Poverty, vulnerability, and exclusion among tribal communities in project districts
- Society, Language, culture and resource practices of tribal communities
- Tenurial and customary rights to land and natural resources in tribal areas
- Conduct of free and informed consultations with Tribal people
- Ensuring participation of tribal households in CDPs, NRMGs and livelihood planning
- Socioeconomic and livelihood profiling in tribal villages
- Engagement with customary institutions, community leaders
- Rights, entitlements and legal awareness and empowerment of tribal communities
- Government programmes targeting tribal communities in Sikkim
- Capacity building of tribal leaders in PRIs
- Participatory Rural Appraisal methodologies
- Socially inclusive mobilization, SHG/CDG formation and functioning
- Social Accountability methods
- Screening and Mitigation of potential adverse impacts under community subprojects

The Project and Assistant Project Manager (Social Gender and Community Mobilization) at the RPMU and the District Coordinator (social) should have the overall responsibility for developing the social modules of the overall capacity building programme

CHAPTER 9 MONITORING AND EVALUATION (M&E)

Monitoring and Evaluation (M and E) is an integral part of NERLP. M and E for the proposed project will ensure monitoring of key indicators on inputs, outputs, project processes and evaluation of impact indicators. The overall purpose of the monitoring is to keep track of the implementation processes and progress, achievement of performance targets fixed in the annual work plans, learning lessons and taking corrective actions to deal with emerging constraints and issues. Project activities would be closely and regularly monitored to identify potential difficulties and problems faced in the project implementation and subsequently to take timely corrective measures including deviations, if needed.

The M&E system of NERLP will include: (i) monitoring of the project progress (both physical and financial, including inputs, outputs, and outcomes); (ii) monitoring of the processes (of how field-based activities and management related activities are conducted); (iii) monitoring of the intermediate outcomes; (iv) participatory monitoring and evaluation by community institutions; (v) thematic studies and case studies; and (vi) impact evaluation. M&E consultants will assist the RPMU to develop monitoring and survey formats, train staff and survey teams to collect data, maintain quality control, and help analyze the results at the local and regional level.

NERLP will emphasize on participatory monitoring to ensure the involvement of local communities from the outset and to include their feedback on project activities and processes. A community-based process monitoring system will be established at the village level for sharing of all project-related information and generation of information for process and results monitoring. Social audits and third party monitoring will also be undertaken to provide external verification. The social monitoring processes and indicators are summarized below.

9.1 Social Outcomes.

The results monitoring system of NERLP will monitor the following project development objectives (PDO) level outcomes.

- At least 60 % of women participating in the project achieve a minimum of 30% increase income in real terms by end of project.
- At least 30% of project benefited youths are employed.
- At least 50% of the most disadvantaged households achieve a minimum of 30% improvement in livelihood indices³¹.

The outcomes from the social empowerment component of NERLP are:

- At least 50% of women in project area who were not formerly in SHGs become members of Project-supported SHGs
- At least 90% of previously-established SHGs receiving project loans repay them regularly
- At least 60% of the Project SHGs achieve “A” Grade.
- At least 50% of institutions created are sustainable

³¹ Livelihood indices signify weighted average increases in: (i) total household cash income; (ii) days of employment per year of household members 15 years and above; (iii) household's productive assets; and (iv) four months of food grain reserves/buffer stocks per year.

- At least 5% of positions in traditional and formal village institutions are held by members of the most disadvantaged households.
- Of the total para-professionals, at least 30% are women

9.2 Process Monitoring.

NERLP will undertake Process Monitoring to increase project effectiveness, verify the quality and performances of the project implementation on a continuous basis and give inputs for correction. Monitoring of these indicators would enable the project management and others involved in the project to assess the processes in entirety, understand problems and issues and make suitable variations, if required. Beneficiary communities and households would be involved in process monitoring through Focus Group Discussions (FGDs) and Participatory Rural Appraisal (PRA) techniques. The social dimensions of process monitoring would include the following themes.

- Social outreach and inclusion of the rural poor households, specially in excluded hamlets and locations, including tribal and other vulnerable households
- Conduct of Entry point activities in the village based on consultations
- Conduct of Free, prior and informed consultations in tribal villages, which are documented
- Documented evidence of broad community support in project villages
- Community participation in Identification and inclusion of the rural poor
- Process of social outreach and mobilisation in project villages
- Conduct of training, institution building and capacity building support
- Inclusiveness in planning, execution and benefit sharing (livelihood and community plans)
- Inclusion of rural poor in community institutions, and their committees
- Utilization of infrastructure created by the project by various social groups
- Implementation of social screening criteria, social inclusion and social accountability processes
- Implementation of tribal development frameworks and gender strategy

1.3 Participatory monitoring and Social Audit.

A community based process monitoring system including social accountability tool like social audit will be also established for making all project related information transparent. A Social Accountability System with a clear implementation strategy will be developed during the first year of project implementation. The Social auditing activity will be undertaken by an independent Social Audit Committee appointed by CDG with facilitation from PFT. The Social Audit Committee will comprise women, youth and rural poor households from tribal and non-tribal social groups. The basic elements and process of audit will be elaborated in the community operations manual.

Independent external audit. NERLP will undertake independent external audit during the second year of the project to check implementation of the TDF and other social safeguard measures.

Sample social Indicators. The sample indicators for monitoring mobilisation and inclusion, as well as project management processes that could be integrated in the M and E system will include:

- Staffing – Number of staff engaged (disaggregated by gender, social group and ethnicity)
- Capacity Building – Number of staff trained on poverty, social, tribal and gender dimensions
- Social Mobilisation -
 - Clusters of SCs, STs, poor minorities, and other vulnerable groups identified
 - Information campaign using local, rural folk media conducted in tribal and non-tribal hamlets
 - Free, prior and informed consultations including community briefing held in tribal and non-tribal hamlets and documented
 - All poor households identified through participatory assessments
 - Habitation and village baseline data on SC, ST, minority and other poor and vulnerable households compiled
 - Beneficiary households profiled by age, gender, gender of head of the household, habitation, caste, subcastes, tribes, subtribes, poverty grouping, literacy, migration, disability, gender of head of the households, BPL status, SHG membership, land holding, primary livelihoods, migration, disability, landholding, benefits from government social schemes, representation in customary village institution or gram panchayat.
 - Number of households identified and mobilized in SHGs (SC, ST, subtribes, nonmembers of SHGs, women, youth, women headed households, disabled, landless, BPL, remote habitations etc)
 - Number of community service providers mobilized (gender, tribe, caste, origin in target community, speaking local language, identified as poor)
 - Number of exclusive tribal community institutions formed
 - Tribal Villages - % of villages entered with ST households
- Social Inclusion in Community Institutions
 - Number (%) of members participating regularly in meetings of SHG, Federations, CDG, YG, PO meetings (by age, gender, caste, subcaste, tribe, subtribe)
 - Number (%) of members in executive committees of SHG, Federations, CDG, YG, PO meetings (by age, gender, caste, subcaste, tribe, subtribe)
 - Number of mobilized poor in Social Audit and other thematic committees of community institutions (by age, gender, caste, subcaste, tribe, subtribe)
 - Number (%) of members that have utilized internal lending and project livelihood support (by age, gender, caste, subcaste, tribe, subtribe)
 - Number of grievances received and resolved at community level
- Community capacity building
 - Number of tribal-majority SHGs trained
 - training of community institutions on social dimensions and natural resource use;
- Access to livelihood and community investment support
 - % of SHG members that have received livelihood support by caste, tribe, gender, subtribe, landless, migrant
 - Number of sub-projects by ST and SC groups supported
 - Number of youth (SC, ST, women) benefiting from employment interventions
 - Number of villages where food security and health interventions have been initiated

- Number of SHGs receiving technical support for livelihood plans
- % of collective livelihood plans, CDPs, NRMPs with broad community support of the tribal people
- Number of households benefitting from government programmes
- Representation in Village Council, Village Development board, Gram Panchayat

Peer review exercise on social inclusion, social accountability, social safeguard issues will be institutionalized for independent monitoring that leads to internal learning. Selective members of PFT and DPMU would form the Peer Review Team which would visit PFT operational area of another district and review the project on pre-decided parameters and methodologies.

Thematic Studies and Review. The project would be reviewed by a specially contracted independent individual or agency who will conduct research and thematic studies on specific issues, processes and activities. These studies will capture the good practices, case studies, lesson learnt etc and these will be published and hosted in the public domain for wider dissemination of information. The project would undertake thematic studies on a range of social, gender, tribal development dimensions. Some of the studies could be on poverty and vulnerability of Reangs in Tripura, jhum cultivators etc .

Reporting. Monthly progress reports on the progress of various aspects of the project would be submitted by the DPMU to the RPMU. The quarterly progress report will include a separate section which will summarise the social performance of the project on social inclusion mechanisms, tribal development and gender interventions.

Institutional Arrangement. The overall responsibility and obligations of carrying out M&E will be of Regional Project Management Unit (RPMU) at Guwahati. Project Manager (M&E) and MIS Consultants based at RPMU, Guwahati will consolidate and analyse data and prepare reports. The project manager and the assistant project manager (social, gender and community mobilisation) in the RPMU will be responsible for the social monitoring and reporting of the project, in consultation with the M and E staff. They will be responsible for integrating the the above mentioned indicators in the monitoring and reporting processes of the project.

CHAPTER 10 TRIBAL DEVELOPMENT FRAMEWORK-TRIPURA

INTRODUCTION

Historically, Tripura was a princely state, which joined the Indian Union on 15th October 1949 as a 'C' State. It got the status of Union Territory in 1956 and full statehood in January 1972. Administratively, Tripura is divided into four districts—West Tripura, South Tripura, North Tripura and Dhalai; seventeen subdivisions, forty development blocks, thirteen Nagar Panchayats and one Municipal Council (Agartala). The capital of Tripura, Agartala is located in West Tripura. In the year 2001, about 48 per cent of the population lived in the West Tripura district. The density of population in this district increased faster than in other districts. The second district, namely the South Tripura, is area-wise almost as large as the West Tripura but its population is only half of the latter. The third district, Dhalai, is yet most sparsely populated. Density-wise the fourth district, North Tripura is between the West Tripura and the South Tripura. One third of the total ST population of the state is living in West Tripura district (39 per cent), followed by South Tripura (29.1 per cent), Dhalai (16.7 per cent), and North Tripura (15.1 per cent).

Tripura is a land-locked state covered by two third forest and one third of river valleys. It is predominantly a hilly and often inaccessible area. It was traditionally the abode of about twenty tribes which had their distinct traditions, customs and dialects. *Kokborok* has been the main dialect for inter-tribe communication. It is spoken by about 80% of tribal population.

In pre-Independence era, Tripura was a tribal dominated state but its aboriginal population got merged in the growing migration from erstwhile East Pakistan. In early twentieth century a sizeable number of non-tribal Hindu Bengali peasantry from East Bengal had migrated to this state at the instance of its ruler, who with a view to augment the revenue offered settlement of cultivable land in the valley at low rent. The king also employed the educated Bengalis in state administration and over the years, they accepted Tripura as their homeland. However, the natives

always regarded them as aliens although the relation between the two was relatively stable till the former was in majority. The immigrants now constitute over sixty eight percent of state population and their mother tongue, Bangla, is the official state language and *Kokborok* enjoys the status of second language. A look at the growth of population during last one hundred years in Tripura since 1931 (**Table 10.2**) shows, that the figure has increased manifold.

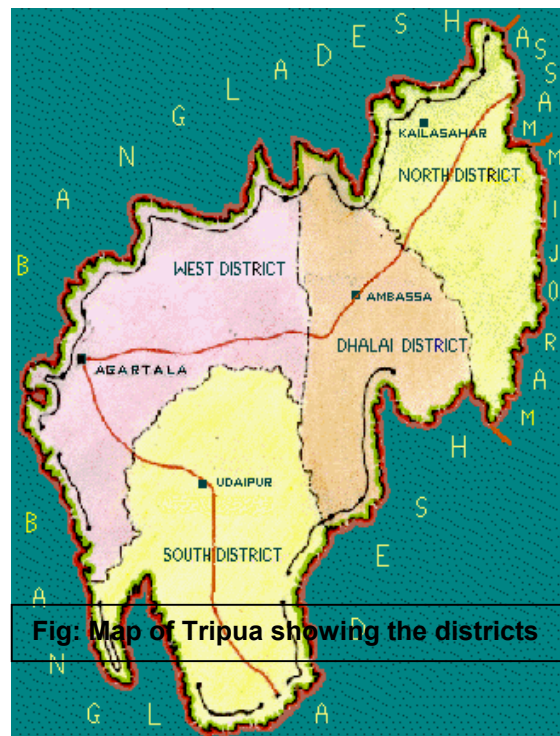


Fig: Map of Tripura showing the districts

Table 10.2: Growth of Population in Tripura against ST population

Year	Total Population of the State	Population of the Tribes	% of the Tribal against the Total Population of the State
1931	3,82,450	1,92,240	50.26
1941	5,13,010	2,56,991	50.09
1951	6,45,707	2,37,953	36.85
1971	15,56,342	4,50,508	28.94
1981	20,53,058	5,83,770	28.43
1991	27,57,205	8,53,345	30.94
2001	31,99,203	9,93,426	31.05

Source: Census 2001

Transformed from a predominantly tribal state to a non-tribal majority state, the proportion of the tribes in the State population has reduced significantly. The progressive increase in state population and steady decline in the proportion of the natives have not only caused a demographic imbalance, but caused economic, sociological and political upheaval and caused ethnic turbulence³². Today, the ST population constitutes 31.1 per cent of the total population and have registered 16.4 per cent decadal growth in 1991-2001. There are nineteen (19) notified STs in the state as shown below (**Table: 10.3**). There are a number of other smaller tribes as well.

Table 10.3: List of STs in Tripura

1. Bhil	(iv) Fun	(xvi) Rangkhole
2. Bhutia	(v) Hajango	(xvii) Thangluya
3. Chaimal	(vi) Jangtei	10. Lepcha
4. Chakma	(vii) Khareng	11. Lushai
5. Garoo	(viii) Khephong	12. Mag
6. Haram	(ix) Kuntei	13. Munda, Kaur
7. Jamatia	(x) Laifang	14. Noatia
8. Khasia	(xi) Lentei	15. Orang
9. Kuki, including the following sub-tribes:--	(xii) Mizel	16. Riang
(i) Balte	(xiii) Namte	17. Santal
(ii) Belalhut	(xiv) Paitu, Paite	18. Tripura, Tripuri, Tippera
(iii) Chhalya	(xv) Rangchan	19. Uchai.

³² Upadhaya, 2005. TRIPURA BLEEDS - In the Crossfire of Mainstream Political Parties and Virulent Ethnic Conflict.

Source: THE CONSTITUTION (SCHEDULED TRIBES) ORDER, 1950. PART XV.--Tripura

The tribes can be categorized into three types.

- The Tripuris, Reangs, Jamatias, Noatias, Koloi, Rupini, and Murasing are indigenous to the state. The indigenous Reangs are classified as the only "Primitive Tribal group" in the state.
- In the second category are the tribes who have a major presence in the neighbouring states of Tripura. They are: Lushai, Kuri, Halam, Mogs, Chakmas, Garo, Khasis, Lepchas and Bhutias fall in this category.
- In the third category belong the tribes who have come from main land India. They are: Munda, Santhal, Orang and Bhils.

The ethnic diversity of different tribes and sub-tribes was however, one of the major problems for political unity among them. Though, Indian Parliament enacted Tripura Land Revenue and Land Reforms Act 1960 and put restriction on transfer of tribal land to non-tribals, yet manipulative practices have led to fraudulent transfer of tribal lands by non-tribals³³. Tripura got full-fledged statehood in January 1972 after the enactment of North - Eastern Areas (Reorganisation) Act, 1971. The number of Assembly seats was increased from 30 to 60 with 20 seats reserved for Scheduled Tribes. Despite the change from Union Territory to full statehood, the socio-economic condition of the natives continued to remain the same.

The tribal compact areas of the state of Tripura consist of 7,132.56 sq. km. (Fig.9.2). With an aim to introduce internal autonomy and to protect the social, economic and cultural interests of the tribal population as a whole, the Tripura Tribal Areas Autonomous District Council (TTAADC) was constituted under the Seventh Schedule to the Constitution of India. The Tripura Tribal Areas Autonomous District Council Bill, 1979 was unanimously passed by the Tripura Legislative Assembly on March 23, 1979. It was brought under the Sixth Schedule in 1985. The TTAADC covers almost 70 per cent of the area of the State, and seventeen of the forty blocks fall within its jurisdiction. The area of TTAADC extends to all four revenue Districts of the State. The population of TTAADC area constitutes 38.07% of the state population, out of which 86.04% Scheduled Tribes, 11.16% other category and 4.80% Scheduled caste. The TTAADC area has 513 Gram Panchayat villages and 527 Villages Committees³⁴. **Table 10.4** gives a distribution of population in the TTAADC areas. The lowest unit of administration is a revenue village, known as Mouja. The number of Moujas in the State is 874, which includes 1,040 Grams (villages) and 511 Gaon Panchayats in Non - ADC and 527 Village Committees in ADC areas. It must be mentioned that the Village Committees within Autonomous District Council (ADC) areas discharge the function of elected Panchayats but the nomenclature is different because the provisions of three tier Panchayati Raj system are not applicable to tribal dominated areas under the 6th schedule of the Constitution.

Table 10.4: Zone wise distribution of Population in the TTAADC, 2005-06

Name of Zone	No. of V.C	No. of Family				Population			
		ST	SC	UR	Total	ST	SC	UR	Total

³³ Ibid, 2005

³⁴ Panchayat as per V.C election-2005-06

West Zone	185	72,308	2,436	4,487	79,231	4,02,948	12,423	23,647	4,39,018
South Zone	167	56,260	2,878	7,890	67,028	2,90,153	13,288	37,654	3,41,095
North Zone	79	23,750	2,733	9,865	36,303	1,25,641	13,360	47,486	1,86,487
Dhalai Zone	96	37,158	3,933	5,578	46,669	2,02,818	19,442	27,605	2,49,865
Total	527	1,89,431	11,980	27,820	2,29,231	10,21,560	58,513	1,36,392	12,16,465

Source: <http://www.ttaadc.nic.in>

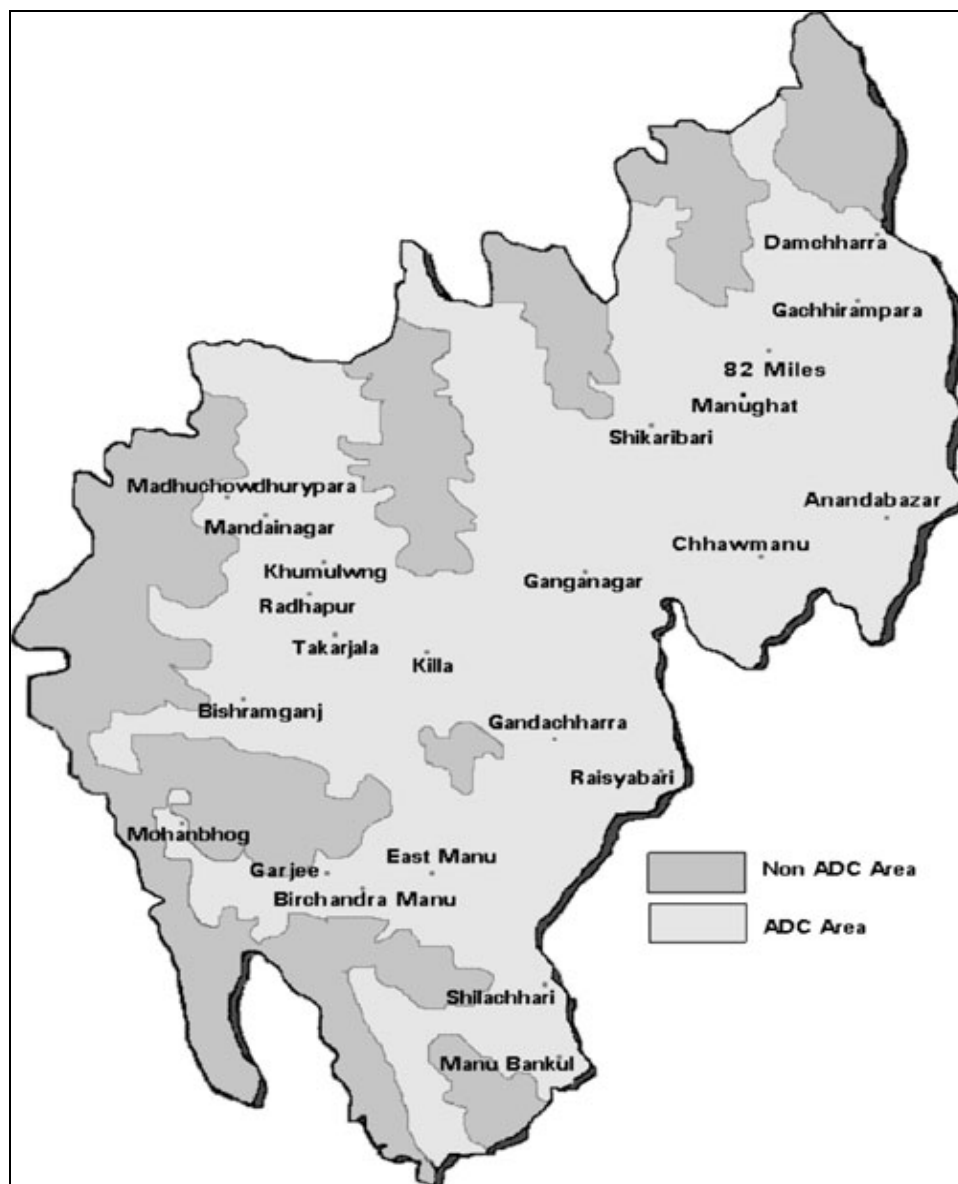


Fig: Map of Tripura showing concentrations of tribal population (ADC areas)

The main objective of forming the District Council under Schedule VI is to remove within a short time the material disparities between the advanced and backward sections of the societies, to strengthen the bonds of unity between the tribal and non-tribal masses, to emancipate not only tribal people but all the deprived people from all types of injustice and exploitation. Tripura Tribal Areas Autonomous District Council has been portrayed as a symbol of integrity, harmony and unity of the tribal people of the state.

The TTAADC is an independent council administering tribal areas of Tripura. The body has 30 members -- 28 members are elected, while two are nominated by the governor. Out of the 28 elected seats, 25 are reserved for the scheduled tribes (STs). Below the TTAADA are the Zonal Development Committees followed by the Village Development Committees. There are fourteen departments which look after different activities of TTAADC.

Demography

The total population of Tripura in 2001 Census has been 3,199,203. Of these 993,426 persons are Scheduled Tribes (STs) comprising 31.1 per cent of the total population. Of the total ST population, 80.1 per cent are Hindus, 10 per cent Christians, 9.6 per cent Buddhists, and only 0.2 per cent Muslims.

Prominent tribes include Tripuris, who constitute majority followed by Reang, Jamatia and smaller groups like Chakma, Mizo and Garos. As per the 2001 census, Tripuris accounts for more than half of the total ST population of the state (54.7 per cent). Reang (16.6 per cent), Jamatia (7.5 per cent), Chakma (6.5 per cent), Halam (4.8 per cent), Mog (3.1 per cent), Munda (1.2 per cent), Kuki (1.2 per cent), and Garo (1.1 per cent) are the other major STs in terms of population³⁵. Along with Tripuri, they constitute about 97 per cent ST population of the state. The rest of the STs are small in population size.

The Reangs, a Primitive Tribal Group (PTG) of Tripura mostly reside in hilly inaccessible forest areas. They are predominant in Ambassa Salema (Eastern part), Manu, Chamanu and Dumburnagar Block of Dhalai District, Teliamura and Tulashikhar Block of West District, Amarapur, Matabari (Eastern part), Bagafa and Rajnagar (a small part) Blocks of South Tripura District and Panisagar (partly) and Damcherra Blocks of North Tripura District.

The indigenous Tripuri people comprises various hill tribal communities like the Tipra, Reang, Jamatia, Kaipeng, Noatia, Koloi, Halam, etc. who migrated to this land in successive waves in the ancient past. They grew in isolation and were sometimes subjugated by one another. Each community had its own social and administrative organization starting from the village level and up to the chieftainship of the whole tribe. **One notable traditional organization is the Hoda of the Jamatias.** It is a very strong social body established about 400 years ago.³⁶ It is the apex body of the Jamatias which govern the Jamatia society. The Head of the Hoda (Okra), two in number, is assisted by an Advisory body. There is also a Hoda Working Committee consisting of 33 members working directly under the Hoda Okras. One-third members of the board have to be women. There is an Audit Board of five members. The Hoda has 321 villages which are governed by the above system. Its main functions are to maintain peace and harmony, adhere to customary laws and traditions of the Jamatia society.

³⁵ Tripura Data Highlights: The Scheduled Tribes, Census of India-2001. Office of the Registrar General.

³⁶ <http://www.tripura.org.in/jamatia.htm>

The main objective of this democratic organisation is:

- To remove superstitions and lack of knowledge and to develop cultural activities, maintaining social unity and own characteristics.
- To create public opinion against the anti-social elements and social delinquents, and to give adequate punishment to anti-socials.
- To strive for overall development of the society and showing equal social status and proper dignity to the woman.

Major Scheduled tribes in NERLP districts. The **table 10.5** below gives a distribution of major tribes in the two project districts. Among them, the Reangs, a Primitive Tribal Group (PTG) are the highest in North Tripura while Tripuris outnumber in West. The Reangs are lagging behind in development despite their numerical majority. Difficulty of terrain, remoteness, low education and awareness, shy of contact and endogenous cultural practices are some of the reasons of social exclusion.

Table 10.5: Population of major Scheduled Tribal people in the project districts (2001)

Total Population in numbers			
North Tripura		West Tripura	
ST	148,845	ST	367,167
Reang	80,279	Tripuri	3,34,587
Chakma	23,926	Jamatia	12,365
Tripuri	18,629	Halam	11,287

Source: Census, 2001

The STs in the state are predominantly rural (97.4 per cent).

Table: 10.6 Distribution of Scheduled Tribes in Rural and Urban Areas.

	Rural	Urban	% Rural
West District	367,167	19,914	94.8
South District	287,815	1,704	99.4
Dhalai	164,170	2,156	98.7
North District	148,845	1,655	98.9
Tripura State	967,997	25,429	97.4

Source: Tripura HDR, 2007

There is a very clear relationship between the proportion of Scheduled Tribes (ST) in the total population and urbanization as well as density of population in the state. Increase in the proportion of ST population is associated with decrease in density and urbanization in the districts. The degree of urbanization ranges from 26.7 per cent in West District to a mere 6 per cent in Dhalai. The rate of decline is so sharp that it cannot be ignored for its implications to human development.³⁷

According to the 2001 Census, sex ratio of the ST population is 970, which is below the national average for STs (978). The Jamatias have recorded the highest sex ratio of 996

³⁷ Misra & Naik, 2008. Facets and Factors of Human Development in Tripura. MPRA Paper No. 10240

among the major STs. On the other hand, comparatively low sex ratio has been recorded among Munda (950), Chakma (951), and Reang (962).

Literacy. Among the North Eastern States, Tripura ranked second after Mizoram in education. In 2001, the literacy rate for persons above the age of 6 years was 73 per cent in Tripura as compared to 63 per cent in India and 65 per cent in the North East. The literacy rate for the rural population, 70 per cent in 2001, was substantially lower than the literacy rate for the urban population (89 per cent in 2001). In contrast to other States of the North East where literacy attainment among the tribal populations is higher than among the general population, in Tripura, people belonging to the STs lag behind the rest of the population in respect of literacy (Tripura HDR, 2007). There is gender gap in literacy rate of ST male and female (male: 68%, female: 44%). The tribals in rural setting and lack of education especially of the females are a matter of grave concern.

Forestry. Out of total area of 10,491.69 sq km in Tripura about 60% is hilly and forested. The cultivated area is about 27% only. The tribes practice agriculture. The major mode of farming was shifting cultivation or "jhum". The practice of jhum is wide-spread; of the 19 tribes in the state, Reangs, Tripuris, Noatias, Jamatias, Uchai, Kukis, Halams and Garos practice traditional jhum cultivation. Tripuris, Reangs and Jamatias practice it even now. The Reangs, the only primitive tribal groups in Tripura are wholly dependent on shifting cultivation, which is not true for the Bhils, Santhals and Orangs who are involved in tea plantations. These jhumias are by tradition forest dwellers, and their slash-and-burn cultivation involves clearing forested lands and preparing these for fields. Various magico-religious ceremonies, based on traditional faith and belief of each tribe, are performed during both prior to harvest and post-harvest. The diversity of occupational pattern highlights the importance of community specific development programmes. Since there can be no universal approach to tribal development in the context of Tripura³⁸.

A survey conducted in 1990 by The Tribal Welfare, Govt. of Tripura estimated that this form of cultivation is practiced by around 55,049 tribal households over 35,000 — 40,000 ha annually. Of the tribal households, about 60 per cent are fully dependent on jhum, while the rest are partially so. Data collected from a first-ever census-type Enumeration of Shifting Cultivators in Tripura in 2007 show that 1.36 lakh persons (or 14 per cent of the tribal population) are still dependent fully or partially on jhum for their survival. The continued dependence on jhum is of concern since it is a precarious system of cultivation and, in the current circumstances (with reduced years of the jhum cycle), cannot provide an adequate means of livelihood³⁹.

Tripura was the first state in the North East India to adopt Joint Forest Management. Government of Tripura always held that tribals are integral part of the forest ecosystem and came up with a number of innovative programmes to reduce the practice of jhum. The Government has promoted alternate livelihoods; the most successful among these is

³⁸ Amitabha Singha: Forest Rights Act: Implications of Jhumias of Tripura. Tripura University.

³⁹ Tripura Human Development Report-Summary, 2007

plantation of rubber as an alternative source of income for shifting cultivators, landless tribal, tribal farmers owning un-arable uplands and uplift standard of living of marginalized tribal families. 650 Joint Forest Management Committees have been formed constituting 66521 families of which 60% are tribals.⁴⁰

But while such schemes have shown encouraging results, the number of jhumia families at present is significantly high. This is a cause for concern as there are a number of associated problems like alternative tribal livelihoods, education for jhumia children, etc.

The forests are not only the source of livelihood for tribals but there exists an intricate relationship between tribals and forests in the forest eco-system. About 80 per cent of the tribal population depends on forests for their survival. The main survival strategies being practiced are jhum cultivation and bamboo collection. The Jhumias have been cultivating in forested lands since the time of the kings. Since a large part of the area of the state is under forest cover the problem of jhum rehabilitation and tribal livelihood is challenging in both socio-economic and ecological ways.

The forests of the state are rich in timber and non-timber forest produce. These have been traditionally collected, processed and sold by the tribals and form an important source of cash income. Also, Tripura has a rich cultural tradition associated with use of medicinal plants. So far, about 266 species of medicinal plants (68 trees, 39 shrubs, 71 herbs and 88 climbers) have been identified and documented⁴¹. Bamboo plays a very vital role in the economy of the state as it serves the artisan and non-artisan users of the state. A total of 19 species of bamboo are reported in the state. While the annual revenue from forests in the state is around Rs. 300 lakhs, the subsidy that flows to the rural economy on account of free removal of only five items of forest produce has been conservatively estimated to be Rs. 12,926 lakhs, which is about 5.57% of State Domestic Product (SDP). This does not take into account edible fruits, tubers, medicinal plants and many other non-timber forest produce⁴².

Forestry related activities therefore form an important dimension in providing livelihood opportunities to tribal and rural poor. From 1998-99 to 2005-06, 76.19 lakh mandays have been created in the state. Further, more than 70% of the forest area falls under the 6th Schedule or the Tribal Areas Autonomous Development Council but the Council has no control over its administration since it falls under the purview of the Forest (Conservation) Act 1980. This makes the task of tribal development even more difficult and the initiatives of the state government and the challenges before it have to be carefully considered.

Labor and Employment

⁴⁰ Dr.R.L.Srivastava: Forest Tribal Interface: An Overview

⁴¹ Perspective Plan for Development of Forestry Sector(2007-08 to 2012-13). Forest Department, Govt. of Tripura,2006

⁴² Ibid.

Agriculture is the mainstay of economic activities among the STs in Tripura. In 2001 Census, 42.7 per cent of the ST population has been recorded as workers, which is lower than the aggregated national average for STs (49.1 per cent). Of the total workers, 69.6 per cent have been recorded as main workers and 30.4 per cent as marginal workers. Workforce Participation Rate(WPR) of 37.5 per cent among females is slightly lower than that of males (47.6 per cent). Gender wise disparity, however, is paramount in case of main workers; 86.5 per cent among males and only 47.5 per cent among females have been recorded as main workers.

Individual ST- wise data shows that Jamatia have recorded the highest WPR (48.7 per cent). On the other hand it is the lowest among Reang (39.2 per cent). Among all STs, 45.9 per cent of the total main workers have been recorded as cultivators and 29.7 per cent agricultural labourers. The Reang are predominantly involved in shifting cultivation with the highest of 64.9 per cent of their total main workers as cultivators among the major STs. On the other hand it is the lowest among Munda (12 per cent).

Land and livelihood

Land has been the main source of livelihood in rural areas. But land holdings are small, fragmented and unable to meet subsistence requirements of the household. The Government of Tripura is one of the few governments to have implemented land reform, the most important components of which are the restoration of alienated land to tribal families and distribution of government-owned land.

The Scheduled Tribes and Other Traditional Forest Dwellers (recognition of forest rights) Act, 2005, that came into force on December 31, 2007, said, "Those tribals primarily residing in forests and who depend on forests and forest land for a livelihood and have been residing in the forest for 75 years are eligible to get the settlement in the forest land." Besides demanding reduction in stipulated period, the state government asked for settlement in the forest land for non-tribals as well.

After the enactment of the tribals' Forest Right Act by the centre, 129,249 tribal families and 32,937 non-tribal families have applied to the government for getting settlement in the forest through this patta system. Tripura government has so far distributed land deeds among 82,000 tribals, who account for about 33 per cent of Tripura's 3.5 million-population. It is alleged that the Tripura government has requested the Prime Minister to amend the Tribals' Forest Rights Act so that those non-tribals who had migrated to India before signing of the Indira-Mujib pact in March 1971 can be resettled in the forests." This has raised serious concern for the indigenous people in the state.

Though agriculture is the main activity among the tribals, the average size of land holdings is very small in the state. Table 10.7 below shows the land holding pattern among the STs in the project districts of West Tripura and North Tripura respectively. Marginal farmers predominate in both the districts. Even within this category, farmers having land less than 0.5 ha are more numerous in both the districts. Under the circumstances, livelihood activities requiring less land and/or non-farms activities maybe encouraged.

Table 10.7: Land holding size in two project districts

Size Class(HA)	West Tripura (Number)	North Tripura (Number)
Below 0.5	35224	4815
0.5 - 1.0	14913	3914
MARGINAL	50137	8729
1.0 - 2.0	10179	4782
SMALL	10179	4782
2.0 - 3.0	2090	2311
3.0 - 4.0	484	225
SEMI-MEDIUM	2574	2536
4.0 - 5.0	175	80
5.0 - 7.5	88	26
7.5 - 10.0	16	0
MEDIUM	279	106
10.0 - 20.0	10	0
20.0 & ABOVE	0	0
LARGE	10	0
ALL CLASSES	63179	16153

Source: Agriculture Census, 2000 – 01

Land ownership

The pattern of ownership of land in Tripura is complicated by the fact of a large area under forests, area over which individual rights are not available, and the practice of shifting cultivation in forest areas (HDR Tripura 2007). Land is one of the most crucial and vital resources of tribals, their economy being predominantly limited to land and forest. It is also an important factor determining socioeconomic status and power in society. Possession of land gives status, stability and determines the life style of every community. In the north-eastern region, the Tripuri (13.8%) fell in the highest landless category. The number possessing land more than 4 hectares was not significant; the majority fell in the category belonging to land owning between 1 and 4 hectares.

The tribes of Tripura vary in terms of their socio-economic development. The Reangs are involved in shifting cultivation in a great number. This is not true for the tribes in the third category like the Bhils, who were brought to Tripura mainly for working as labourers in tea plantations.

Poverty and Deprivation

The Planning Commission estimates poverty for Tripura, based on head count ratio of Assam, for the Uniform Recall Period (URP) consumption distribution data of NSS 61st Round, 2004-05, yields a poverty ratio of 22 percent for rural areas in Tripura. Estimates of poverty prepared by the Government of Tripura, however, show a higher incidence of poverty than the Planning Commission estimates. Using, the same official methodology and data on consumer expenditure from the NSS, it is estimated by the Directorate of Economics & Statistics, Government of Tripura that 55 per cent in rural areas of the population fell below the poverty line in 2001-02. The State's estimate is based on consumption distribution data for Tripura instead of Assam for NSS 57th Round, 2001-0243.

Incidentally, the state has experienced significant progress in social, economic and political indicators of human development. The situation in Tripura is better than the Indian average with respect to achievements in health and education and in respect of implementation of an effective system of democratic decentralization. Table 10.8 gives the human development indicators for the state against the national average.

Table 10.8: Human Development Indicators

	India	Tripura	
	2001	1991	2001
Human Development Index	0.56	0.46	0.59
Education Index	0.64	0.60	0.73
Health Index	0.78	0.71	0.79
Income Index	0.28	0.07	0.25
Gender Development Index	0.54	0.44	0.56

Source: Tripura HDR, 2007

Table 10.9: Some Development Indicators for Tripura vis-a-vis National Figures (2008)

	National	State
Birth Rate	22.8	15.4
Death Rate	7.4	5.9

Natural Growth Rate	15.4	9.5
Infant Mortality Rate (IMR)	53	34

Source: - NFHS-III, Census-2001 and State Population Policy-2000

Yet as indicated in the Tripura Human Development Report 2007, historical and geographical factors gave rise to an economic base which is non-diversified coupled with a long phase of insurgency and ethnic clashes which have contributed to situation of low development. Presently, the population below poverty line is 34.4% as compared to the national average of 27.5% and with a high percentage of rural poverty (43.8%). This poverty has impacted the tribal populations which are largely rural. Lack of adequate land and decline in the quality of land among shifting cultivators have resulted in their impoverishment. Also, hilly terrain coupled with remoteness has acted as hurdles of development in all aspects. The condition of the Reangs, a Primitive Tribal Group (PTG), is even worse. Despite best efforts of the government, out of 36,000 PTG families, 23,000 are still Below Poverty Line (BPL).

Self Help Groups (SHGs) in Tripura

Table 10.10 District-wise distribution of SHGs formed under SGSY in Tripura (upto Dec.2010)

S.No.	Items	West	North	South	Dhalai	Total
1.	Total SHGs formed	13833	6098	9926	5265	35122
2.	ST SHGs formed	4743	1645	3534	2993	12915

Source: Rural Development Department, Govt. of Tripura, 2011

Key challenges of forming SHGs among the tribals are illiteracy, lack of awareness of the concept and geographical remoteness.

Legal and Policy Framework for Tribal Communities

In pursuance of the article 46 of the Indian Constitution, the welfare of the Scheduled Tribes (STs) is being looked after by the State Government. In order to protect the interest of the Scheduled Tribes (STs) and to curb exploitation at the hands of others, the Sixth Schedule of the Indian Constitution empowers the Governor to modify the State and Central Legislations regarding their applicability to the Scheduled Areas and to frame regulations for good governance in these areas.

The Tribals have been given numerous rights and concessions under various statutes of Central as well as State Governments but they remain deprived of the benefits arising out of

such statutory provisions due to their ignorance and apathy of enforcing agencies. There are various safeguards for the protection and development of Scheduled Tribes (STs) in accordance with the special provisions mentioned in the Indian Constitution such as: Article 15(4), 16(4), 19 (5), 23, 29, 46, 164, 275(1), 330, 332, 334, 335, 338, 339(1), 339(2), 371(A), 371(B), 371(C), Fifth Schedule and Sixth Schedule.

There is a **National Commission for Scheduled Tribes** set up under Article 338A in 2004 on the bifurcation of the erstwhile National Commission for Scheduled Castes and Scheduled Tribes to oversee the implementation of various safeguards provided to Scheduled Tribes under the Constitution.

To look into the affairs of the Reangs, the only primitive tribe in the state, the **TRP&PGP Department** started working from the year 1986. Since 1999-2000, it is working as Directorate under **Tribal welfare Department**. The works of the TRP & PGP Department is mainly beneficiary oriented. The source of fund is from the following:

- i) State plan.
- ii) Non – plan
- iii) Special central Assistance (SCA)
- iv) Central Sector Scheme (CSS)
- v) Border area Development project (BADP) etc
- vi) Block Grant.

Institutional and Governance Issues: Sixth Schedule & functioning of TTAADC

The Tripura Tribal Autonomous District Council or TTAADC was not initially included in the list of tribal areas included in paragraph 20 of the Sixth Schedule as originally enacted. It was constituted in 1979 under the Seventh Schedule of the Constitution. Later, the Sixth Schedule was extended to the TTAADC on the 1st of April 1985 by the 49th Amendment of the Constitution which inserted the Tripura Tribal Areas District in part IIA of the table appended to paragraph 20 of the Schedule as amended. Sub-paragraph 3 of the same paragraph defines the area as those specified in the First Schedule of the Tripura Tribal Areas Autonomous District Council Act, 1979. The Sixth Schedule provides for district councils for each of the tribal areas appearing in the table appended to paragraph 20. The Council is to consist of a maximum of 30 members. TTAADC has enacted legislation on the allotment and use of land, management of forests, village and town administration. However, the Council is yet to constitute Judicial courts as per provision of the Schedule.

Regarding establishing of infrastructure, the Council is involved in establishment and management of primary schools besides implementing centrally sponsored schemes such as the Sarva Siksha Abhijan (SSA) and Cooked Mid-day-meal programmes. It also manages two hospitals established by the district council. It is also involved in construction of market shed and management of primary markets. The Council is responsible for construction and maintenance of village roads and construction of bridges and culverts.

Although the State government has formally handed over the administration of certain activities of 20 departments to the Councils, the departments continued to function under the administrative control and direction of the State government. Except for primary education, the transfer of other departments to the Council is only in paper as it has not been accompanied with transfer of officials and staff, funds and infrastructure of these departments. Recently, Tripura government gave administrative powers of Forest Department to TTAADC for governing 11 green ranges falling inside the council area. However, it has no authority to collect revenue and issue permit for felling trees. With this, the council got control over ten departments including primary education, animal resources,

agriculture, social welfare, fisheries and healthcare. The council would also handle two projects funded by JICA and Indo-German Bank⁴⁴.

The Council receives funds from the State government under (i) Plan Grant- fund earmarked in the State budget plan (ii) Transfer fund- funds earmarked by line departments of the State Government which are placed to District Council as transferred Fund (iii) Own Fund - share of taxes and revenue mobilized by Council.

The state government collects some of these taxes on behalf of the Council which is then shared with the Council on agreed percentage. The Council also directly mobilises resources by way of sale of proceeds of its fish piggery and firms, auction of village markets, sale proceed of industrial training centres, rent of stalls, trade license fees, etc. However, the amount collected directly by Council from these sources is very nominal. At present, under Article 275(1) of the Constitution of India, the Councils receive grants-in-aid from the consolidated fund of India. This fund is released by the Ministry of Tribal Affairs, Government of India, to the State government which then releases it to the Council through concerned state department. A GOI sponsored project to study the functioning of Autonomous councils in NE India has suggested that this fund could be directly sanctioned and released to the Councils. The Council has an important role in initiating development activities in the Council area and also in protecting the interest of the tribals. They see the Council as an important institution which needed to be fully supported by the State and Central government. They are also aware that the Council is fully dependent on the state government for funds. They also pointed out that politicization of the Council at all levels is an important factor that hinders the Council from discharging their functions and responsibilities effectively.

- The development activities of the Councils are at present very limited. There is therefore an urgent need to enlarge the scope of development activities of the Councils in line with functions assigned to the panchayats.
- There is also a need to secure people's participation in planning and implementing of development activities in the lower tier of elected local government institutions at the village and intermediate levels in order to ensure maximum participation of people at the grass roots in development programme.
- Implementation of central sponsored schemes should be entrusted to district councils and lower tier of local government such as village councils.⁴⁵

Important legislations and the Scheduled Tribes

Tripura Land Revenue and Land Reforms Act 1960 (TLR & LR Act, 1960): Apart from the provisions of IPC, the State Law "TLR & LR Act, 1960 have provisions to deal with the cases of occupation of tribal land. The Tripura Government has introduced the Restoration of Tribal Land as per Rule 187 of TLR & LRS Act, 1960 and was launched in 1978. Land belonging to 8982 STs was restored approximating to 7289.64 acres. **However, under this Act tribal land could be alienated under special cases with the approval of designated authorities.**

Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989: It became effective from 30.1.1990. For carrying out the provisions of this Act, the Govt. of India has notified the SCs and the STs (Prevention of Atrocities) Rules, 1995 on 31.3.1995. In keeping with the provisions of this Act, Special Courts have been set up. Sessions Courts in the districts of West, North and South Tripura are designated as Special Courts.

⁴⁴ The Assam Tribune. May 2,2011

⁴⁵ Prof. E.D. Thomas et al: FUNCTIONING OF AUTONOMOUS COUNCILS IN THE SIXTH SCHEDULE STATES OF NORTHEAST INDIA (GOI sponsored project).

The Scheduled Tribes and Forest Dwellers (Recognition of Forest Rights) Act 2005.

The new Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act allows for the settlement of land and forest rights to all Scheduled Tribes and other traditional forest dwellers living in forest areas before 13 December 2005, the date on which the Bill was introduced in Parliament.

The Act pays attention to displaced people and to rehabilitation. It covers all forests including reserved forests, national parks and sanctuaries. With this Act, there is recognition of the developmental role of the State and the right of forest dwellers to basic amenities. The Act also strengthens the powers of the Gram Sabha to settle rights at the local level and makes other institutional structures more representative.

The Tripura Scheduled Castes and Scheduled Tribes (Reservation of vacancies in services and posts) Act, 1991 and the Second Amendment Bill, 2005. This provides thirty one percent reservation for the Scheduled Tribes in any vacancy or vacancies in services or posts in an establishment which are to be filled up by direct recruitment. Presently, in the state government jobs, Debbarma section of the Tripuris followed by Darlongs and Chakmas are well represented.

Tripura Land Revenue and Land Reforms Act 1960 (TLR & LR Act, 1960): Apart from the provisions of IPC, the State Law “TLR & LR Act, 1960 have provisions to deal with the cases of occupation of tribal land. The Tripura Government has introduced the Restoration of Tribal Land as per Rule 187 of TLR & LRS Act, 1960 and was launched in 1978. Land belonging to 8982 STs was restored approximating to 7289.64 acres. **However, under this Act tribal land could be alienated under special cases with the approval of designated authorities.**

Tripura Panchayat Act, 1993 (following the Constitution (73rd Amendment) Act, 1992. The 1993 Act provides for one third reservation for women at all levels and among the seats reserved for Scheduled Castes and Scheduled Tribes as well. There is no doubt that the policy of reservations – in panchayats and more recently through a historic amendment in the law of election to village councils in the ADC areas – has created an impact. The Tripura assembly unanimously passed two bills enhancing reservation for women in three-tier panchayats (village councils) and urban local bodies from the existing 33percent to 50percent.

Tripura Panchayat and Urban Development Minister moved the Tripura Panchayats (fifth amendment) Bill, 2010, and the Tripura Municipal (fourth amendment) Bill, 2010, in the the Tripura assembly. The PR system in Tripura was initially guided by the United Province Panchayat Raj Act, 1947, and Gaon Sabhas in development blocks were constituted in a phased manner. As the ambit of the Gram Panchayats activated and their effectiveness increased and participation of the villagers became more intensive, the state govt. felt it necessary to enact a new legislation, The Tripura Panchayats Act, 1983, was brought into force in January 1984, replacing the United Provinces Panchayat Raj Act, 1947.

Tripura has a long history of good local self governance, where a single tier system of Panchayati Raj was started at the village level. The Gram Panchayat is the executive body of the Gaon Sabhas constituted through open election by raising hands. Naya Panchayat was also formed at circle level by comprising several Gaon Sabhas.

The Tripura Panchayat Act, 1993 established a three-tier structure in the state with the Gram Panchayat as the lowest tier, the Panchayat Samitis at the block level and Zilla Parishad at the district level. The Act also provides for a Gram Sabha which shall meet annually to consider matters relating to accounts, budget, and report of development works in the Gram Panchayat.

Gram Sabhas are there irrespective of schedule or non-schedule area. Hence, Tripura's local self governance is quite unique. The members of Gram Sabha in Tripura have never been silent observer. They actively participate in almost all the village affairs like crime and punishment, guarding the villages and forests, resolving community conflicts, land alienation and management matters, general cleanliness of the village and other service areas like cleaning the local health centre. Gram Sabhas are capable of determining and analyzing the resources they have including opportunities as well as problems and obstacles to development.

National Forest Policy (NFP), 1988: Some of the salient objectives are:

- i. Maintenance of environmental stability through preservation and restoration of ecological balance.
- ii. Conserving the natural heritage by preserving the natural forests, biological diversity and genetic resources of the country.
- iii. Increasing substantially the forest/tree cover through massive afforestation under social forestry programmes.
- iv. Increasing the productivity of the forests to meet essential national needs.
- v. Meeting the requirements of fuel wood, fodder, minor forest produce & small timber of the rural and tribal population, and safeguarding the customary rights and concessions of these people.
- vi. Containing shifting cultivation by rehabilitation/development of jhumia and also ensuring rehabilitation of affected areas.
 - vii. Rights and concessions including grazing inside the forests to be linked with carrying capacity, and holders of customary rights and concessions in forests to identify themselves with protection and development of forests.
 - viii. Creating a massive peoples' movement with the involvement of educational institutions, farmers, KVKs, and other institutions for achieving the objectives of the policy and to minimize pressure on existing forests.

State Afforestation Policy under broad framework of National Forest Policy (NFP), envisages effective rehabilitation of degraded forests, Joint forestry planning and management arrangements involving local communities is an integral part.

TRIBAL DEVELOPMENT PROGRAMS IN PROJECT AREAS OF TRIPURA

While the state government provides massive support for rural development through various Centrally sponsored schemes and State support projects- IAY, NRHM, SSA, PMGSY and supplementary nutrition under Centrally Funded schemes⁴⁶, the impacts of the public programmes on poverty reduction and enhancement of natural resource base have not lived up to expectations. PDS, MGNREGA, PMGSY and IAY are some exceptions

The challenge here does not lie in the provision of funds only but in enhancing the efficiency and effectiveness of such large public investment programmes.

Special Central Assistance to Tribal Sub-Plan

Every department of the State Government dealing with development issues concerning STs is required to set aside at least 31% of their plan fund towards Tribal Sub-Plan. Funds earmarked for the TSP are booked against the Budget Demand of Tribal Welfare Department (Demand No.19) to avoid diversion for any other scheme. Also, the expenditure under TSP

⁴⁶ Eleventh Five Year Plan. Chapter-7: 137

area should not be less than 31% of the State Plan. During 2009-10, the expenditure was higher at 41.17% of the State Plan expenditure.

Education

With the implementation of centrally sponsored '**Sarva Shiksha Abhiyaan**' and with the decline of insurgency, education has spread to different corners of the state. Investment in education for tribals has had far reaching implications. In accordance with the principles laid down in the constitution, reservations in educational institutions, mid-day meals and rehabilitation of Jhumia children have been undertaken. Different categories of scholarships have also been offered to the STs such as **Post secondary scholarships for tribal children, Scheme for Supporting Boarding Houses for Primary Scheduled Tribe (ST) Students in Tripura Tribal Autonomous District Council areas(2009-14)** to name only a few.

The Scheme for supporting Boarding Houses for Primary Scheduled Tribe (ST) Students in Tripura Tribal Areas Autonomous District Council (TTAADC) was formulated for educational upliftment of those children belonging to BPL category of Scheduled tribe community who are living in the villages of TTAADC area of Tripura. The stipend for boarders will be sanctioned by the Tribal welfare department. The target group for the benefit of this scheme would be the children of BPL families residing in the most interior ADC villages where boarding house facility for ST students is not available. Hostels for such children may be set up at all such places where there is existing class XII schools so that these children will be able to study upto class XII. Preference is given to boarding houses set up for girl students. Technically the boarding house may be even located outside TTAADC area; however the target group will remain the same. **Here preference should be given to the PTG Reangs among whom there is a high percentage of girls' dropout (60 %).**

Kasturba Gandhi Balika Vidyalaya(KGBV) scheme: was launched to provide education to underprivileged girls, especially of SC and ST. School dropouts and poor students have been drawn to rejoin school under this scheme.

The Tribal Welfare Department is one of the Departments among the 19th nos. of department created under the Tripura Tribal Areas Autonomous District Council Administration Rules, 1988. Some of the schemes taken up are:

1. Integrated Jhumia Re-Settlement Scheme:-
 - a) Rubber Plantation(TMC)
 - b) Rubber Plantation(New creation)
 - c) Tea Plantation(New)
2. Nucleus Budget Scheme:-
 - a) Financial assistance for Medical treatment inside or outside Tripura of poor Tribal.
 - b) Need base Scheme for deserving Tribal not covered by other general scheme
3. Area based development
4. Special Incentive for Tribal areas.
5. Codification of Customary Laws for Tribal.
6. Housing Scheme.
7. Assistance for Business.
8. Construction/Repairing of Tribal Rest House.
9. Orientation Training of TW Staff.

Projects under Non Lapsable Central Pool of Resources (NLCPR)

The Non-Lapsable Central Pool of Resources (NLCPR) created in 1997–98 (operationalized in 1998– 99) is the accrual of the unspent balance of the

mandatory 10% budgetary allocation of the Ministries/Department. The broad objectives of the NLCPR Scheme is to ensure speedy development of infrastructure by way of filling the existing infrastructural gaps (economic and social) in the region by making funds available from the pool. The Ministry of Development of North Eastern Region (DoNER) was set up in 2001 to coordinate and give impetus to the Centre's development efforts pertaining to socio-economic development of the region. NLCPR, which was initially handled by the Planning Commission, was transferred to DoNER after its creation. DoNER is responsible for coordination the planning, execution and monitoring of the developmental schemes and projects in NER. Some of the schemes are:

- Infrastructure development of school, college and engineering college
- Hospitals in Agartala, and in different districts and sub-division
- Drinking water supply schemes, etc.
- Rubber, Tea, and bamboo plantations.

Rural Development

- **Swarnajayanti Gram Swarozgar Yojana (SGSY) 2008-09:**
Total swarozgaries group benefited 2,156
ST swarozgaries group benefited 626
- **National Rural Employment Guarantee Act (NREGA) 2008-09**
Total mandays generated (in lakh) 351.115
Mandays generated for ST (in lakh) 158.678

MGNREGA: Under this scheme on an average 80 mandays of work has been allotted to every family in 2009 and 54.74 mandays in 2010-2011. However it is worth mentioning that in remote tribal villages where alternative sources of employment are not available, 100 days of employment are not sufficient. Therefore scope of work under MGNREGA can be extended to other activities beyond those prescribed and also more number of days maybe considered.

Indira Awas Yojana (IAY): Housing facilities to the people belongs to the BPL cadre are provided. It aims to provide dwelling units, free of cost to STs and SCs and BPL families in rural areas. The beneficiaries undertake construction of houses with the community assistance.

Rashtriya Swasthya Bima Yojna(RSBY): It is running in ST villages with 90% contribution from GOI and 10% from state government. Under this scheme each family member is insured for medical expenses upto Rs.30, 000 per annum.

National Rural Drinking Water Programme (NRDWP): According to state government sources, out of 4500 ST habitations, 1066 habitations have been covered fully under this scheme, while 1047 are partially covered.

Total Sanitation Campaign (TSC): It was launched in Tripura in 2001-2002 to ensure reduction in mortality and other disease. It has been running successfully with total coverage in West District and near total coverage in the North Districts⁴⁷. However, it needs to be mentioned that maintenance and repair work needs to be provided. **This maybe done from NERLP project fund.**

Health

⁴⁷ Source: Online Progress Monitoring System, Total Sanitation Campaign. Department of Drinking Water and Sanitation, Ministry of Rural Development, GOI. Accessed on Feb.2nd 2011.

Tripura has implemented the activities of **National Rural Health Mission** for attaining the goals and objectives of National Population Policy and Millennium Development Goals. The performance of **Janani Suraksha Yojana(JSY)**, community mobilization by ASHAs, proper referral transport, increased number of deliveries, OPDs and bed occupancy have improved. However as indicated in the Progress Report of NRHM in Tripura (June 2009), **Child Health component expenditure is very low**. The expenditure under Urban RCH component is very low. And most importantly, **expenditure under Tribal Reproductive and Child Health programme must be incorporated and enhanced**.

Key issues

1. Maternal Health, including JSY

- The maternal health indicators show a decline in almost all key parameters
- Antenatal care is of concern. Proportion of mothers who had full ANC has declined

2. Child Health

- Increase in IMR from 32 in 2003 to 39 in 2007.
- Antigen-wise coverage has declined between 2003 and 2007. Children 12-23 months who have received BCG vaccine has declined (from 78% to 66.5%); DPT vaccine (52.3% to 47.3%); and measles vaccine (52.5% to 51.7%).

Village Grain Bank scheme in Tripura: Earlier this scheme was run by the Ministry of Tribal affairs. However, since 2004, the scheme is being implemented by the Department Food & Public Distribution.

The main objective of the scheme is to provide safeguard against starvation during the period of natural calamity or during lean season when the marginalized food insecure households do not have sufficient resources to purchase rations. Such people in need of food grains will be able to borrow food grains from the Village Grain Bank. The scheme envisages inclusion of all willing BPL/AAY families in the villages to be identified by the State Government in food deficit areas. This scheme was implemented in 2005-06 and in 2008-09. **This grain bank can be implemented by the Project through CDGs**

Training of Rural Youth for Self Employment, Twenty Point Programme (TPP), SCA & Social Security Pensions (SSP), etc.

Public Distribution System: Tripura is deficit in foodgrains production. To bridge the gap between demand and supply (i.e. production), Tripura has adopted a *Ten-Year Perspective Plan for Self-Sufficiency in Foodgrains Production*. During the last eight years, the state has made rapid strides in achieving self-sufficiency in the production of quality and certified seeds, and in extension of the irrigation coverage to more than 84 per cent of the irrigable land and 38 per cent of the total cultivable land to boost production. The state has perceived that the public distribution system (PDS) is getting weakened, therefore the coverage of the PDS should be universal and not 'targeted,' so as to make it accessible to all sections. Due to this reason, in Tripura 40 per cent of population is covered under the targeted public distribution system (TPDS) (BPL/Antodaya Anna Yojana) and the rest of the population is covered under the above poverty line (APL) category, taking the PDS coverage to 99 per cent of the population.

Vocational training & skill development: A National Skill Development Mission with an outlay of Rs 31,200 crore to increase capacity from 2.5million to 10 million per annum. **The National Skill Development Mission** would among many:

- Encourage Ministries to expand existing public sector skill development infrastructure and its utilisation by five fold.
- Enlarge the coverage of skill spectrum to 1000 trades, with relevance to our emerging needs while making a distinction between structural, interventional and last mile unemployment and correspondingly set up programs for 24 months, 12 months and 6 months duration. "Finishing Schools" will be encouraged to take care of last mile unemployment.
- Create a "National Skill Development Fund" imposing a universal skill development obligation industry to invest in skill development of SCs/STs/OBCs/Minorities/other candidates from BPL families -as their contribution to affirmative action combined with matching Government Contribution.

The NERLP can converge with this Mission for training youths.

Nukhwng Hamari Credit Card (NHCC) Scheme: A credit linked self-employment scheme for tribal unemployed youth: This scheme is applicable to all unemployed tribal youths in individual form or small group comprising 5 to 7 person or any Self help group (SHGs) or Joint Liability group (JLG) active in the TTAADC area. In the said scheme, candidates are selected jointly by the Tripura Gramin Bank and TTAADC after thorough verification. The selected party has to get a term loan or cash credit of Rupees one lac to Rupees 5 lac. on current bank interest rate of 10 to 12% of which 50 % subsidy is given by TTAADC provided the borrower repay the entire installment without any failure. The Scheme is formulated for Goatery, Piggery, Fishery, Dairy, Tailoring, and Weaving related project work.

Rubber Plantation: The State Forest Department, aiming at soil and moisture conservation, first introduced rubber in Tripura in 1963. With the intervention of the Rubber Board since 1967, rubber has reached the small growers' yard. In 1976, Tripura Forest Development & Plantation Corporation Ltd. (TFDPC Ltd.) was set up to bring more area under rubber cultivation. The TFDPC Ltd. is the major producer of rubber in the State and it functions under the administrative control of State Forest Department. The Tripura Rehabilitation Plantation Corporation Ltd. (TRPC Ltd.), under administrative control of State Tribal Welfare Department, is the 2nd largest producer of rubber in the State with financial support from the World Bank. Tribal beneficiaries have greatly benefitted leading to uplifting of economic conditions of the villagers. It was formed with the main objective of economic rehabilitation for the shifting cultivators and tribal marginal farmers through rubber plantation. The species has proved excellent for permanent settlement of tribal jhumias.

The Tripura Forest Improvement and Poverty Alleviation, as an externally aided project, started in 2008-09 with funding from Japan Bank of International Cooperation (JICA) to increase the level of income and reduce the poverty among the people dependent on forest resources of the State. Though it is widely acknowledged that rubber cultivation has enhanced income of the tribal forest dwellers, there is a widespread opinion that there exist a difference in the price of rubber they produce and the prevailing market price which has raised concern among the tribal producers. In addition, there is a growing apprehension about the future of the plantation because rubber plantations have a productive life of approx. 25 years.

TRIBAL DEVELOPMENT FRAMEWORK

10.1 North East Rural Livelihood Project (NERLP). The North East Rural Livelihood Project (NERLP) aims to improve rural livelihoods especially that of women, unemployed youth and the most disadvantaged and vulnerable populations, including the scheduled tribes, in Nagaland, Mizoram, Tripura and Sikkim. The project has four main components that include social empowerment, economic empowerment, partnerships development and project management.

Component 1: Social Empowerment - The objective of this component is to empower the rural communities, create sustainable community-managed institutions of the poor, so that they manage common interest activities around microcredit, community infrastructure, livelihoods, and natural resources

Component 2: Economic Empowerment - The objective of this component is to develop the capacity of rural communities to plan and provide funds to them to undertake various economic initiatives and common public-good activities.

Component 3: Partnership Development - The objective of this component is to partner with various service providers, resource institutions and public and private sector organizations to bring resources such as finance, technology, and marketing into the project so that the community groups and organizations are able to improve their livelihoods.

Component 4: Project Management - The component will facilitate various governance, implementation, coordination, learning and quality enhancement efforts in the project.

These components have been described in greater detail in earlier chapters of this report. The key activities to be supported under the proposed NERLP will aim to achieve the following key outcomes:

- (i) Create sustainable community institutions consisting of Community Development Groups (CDGs), women self-help groups (SHGs), SHG village federations, producer organizations (POs), and youth groups of men and women (YGs).
- (ii) Build capacity of community institutions for self governance, bottom-up development planning, democratic functioning with transparency and accountability.
- (iii) Increase economic and livelihood opportunities by:
 - a. Managing natural resources and improving agriculture for food security and income enhancement from farming and allied activities;
 - b. Developing employable skills of youths and establishment of self and/or group managed enterprises;
 - c. Establishing backward and forward linkages for economic enterprises;
 - d. Creating access to finance through linkages with banks and other financial institutions;
 - e. Creating critical infrastructures
- (iv) Develop partnerships of community institutions for natural resource management, microfinance, market linkages, and sectoral economic services.

10.2 Project Implementation in Tripura. NERLP will target approximately 300,000 households in 1,624 villages under 58 blocks across 8 districts in the Mizoram, Nagaland, Sikkim and Tripura. The selected districts and details of their blocks in Tripura are:

Table 10.1 : NERLP Project Area

State	District	No. of blocks	Block Name
Tripura	West	16	Khatalia, Melaghar, Boxanagar, Bishalgarh, Jampuijala, Dukli, Hezamara, Mohanpur, Jirania, Mandwai, Mungiakami, Teliamura, Kalyanpur, Khowai, Tulashikhar, Padmabill
	North	8	Kumarghat, Gournagar, Kadamtala, Panisagar, Dhamchhara, Pecharthal, Dasda, Jampuihill
		24	

10.3 Objectives and Core Principles. Social Assessment of NERLP has highlighted the presence of tribal in the Tripura. The main tribal communities present in the districts are *Reang, Chakma, Tripuri, Jamatia* and *Halam*. These communities are marginalized and vulnerable compared to the non-tribal groups and need enhanced and targeted project outreach, higher standards of consultations, and other safeguard measures to ensure benefits from project interventions accrue to the tribal households in a socially and culturally compatible manner and improve their livelihoods. Based on the findings of the social assessment and the stakeholder consultations, this tribal development framework (TDF) has been prepared for project implementation in Tripura. The objectives and key principles of the TDF are:

- To safeguard the overall interests of the tribal beneficiaries and ensure that the tribal households are not excluded from the community driven developmental process.
- To reach out, support and empower tribal households in project villages in accessing project services and benefit from opportunities for livelihoods improvement.
- Development of economic skills and entrepreneurship among tribal community.
- To support social and economic empowerment of the tribal in the project area with targeted inclusion strategy
- To protect indigenous knowledge and practices

The TDF will address the needs of the tribal communities in the State with respect to information on government programmes on livelihoods, collective leadership and action for realizing rights and entitlements with identify, ability to participate in village level planning and decision making.

The TDF was prepared on the basis of the learning acquired from field experiences, secondary material, project reports of similar projects and stakeholder consultations. The field work and consultations were held in in West Tripura and North Tripura districts where data collection, village level consultations and participatory social mapping were done. Six villages were covered, including the tribal groups in North and West Tripura districts.

The preparation of the TDF adopted participatory methods for consultation and had 'free, fair and Informed consent' of all key stakeholders including the tribal communities, TTAADC officials, officers from the Directorate of Primitive Tribal Group (PTG), various Block level and line departments of the Government of Tripura, Academia, Voluntary Associations and civil society members.

The TDF summarises the i) socioeconomic, institutional and development profile of tribal communities in Tripura; ii) a framework for enhancing consultation and participation of the tribal communities; iii) screening and mitigation process for potential adverse impacts on tribal households; iv) grievance redressal and conflict resolution mechanisms; v) institutional arrangements and capacity building measures and vi) monitoring indicators. An extensive

background note on the social, economic, legal and institutional profile of Tripura is attached at the end of this Chapter.

10.4 Consultation and Participation Framework. The TDF is applicable to all project villages with tribal population. A Consultation and Participation framework is included to ensure free, prior, and informed consultations are held with the tribal beneficiaries throughout project implementation, and the tribal beneficiaries are fully represented and active in community institutions and the project support. The key mechanisms and interventions of the framework are summarized below.

i) Prioritisation of remote villages with high concentration of scheduled tribes. The DPMU will prioritise project villages with sizable tribal presence in the pilot blocks and the annual action plans. One of the pilot blocks would be with sizable tribal villages. All tribal villages with adverse health and nutrition indicators would be prioritized for project interventions. Special focus and attention would be paid on including the areas with the primitive tribal group, Reang.

ii) Prioritised selection and targeting of remote habitations, shifting cultivators (Jhumias), Reang households during PRA. While the project will adopt a saturation approach and will reach out to 70% of the eligible tribal households in each village, it is important that All ST households, specially those in remote habitations, Jhumias, Reang and other vulnerable households are identified and mobilized.

iii) Participatory assessments and PRA exercises to fully include and profile tribal households. Participatory wealth grouping and other exercises conducted with full attendance, participation and understanding of the tribal and non-tribal participants, with sufficient advance notice. During the PRA exercise and profiling of village and household baseline, the socioeconomic data of ST households will be documented, including information on sub tribe, landholding, rights and concessions, livelihoods, BPL status, SHG membership status other socioeconomic parameters mentioned in the M and E chapter. Documentation of key natural resource, social services, infrastructure and livelihood priorities and opportunities for tribal and non-tribal households, should also be documented as part of PRA exercises. BPFT would need to “go out of the way” to engage those members of the community who might otherwise be left out or excluded. The list of ST households in the beneficiary lists would be validated by village council, gram panchayat, and the tribal leaders.

iv) Formal Consultations with ALL social, ethnic, and tribal groups held and documented during village entry. Broad community support might be implied, given the participatory and demand driven approach of NERLP. However, in mixed community villages tribal groups may be excluded from decision making processes and project benefits. To safeguard such exclusion, PFTs will hold a formal consultation with ALL social, ethnic, and tribal households in each village, including tribal leaders, elders, panchayat leaders and officials, village level government workers etc. during village entry. The meeting will cover project objectives and benefits, tribal strategy, assessment of broad community support, grievance redressal mechanisms for the project etc. The meeting will be held with advance notice will be documented.

v) Selection of Village entry activities based on consultations with tribal households. The village entry activities will involve Focus Group Discussions (FGDs) and consultations with tribal leaders, and households in all the tribal hamlet/cluster of the villages. The selected village entry activities will reflect the priorities of the tribal community.

vi) Communication and Consultations with tribal communities held in locally understood language. As part of the mobilization process, tribal communities will be provided information and training on rules and regulations, processes and objectives of SHG formation through appropriate mediums- pictorial, using folk media, local resources, etc. The consultations

would be held in the local language using local art and theatre forms, and should be culturally appropriate and in consonance with tribal ethos and customs. The PFTs and CSPs will lead the process of consultation and information dissemination. A Manual for Consultation and communication with tribal communities would be developed by the RPMU.

vii) Mobilisation and Inclusion of Tribal men and women in community institutions (SHGs, CDGs, YGs and PO). NERLP would be focusing on mobilising Women in existing SHGs, SHGs from the identified poor households. For tribal participation in community institution, PFTs would give priority to targeting and mobilising the poorer tribal women and men in SHG, CDGs, YGs, POs and NRMGs etc. Exclusive tribal community institutions (all tribal SHGs, CDGs etc) would be promoted based on pre-existing affinity and local demand. In tribal villages, at least 70% of identified tribal household will be mobilized in SHGs. The project would identify specially qualified and preferably tribal staff to work among the primitive tribal groups. Preference will be given to tribal youth to work with the project as community service providers. It would be important to ensure that the Community Resource persons come from ALL tribal and ethnic groups in the project villages.

viii) Flexible adaptation of group functioning norms in tribal areas. Group formation and functioning norms would need to be adapted to geographical and socioeconomic conditions, including preexisting customary institutions and informal savings and credit groups, in the tribal areas.

ix) Representation of tribes in Community Institutions. All SHGs, CDGs, YGs and POs, will have representation of the scheduled tribes (STs) in office bearing positions, executive committees (ECs), other committees and general body of the groups. Members from each ST family including the husband, wife and one adult member, preferably the daughter, will be the member of the CDG. In ST dominated villages, tribal inclusion will be automatic. In villages having less tribal populations it is recommended that seats for tribal members be reserved as per their population size. In mixed communities, tribal subcommittees could be formed in the CDGs, YGs, POs, NRMGs, and federations

x) Consultations on livelihood plans, community development plans (CDPs) and NRM plans. The community institutions will prepare livelihood plans, community development plans (CDPs) and NRM plans, and receive project support for implementation of these plans. Planning and need assessment for these plans should involve full and documented participation and feedback of all tribal and non-tribal households, community leaders, village council, youth clubs and gram panchayat. These plans would reflect the key livelihood priorities of the tribal people, and should be endorsed by the tribal members. Special attention would be paid on including livelihoods, of the tribal people, especially the primitive tribes. Some of the livelihoods options indicated by the tribal communities are piggery, fishery, backyard poultry, cultivation of vegetables and fruits. It is important to ensure support tribal livelihoods in planning for value chains. CDPs should benefit majority of the tribal households in the project villages, and have convergence linkages with government programmes targeting tribal households. PFTs would provide targeted assistance to the tribal community institutions for preparation of CDPs that address livelihood priorities of the tribal households.

All CDPs, NRMPs need to be endorsed by the tribal households. Any community resolutions to introduce regulations and enforcing them would need to be decided with full participation of traditional village institutions

Allocations could also be set for supporting livelihoods in the targeted tribal areas, specially where the primitive tribal groups reside. Targeted allocation of SHG seed grants and livelihood grants should be made to SHGs with tribal members.

xi) Periodic Consultations during project implementation, Monitoring and Review. PFTs will hold regular consultations with the tribal and non-tribal community groups throughout the project implementation period. The process monitoring and external audit for implementation of TDF will hold focus group discussions and community consultations in tribal villages, and highlight feedback and findings. Monthly consultations will be held with the tribal community institutions in the first two year of project implementation, following which these consultations could be held on a quarterly basis. However with PTG group such monthly consultations should be continued or even frequently if need is perceived.

The key actions under the TDF are summarized in the table below.

Table 10.2: Tribal Development Framework - Key Actions

Sub Components	Key Actions	Implementation Responsibility	Supported by
Component 1 – Social Empowerment			
Support to Project Facilitation Teams (PFTs)	<ul style="list-style-type: none"> -PFT staff engages tribal youth, especially in tribal blocks/clusters -Entry point activities selected on the basis of consultations with tribal communities and leaders - Training programme of PFTs involves special module on identify, culture, inclusion, empowerment, entitlements and and development of tribal households 	DPMU	RPMU
Community Mobilization, Capacity and Institution Building	<ul style="list-style-type: none"> -Priority selection of villages with high population of tribal, specially Reangs -Documentation of key natural resource, social services, infrastructure and livelihood priorities and opportunities for tribal and non-tribal households, as part of PRA exercises -Participatory wealth grouping and other exercises conducted with full attendance, participation and understanding of the tribal and non-tribal participants, with sufficient advance notice -Project communication activities use local resources, media and community institutions, -Formal consultations with village councils, panchayats and tribal leaders held and their broad community support documented -Group formation and functioning norms adapted to geographical and socioeconomic conditions, including preexisting customary institutions and informal savings and credit groups -Mobilization of men and women from all tribal households in the villages, specially the Reangs, included as beneficiaries -Exclusive tribal community institutions promoted based on pre-existing affinity and local demand -Tribal households represented in all office bearing positions and executive committees of the community institutions; -Tribal subcommittees formed in the CDGs, YGs, POs, NRMGs EAGs, and federations -Community capacity building activities cover rights and entitlements, legal empowerment particularly of tribal people. -Preference to tribal youth as community service providers -Capacity building of CSPs to include tribal development and empowerment. -PFTs provide intensive handholding support to tribal community institutions 	PFTs	DPMU Social Staff and External agencies (as required)

Component 2 –Economic Empowerment			
SHG Investment Support	<p>Targeted allocation of SHG seed grants and livelihood grants to SHGs with majority tribal members</p> <p>Handholding assistance provided to prepare SHG livelihood plans, CDPs, NRMPs; SHG livelihood plans, CDPs, NRMPs are prepared following social impact screening and mitigation guidelines and are endorsed by tribal groups</p> <p>Special assistance provided to prepare collective livelihood plans</p> <p>PFTs conduct social impact screening of the SHG livelihood plans, along with the environment screening</p>	PFTs, CRPs	DPMU Social Staff and External agencies (as required)
Community Development Investment Support	<p>Targeted assistance provided for preparation of CDPs that address livelihood priorities of the tribal households</p> <p>Planning and need assessment for CDPs involves full and documented participation and feedback of all tribal and non-tribal households, community leaders, village council, youth clubs and gram panchayat</p> <p>CDPs to benefit majority of the tribal households in the project villages</p> <p>CDPs to have convergence linkages with government programmes targeting tribal households</p> <p>All CDPs screened for potential adverse impacts on private land, customary rights, concessions, entitlements, existing resource usage, and any required mitigation measures are formally adopted and supported by all CDG members through a transparent, participatory and voluntary process.</p>	PFTs, CRPs	DPMU Social Staff and External agencies (as required)
Producer Organizations Investment Support	<p>Producer Organizations and value chains address the livelihood constraints of the tribal households</p>	PFTs, CRPs	DPMU Social Staff and External agencies (as required)
Youth Skill Development and Placement Support	<p>Consultations with existing youth groups, informal associations and NGOs in tribal villages</p> <p>Allocation for support to tribal youth, both men and women, from project villages</p>	PFTs, CRPs	DPMU Social Staff and External agencies (as required)
Innovation Support	<p>Innovation proposals focusing on meeting the most tangible social, livelihood, health, and food security needs of tribal communities given priority.</p> <p>Proposals to be based on direct consultations and feedback from tribal communities</p>	DPMU Social Staff	DPMs, BPFTs, State Coordinator
Component 3 - Partnerships			
	<p>Support to financial institutions that focus on enhancing financial inclusion and credit linkages in tribal areas</p> <p>Piloting of 'Business correspondent and facilitator' model in tribal areas</p> <p>Engagement of technical institutions for providing provide technical know-how, critical market linkages and capacity building support for</p>	RPMU Social Staff	DPMU Social Staff and External agencies (as required)

	livelihoods in tribal blocks Engagement of specialized agencies for training, sociotechnical support, action research, thematic studies, workshops etc on social and legal empowerment and livelihood development in tribal blocks Engagement of marketing support agencies for promoting tribal livelihoods		
Component 4 - Project Management			
Monitoring and Evaluation	Tribal focused monitoring indicators and reporting provisions integrated in the monitoring, evaluation and reporting framework External audit of implementation of the TDF conducted in second year Process monitoring includes feedback from tribal beneficiaries and community organizations Project reporting, includes reporting on implementation of the TDF.	RPMU Social Staff	DPMU Social Staff and External agencies (as required)
Technical Assistance	Training, exposure visits, guidelines and manuals and consultancies also cover specific priorities and themes of tribal livelihoods, inclusion and empowerment.	RPMU Social Staff	DPMU Social Staff and External agencies (as required)

10.5 Social impact screening of livelihood, community infrastructure and livelihood plans.

Planning and need assessment for CDPs and NRMPs would involve full and documented participation and feedback of all tribal and non-tribal households, community leaders, village council, youth clubs and gram panchayat. PFTs would conduct social impact screening of the SHG livelihood plans, along with the environment screening, applying the criteria and processes summarized in Annexure 1. All CDPs and NRMPs would be screened for potential adverse impacts on private land, customary rights, concessions, entitlements, existing resource usage, and any required mitigation measures are formally adopted and supported by all CDG members through a transparent, participatory and voluntary process.

10.6 Grievance Redressal Mechanisms.

Being a community based, demand-driven project, where self help groups, youth groups and community development groups plan and implement livelihood interventions themselves (without any prescription or imposition from the project), However, to address any beneficiary grievances related to consultations, community consent and support, exclusion from project support etc, NERLP would establish an efficient and accessible grievance handling and resolution mechanism covering the project villages. Grievance redressal procedures will also enable the community to resolve issues related to credit management, social issues and complaints related to various government schemes and provisions. The project supported formal grievance system would involve the following mechanisms.

- The State Unit in Tripura will form State and District Grievance Redressal Committees, of three to four members, will be formed in the first year of the project, with from NGOs and other government departments (tribe, forest, women and child development etc)
- The DPM will regularly brief the District project committee on community grievances registered by the block teams and the CSPs.
- The RPMU will establish a toll free telephone number for registration of complaints, in the first year of the project. This number will be communicated in all project villages, specially to the CBOs, during village entry.

- During supervision missions, regular review of complaints and their handling will be undertaken in the tribal and non tribal areas.

The project supported formal system would operate along with the customary and community based systems of conflict resolution and grievance redressal in the project villages in Tripura. The community level institutional building processes will include complaints handling and conflict management issues at the SHGs and CBO level. The key mechanism for conflict resolution would be

- The Executive body of the CDGs and SHG Federation headed by the Secretary will be responsible for recording and resolving any grievances of the complainants.
- Customary institutions like traditional village councils, Hoda (among the Jamatias), and gram panchayats will be among the first forums for raising and resolving grievances.
- Gram Panchayat, the executive body of the Gaon Sabhas, will mediate the resolution of any grievances and disputes arising within the community institutions or social groups, and between neighbouring villages.
- Participatory monitoring and reviews and social accountability tools will be used for identification of grievances.
- Contact details of DPMU and PFT staff, specially the nodal grievance person in the PFT and the DPMU will be publicized in project villages during village entry.
- PFTs and CRPs will hold formal consultation meetings on a quarterly basis to discuss project implementation issues, including grievances, in the tribal GPs.

The community based grievance mechanism will be directly monitored by the PFTs through the community service providers (CSPs). Information on grievance redressal mechanisms and contact persons (PFT, DPMU, CSP, BDO etc) will be part of the community capacity building interventions, public consultations and regular handholding support.

10.7 Conflict Resolution.

The project villages have high social and ethnic diversity, with a number of tribal communities, and traditional systems of intertribal dialogue and conflict resolution. Communal and factional conflicts, among tribes could occur. This can occur between warring clans of different tribes or sub tribes or between villages. The Project would use formal as well as customary, community based systems of conflict resolution and grievance redressal in the project villages. The basic approach for for conflict prevention, monitoring and resolution will be:

- Special attention should be given to understand potential conflict during village entry, PRA and livelihood planning process.
- Monitoring and mediating community level social conflict should be based on participation of all social and ethnic groups, customary institutions and gram panchayats in project processes.
- All the interventions will be decided and implemented in participatory mode through involvement of village level committees, village council members. Family members of the beneficiaries will be involved in the project processes.
- Utilization of formal systems of conflict resolution through elected peoples representatives in gram panchayat, members of village councils and officials of block and district administration
- Customary systems of conflict and grievance resolution engaged. Community institutions such as village councils, Hoda can be mobilized
- SHG federations should have SHGs members from different tribal groups. Sometimes, even SHGs can be formed by members of neighboring tribes. participatory and consultative process of project implementation

In Tripura, the Gram Panchayat will be involved in mediating and resolving disputes arising within the village between individuals or groups of individuals or between villages. The traditional village chiefs could also be engaged in the conflict resolution process.

CDG and SHG facilitator at village level will play a key role in resolving any social conflict arising in the project villages, with the facilitation of BPFT. The DPM will monitor any conflicts and insurgency related incidents in the project villages, based on feedback from BPFT and CSPs. Any substantive conflict in the project villages will be discussed in the district Project Advisory Committee (DPAC). Project staff, specially DPMU, PFTs, and CSPs will be provided training on conflict detection and resolution in the context of customary systems and project interventions, natural resource management, institutional dynamics, social groups, land etc. The community institutions will also be provided capacity building and handholding support on conflict resolution.

10.8 Institutional Arrangement

The RPMU will implement the project through establishment of eight District Project Management Units (DPMUs) and district teams that will manage the field level implementation through the Project Facilitation Teams (PFTs) set up covering cluster of villages. The project implementation in each of the four states will be supported by a small State Project Support Unit (SPSU), housed within the respective state governments. Conscious effort would be made to engage local tribal youth in the PFTs in tribal blocks/clusters.

The TDF will be anchored by the Project Manager (Social, Gender and Community mobilization) who will be reporting to the Project Director, NERLP. S/he will lead the overall implementation of the social inclusion, gender and community mobilization processes and components, including the TDF, with the support of the assistant project manager (social, gender and community mobilization) in the RPMU. The specific responsibility of TDF implementation at the district level will be with the district coordinator (social, gender and community mobilization), along with the DPM, who will work with the block teams to implement the TDF.

The District Coordinator (social) would consider engaging the services of NGOs to set up PFTs, for those tribal areas and communities which are difficult to reach or where NGOs have pre-existing relationships through demonstrable and credible work, including those inhabited by tribes in uphill forested terrains. The selection of NGO would be based on detailed criteria as spelt out in the Community Operations Manual, and will be done in consultation with social staff in district and state units, as well as community institutions and leaders. DPMU would also hire experts on tribal livelihoods and development, as required. Given the importance of the Reangs as a PTG and their disadvantaged position as of the other tribal communities, the DPMU would engage external experts to supervise, guide, support, facilitate and monitor TDF recommendations and expectations in such areas. He/She will work under the supervision of the the Project Manager (Social, Gender and Community mobilization).

10.9 Capacity Building on implementing the TDF.

NERLP will undertake focused capacity building interventions on Tribal Inclusion, Empowerment and Development Issues both for the project staff as well as for the community institutions in the tribal and non-tribal villages in Tripura. Capacity building of project staff, partners, and community institutions on social mobilization, empowerment, tribal development and gender is a key project intervention.

All project functionaries working in the tribal areas and concerned staff at the state, district and block project units should be sensitized in order to enable them to understand the importance of indigenous people and their ways of living and to be appropriately skilled to

work with the tribal communities. The training and capacity building programme of the project will include a specific module on working with the tribes in Tripura. Special attention would be paid to building capacity of the PFTs, CSPs, and community institutions in the tribal areas. In addition to the overall social capacity building programme of NERLP, specific training would be provided to the staff, community institutions and project partners on the following dimensions.

- Poverty, vulnerability, and exclusion among tribal communities
- Society, Language, culture and resource practices of tribal communities
- Rights, entitlements and Legal awareness and empowerment of tribal communities
- Tenurial and customary rights to land and natural resources in tribal areas
- Engagement with customary institutions, village councils and community leaders
- Government programmes targeting tribal communities
- Inclusion of tribal households in participatory planning, community institutions, grievance redressal etc.
- Participatory planning livelihood plans that respond to the socioeconomic profile and need of the tribal members
- Capacity building of tribal leaders in PRIs and TTAADC set up
- holding free and informed consultations with Tribal people

The PM (social) will design the TA and capacity building activities on the tribal development issues which would include training and exposure visits, new guidelines and manuals, consultancies and engagements that improve project impact in tribal areas. S/he will develop a special training programme on the identify, culture, inclusion, empowerment, entitlements and development of tribal households for the project staff and the CBOs, and get it implemented in the tribal villages through internal and external agencies and resource persons. This will aid in good rapport establishment and enable the local communities to bond with the project.

10.10 Convergence.

The DPM will work with the district coordinator (Social, Gender and Community mobilization) and the Block Project Coordinator (BPC) to identify the key development priorities in the tribal villages and promote convergence of various government schemes, specially targeting the primitive tribal group of Reang, and other tribal groups with high priority. The DPM will coordinate with the District Project Advisory Committee (DPAC) and the State Project Coordinator (SPC) in this regard. A special convergence plan will be initiated for the primitive tribal groups, based on findings from the village entry and consultations with village councils and panchayats.

10.11 Monitoring And Reporting.

Monitoring of inclusion, capacity building, access to livelihood support of tribal and non-tribal households, and implementation of the TDF will be integrated in the overall Monitoring and Evaluation (M and E) framework of NERLP. Each of these M and E activities will include indicators and a focus on inclusion of the tribal villages and households. This will be done by the Social, Gender and Community Mobilization Unit at the RPMU level, supported by social coordinator at the district level and PFTs at the block/village level. In addition to the overall social monitoring of NERLP in tribal and non tribal areas, specific monitoring measures would be undertaken for the tribal areas of the State.

- Internal process audit. At end of the first year, the District Team will review the process of TDF implementation in the villages with tribal population, and prepare a report.

- External audit. The RPMU will engage an external agency, which could be same for environment audit, to assess the implementation of the TDF, at the end of years 2.

The half yearly project progress reports would include a separate section on the social performance of the project interventions, including implementation of the project interventions in the the tribal areas.

The tribal community institutions will be engaged in process monitoring mainly through Focus Group Discussions (FGDs) and Participatory rural appraisals (PRAs) techniques, wherever required, in order to know the quality of project implementations and inputs provided under the project in the tribal areas. The communities will also monitor the performance of all project functionaries coming in contact with them regularly as well as occasionally.

The sample indicators for monitoring of TDF that would be used and integrated in the project management information system (MIS) would include:

- Beneficiary household details on tribes and sub tribes, landholding, BPL status, primary livelihood, migrant status and vulnerability in the baseline profile of the village, beneficiary and community institutions;
- Number of tribal villages with project interventions
- Number of tribal households identified through participatory assessments, of which those mobilized in SHGs, CDGs, YGs
- Number of community institutions mobilized with more than 50% tribal households, of which % accessing project support on livelihoods
- Number of tribal hamlets with tribal community resource persons
- Number of community institutions with tribal in the executive committees and office bearing positions
- Number of Tribal CDPs, NRMs and MIPs supported; Number of tribal households benefiting
- District level workshops held on tribal economic activities held Number of MIPs approved
- Number of tribal youth supported under skill training; Number of tribal benefiting from job training
- Number of innovation pilots supported for implementation in tribal areas
- Number of grievances and conflicts recorded and resolved in the tribal areas;
- Number of thematic studies on tribal livelihoods completed
- Number of convergence partnerships and beneficiaries there from in tribal areas

10.12 BUDGET

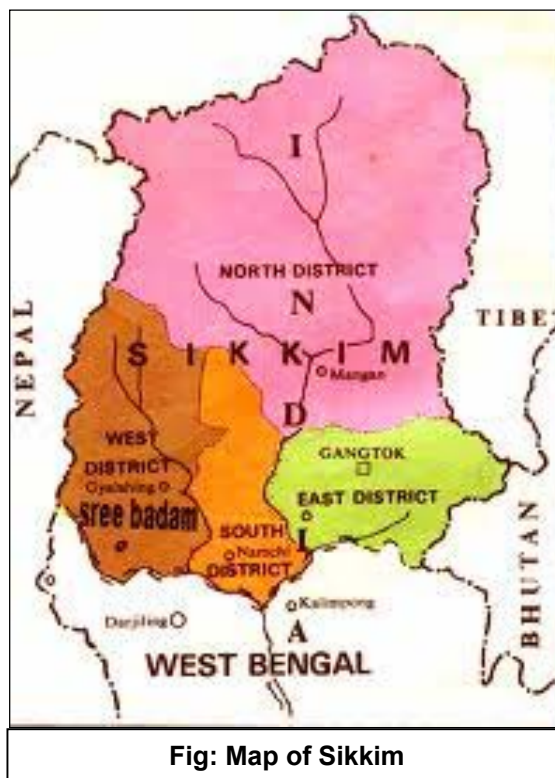
The TDF forms an integral part of NERLP, and the project components on Social Empowerment, Economic Empowerment, Partnerships and Project Management have allocated budget for all project costs related to implementation of the TDF. The Project Budget covers the costs of i) Social staff at RPMU, DPMU and PFTs; ii) training and capacity building of project staff; ii) community mobilization and institution building; iii) capacity building of community institutions; iv) partnerships on social empowerment, financial inclusion and livelihood promotion of tribal groups; v) and monitoring and evaluation. The required budgets will form part of the Annual Plans and Budgets of the SPMU, based on the village livelihoods, institutional strengthening and capacity building interventions planned and the sub-projects prepared by the community organizations organizations and other project interventions. Since the project aims to cover, the poorest of the poor, a significant proportion of the poor tribal families will be covered under the project.

CHAPTER 11 TRIBAL DEVELOPMENT FRAMEWORK- SIKKIM

11.1 BACKGROUND

The North East Rural Livelihoods Project (NERLP) envisages addressing issues of rural poverty inclusively to incorporate all sections of vulnerable populations including the Scheduled Tribes (ST) in four states in the NE region, viz; Nagaland, Mizoram, Tripura and Sikkim. Of these, Sikkim and Tripura are tribal deficient states having tribal population of 20.59% and 31.05% respectively as compared to Nagaland (89.13%) and Mizoram (94.2%) who have predominant tribal populations. A Tribal Development Plan has been formulated for Sikkim and Tripura outlining the context of tribal population's socio economic status in the two states. To promote equity and social inclusiveness at all levels and in compliance with the project objectives and World Bank OP 4.10, this document has suggested steps to safeguard the interests of the tribal

people of Sikkim and make effective intervention and proper targeting of project benefits to the vulnerable STs in the project districts of East (15 Panchayats wards), South and West Districts.



11.1.1 Introduction

Sikkim is a multi-ethnic state comprising of more than twenty different groups, most predominant being the Nepalese, Lepchas and Bhutias. The total geographical area of the state is 7096 sq kms, and it has the highest and steepest terrain in the country. The total population of the state is 5,40,851 (2001 Census). The earliest inhabitants of the land were the Lepchas. The Bhutias came to Sikkim sometime in the 13th century and are mainly descendants of the early settlers from Tibet and Bhutan. They accompanied ancestors of the first Chogyal Phuntsog Namgyal, the rulers of Sikkim. The Nepalese who comprise over 75 percent of Sikkim's population, began to settle down since the last two decades of 19th century. The Nepali community is a mosaic of various castes and they are a highly stratified society, speaking their own language and having a culture of their own. They are divided into the Bahuns, Chettris, Newars, Mangars, Murmis, Rais, Limbus, Tamangs, Gurungs and scheduled caste, namely, Kamis, Damais and Sarkis. The backward castes (Tamang, Gurung, Rai, Limbu, Sunwar) also constitute a significant section of the population (2001 Census). According to the State Socio Economic Census (SSEC), 2006 the total population of Sikkim is 581,546 as against 540,851 in 2001 census. The Scheduled Tribes account for 217,416 persons (37.39%) of the total population making it the largest social group and the Scheduled Castes with 38,746 persons is the smallest group. Out of twenty one major communities in Sikkim, the

Rai community with population of 78,671 is the single largest one followed by the Bhutias with 76,070 persons.

There are 4 districts-East, West, South and North. The developmental units in the state comprise of 905 Gram Panchayat Wards (GPW), 163 Gram Panchayat Units (GPU) and 24 developmental blocks. The village is defined as the GPW. In the four districts of the state, tribal population is the highest at 85% for North district, 51% for West district, 41% for East district and 37% for South district. Of the total population in the State, 89 per cent reside in the rural areas thereby making **Sikkim predominantly rural and the tribal population is typically concentrated in the rural areas.**

11.1.2 A brief history of Sikkim

The history of Sikkim began with the coronation of Phuntsok Namgyal as the first Chogyal. He was coronated at Yuksom in the year 1641. Chogyal Phuntsok Namgyal was succeeded by his son Tensung Namgyal in 1670. He shifted the capital from Yuksom to Rabdentse. Rabdentse, the second capital was very close to the Nepal border, and the Gorkhas used to constantly raid the Sikkimese territories. Owing to this, Chogyal Tsupshud Namgyal, the seventh Chogyal, shifted his capital to Tumlung in Northern Sikkim. These may have been prompted by the fact that Tibet was traditionally an ally of the Chogyals, and shared a close bond by way of marriages and other relationships. Unlike other countries, the Namgyal dynasty continued to rule Sikkim until it was annexed to the Indian Union on 16th May 1975, although it had to face its share of intrigues and wars with their neighbors, from time to time.

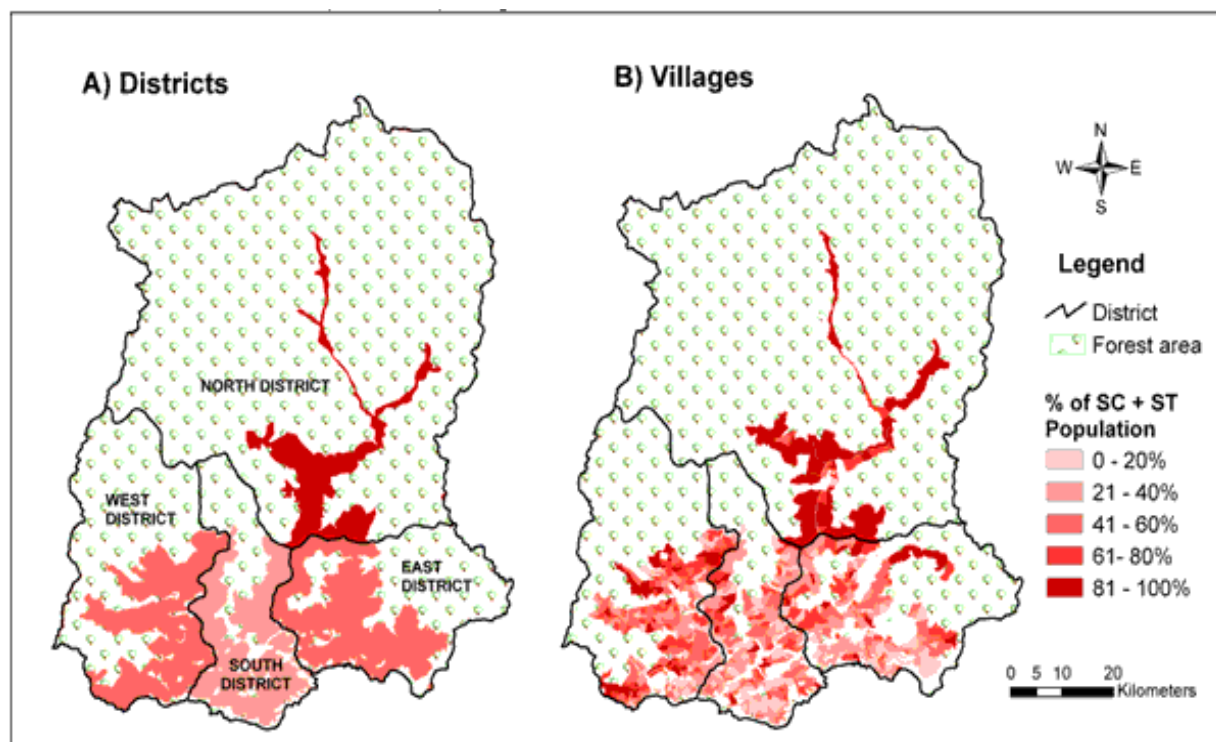
The Bhutanese army invaded Sikkim in 1700 and captured Rabdentse and large parts of West Sikkim. Chador Namgyal, the third Chogyal had to flee to Tibet and take refuge there. Later, the mediation of H.H, the 5th Dalai Lama of Tibet, the Bhutanese army retreated and Chador Namgyal was re-installed as the Chogyal. During the reign of the sixth Chogyal - Tenzing Namgyal, the Nepalese forces invaded Sikkim and captured a large part of the country, which were restored later when the Nepalese were defeated by the British in 1816, and the subsequent signing of the treaty of Sugauli. As a consequence, British India signed another treaty with Sikkim in 1817, known as the treaty of Titalia, in which the former territories which the Nepalese had captured were restored to Sikkim. Darjeeling and its adjoining areas were ceded by the Chogyal to British India. In the year 1889, British appointed John White as the first Political Officer in Sikkim and the Chogyal virtually became the nominal head of the country. After the independence of India, Harishwar Dayal was appointed as the first Indian Political Officer to Sikkim. There were rumblings in the political ranks by the beginning of 1970, which demanded the removal of monarchy and establishment of a democratic setup. In the year 1973, the Sikkim Durbar suffered widespread upheaval and the monarchy finally collapsed.

The Sikkim Assembly unanimously adopted a resolution on 10th April 1975, abolishing the institution of the Chogyal and declaring Sikkim as a constituent unit of India.⁴⁸ At that time it was decided that those who were citizens of Sikkim would automatically get Indian citizenship, but that would have excluded a **large number of Nepalese who were not Sikkim citizens**, so a political formula was arrived at which brought a settlement to the issue. **This had infuriated the Sikkim citizens**⁴⁹

⁴⁸ Cultural Affairs and Heritage Dept. Govt. of Sikkim

⁴⁹ Nari Rustomji: *Enchanted Frontiers*. Calcutta: OUP. 1973

11.2 THE CONTEXT OF THE SCHEDULED TRIBAL COMMUNITIES IN SIKKIM



Source: Tambe et. al.2006.⁵⁰

Spatially, the Scheduled Tribes in Sikkim are widely dispersed in habitation, except in North District, where they live in compact areas. It mainly comprises of Lepchas, Bhutias and recently included the Limboo and Tamang⁵¹.

Table 11.1: Distribution of Scheduled Tribal households & population in Sikkim.

Community	Household	Population			HH size	Sex ratio
		Male	Female	Total		
Bhutia	14769	38891	37179	76070	5.15	956
Lepcha	8041	22945	22294	45239	5.63	972
Tamang	7718	20439	19018	39457	5.11	930
Limboos	10672	29343	27307	56650	5.31	931

Source: State Socio-Economic census, 2006. DESME, Govt. of Sikkim.

11.2.1 A brief description of the tribes:

Lepchas: The Lepchas are considered the original inhabitants of the state. Although in some records the Lepchas are said to have migrated in long past into Sikkim (Gazetteer of Sikkim; Subba,1988).The Lepchas call themselves "Rong" which means "ravine folk". They were nomadic and subsisted mainly on the collection of roots, tubers, leaves, fruits, grasses, fishing and hunting and practised a primitive shifting cultivation with simple technology. They were animists and believed in many gods and spirits of land, water and trees, the natural outcome of their surroundings.

⁵⁰ "How accurate is 'caste' as an indicator for measuring economic backwardness? Rural poverty mapping experiences from Sikkim, India."

4 As per notification No. 18(3)-Home/75 Dated 6/7/1978 and No. 17/Home/2003 Dated 5/4/2003

(Sikkim Government Gazette Extraordinary Published by Authority Gangtok Tuesday, 17th November, 1998 No. 260. No. 59/HOME/98 Dated 26/10/98).

Bhutias: Bhutia are descendants of immigrants from Tibet and Bhutan who played an important role in establishing the kingdom of Sikkim. The majority included traders, peasants and Buddhist monks as well as aristocrats who helped in the formation of kingdom. Tibetans who migrated into Sikkim in the thirteenth century started amalgamating with the indigenous population of Lepchas and practically assimilated in the course of time.

Limboos: are an indigenous ethnic group that belongs to the Kiranti group or Kirat confederation that includes the Rai. The Limboos traditionally practiced subsistence farming. Rice and maize comprised their principal crops. Although there is an abundance of arable land, productivity is greatly limited by insufficient technology. Excess crops are often traded for food that cannot be grown in the region. Limboos, in general, marry within their own community. Cross-cousin marriage is not allowed in Limboo culture. Marriage between a man and the widow of his elder brother can take place if they mutually agree. Marriage between a man and a woman outside family relations and having different thars (clans) is also possible either by arrangement or by mutual consent of the boy and the girl in question.

Tamangs: Is an indigenous ethnic group of Nepal. Many Tamang clans do not permit intermarriage with other ethnic groups, although some clans do permit intermarriages with the Gurung, Magar, Kiats, and Sherpas. Their descent is traced patrilineally. The Tamang generally follow Tibetan Buddhism.

Table 11.2 District-wise percentage distribution of ST communities in the three project districts.

District	ST community	Percentage
East	Bhutia	14.10
	Tamang	7.61
	Lepcha	4.89
	Limboo	4.79
South	Bhutia	10.01
	Tamang	7.78
	Limboo	7.44
	Lepcha	5.12
West	Limboo	21.44
	Bhutia	11.15
	Lepcha	7.87
	Tamang	4.58

Source: SSEC, 2006

11.2.2 Early history of migration of different ethnic elements

The Lepchas are popularly held to be the indigenous inhabitants of Sikkim. They are animist, shy and practice a form of primitive agriculture. The early wave of immigration in the 13th century, were of the Bhutia people of Tibetan stock from across the northern border. They were Buddhist and converted the indigenous Lepchas, who were influenced by their language. The Lepchas and the Tibetan immigrants became assimilated, over time, culturally and socially and intermarried. Culturally today, the Lepchas are on the verge of extinction prompting the State government to declare it as a primitive tribal group. The Central government is yet to give its approval.

The largest ethnic group in Sikkim is the Nepalis. The huge influx of Nepalis in Sikkim was stimulated by the weakening of the political power of the Sikkim against Nepal during the later part of the 15th century, and the strengthening of British political power since the 19th century. British favoured the opening up of the waste land of Sikkim to Nepali settlers. Nepalis immigration was encouraged as labour was needed for construction of roads and extension of agriculture.

As reported... "By far the heaviest wave of immigration, however, was of the Nepalese from Darjeeling District of Bengal and from the eastern districts of Nepal.....This immigration of Nepalese, which appears to have been connived at by the British is of recent origin, starting from the last century. It was different from the immigration from the north. **There was very little assimilation between the Nepalese and the Bhutia-Lepcha population of Sikkim.** The Nepalese, moreover, are a phenomenally fertile people. The result is that, in the course of a single century, the original B-L of Sikkim became a minority in their own country. The B-L people looked to the Palace to safeguard their interest. After much agitation and debate, a formula was agreed upon which provided for parity of B-L and Nepalese seat in the Sikkim Council. Although, the Nepalese claimed they were entitled to a much larger proportion"⁵²

11.2.3 Changing demography

In 1891 when Sikkim was an independent country under monarchy, the total population was 30,458 of which 5,762 were Lepchas, 4,894 were Bhutias and the rest were Nepalis, including minor groups of Limbu, Gurung, Murmi etc. (Gazetter of Sikkim, 1894). According to the Census of India, 1931, total population of Sikkim increased to 109,808 of which 13,060 were Lepchas and 11,955 Bhutias. In 1951, the Census of India showed a further increase in Sikkim's population to 137,725. Out of which 39,397 were reported as Buddhists against 97,863 as Hindus. As ethnic groups as such were not mentioned, it can be assumed that the Buddhist population represents Lepchas and Bhutias and the Hindus as Nepalis (Bhasin,2002). By 1981, the Nepalese had multiplied to 51% of the total population, thus reducing the Lepchas and the Bhutias to nineteen and sixteen per cent, respectively In the State Socio-Economic Census conducted in 2006, the community –wise distribution of population shows that the Rais are reportedly the most populous, followed by the Bhutias, Chetri, Limboos, Others, Lepchas, Bahuns and Tamangs(DESME, Govt. of Sikkim.2006).

Table 11.3 shows the share of ST population and the decadal change which is lower to that of the growth rate of ST in India which is 24.45. **This is a cause of concern. Therefore, protecting the culture and rights of indigenous population (land and livelihoods) is to be ensured.**

Table 11.3 Decadal Growth Rate, Distribution of ST population, Percentage of ST population in the State (2001)

	Total population		Decadal Growth	ST population		Decadal Growth	%age of ST in state
	1991	2001 Growth		1991	2001		
SIKKIM	406,457	540,851	33.06	90,901	111,405	22.56	20.60

Source: www.tribal.nic.in

⁵² Nari Rustomji, *Enchanted Frontiers*. Calcutta:Oxford University Press.1973:142

11.2.4 Emerging social constructs

The largest ethnic group, the Nepali community is a mosaic of various castes and they are a highly stratified society, speaking their own language and having a culture of their own. Among the castes of Nepalese origin present in Sikkim are Brahman, Thakur and Chhetris as well as service castes like Kami, Sarki, Damai and Manjhi. These service castes have been recognized as scheduled castes. Bhujel, Dewan, Gurung, Jogi, Kirat Rai, Manger, Sunuwar Mukhia, Thami are categorized as the Most Backward castes(MBC) and Bahun, Chettri, Newar, Sanyasi are the Other Backward Castes(OBC). The Mangar, Gurung, Rai, Sherpa and Tamangs who speak their own languages but for inter-ethnic communication Nepali is spoken. In view of their socio-cultural position as immigrants vis-a-vis Lepcha Bhutia original inhabitant position provides them with a sense of unity(Bhasin,2002). The Lepchas, Bhutias, Limboos (Sherpas) and Tamangs are Buddhists, while other groups are Hindus. Among the Hindu groups there is a major divide between touchables and untouchables. This distinction rests on the ability to pollute by touching with hands or by touching certain cooked food items(ibid.). The existing social stratification includes the Brahmans and the Chhetris at the top of the social ladder. The Pradhans, Mangars, Gurungs, Limboos and Rais belong to the touchable groups and the Kami (metal workers), Sarki (leather workers), Damai (tailors), Lohar (blacksmith) and Majhi (fishermen) are Scheduled Castes. The Sherpas, the Tamangs, Lepchas and Bhutias as non-Hindu and as ethnic groups are fitted into the system in ranks below the touchables. Being the dominant group, holding significant resources, the Nepalese have its spread in every corner of the state, not to speak of politics, administration and socially. **This hierarchy plays a significant role in tribal development and in allocation of resources in multi caste villages.**

Lepchas live a traditional life in Dzongu, the Lepcha Reserve in remote North Sikkim. The Dzongu was declared a Lepcha reserve in 1957 by the last Chogyal of Sikkim in recognition that it is the Lepcha's sacred land and should be preserved for Lepchas. They currently live as cardamom farmers. However with the decline in cardamom harvest since past few years and change coming to the Dzongu, the Lepchas are on the verge of a precarious existence. Hence the state government has declared this community as a primitive tribal group, but this proposal is yet to be accepted by the central government. Creation of Lepcha and Bhutia reserves to preserve their culture was thought to protect this community. These reserves strictly prohibit others to settle in the area permanently. However in Dzongu which is a Lepcha reserve only 56 percent of the total households are of Lepchas, the rest belong to temporary settlers of Limbu, Rai, Tamang, and Sherpa labour (Bhasin, 1990). Illegal leasing out of land has taken place in Dzongu despite protectionist laws such as the **Notice of 2nd Jan,1897, Revenue Order No.1 of 1917 and the Tripartite agreement of 1973.** The settlement report of 1958 mentioned that the 'highest percentage of total cultivated land is owned by the Nepalis (66%) who are migrants to Sikkim. Bhutias and Lepchas who are the sons of the soil, own 20 per cent and 14 percent respectively'(ibid.2002:12). **This is an important and an impinging factor in tribal ethnicism.**

Although Sikkim is home to diverse ethnic groups, apparently, the interests of the groups are hardly conflicting as reported(Lama.2001). The conflict situations that might have developed over the distribution of resources could not surface due to distribution of land by the Sikkim rulers among the *Kazis* (landlords) of both Lepcha and Bhutia origin(ibid.).

According to Veena Bhasin (2002) who has reported that **due to ecological adaptation**, some of the Scheduled Tribes like Lepchs, Bhutias, Sherpas and

Doptaps are found in limited areas, while major groups like the Nepalese in Sikkim are found throughout the state. **Most groups are culturally adapted to certain altitudes which have been a barrier to overall population mixture.** Secondly, Tibetans who migrated into Sikkim in the thirteenth century started amalgamating with the indigenous population of Lepchas and practically assimilated in the course of time. The Lepchas who were animists were attracted by the rich Buddhist religion and cultural tradition of Bhutias. Intermarriages of Lepcha - Bhutia resulted in the formation of Sikkimese Bhutia.

Thirdly the **administrative system devised by the Bhutias which divided Sikkim into 12 Dzongs (districts) is also a factor for reduced ethnic tension.** Each Dzong had a Lepcha *Dzongpan* (governor), with a council of 12 ministers. For the purpose of revenue collection, the whole state was divided into 104 estates, of these 15 estates form the private estate of the *Maharajah* and 5 estates were used for the upkeep of five big monasteries of Sikkim. The Bhutia rule gave rise to a new social class called the *Kazis* who were barons with fifty to hundred villages and large tracts of forest under their administration. The *Kazi* collected the taxes and in turn paid a fixed sum calculated at a certain rate per acre to the king, the rate varying according to the condition of the estate. Even the *Kazi* had no proprietary right in the land, though he had a kind of hereditary title to his office. The *Kazi* or the landlord appointed a village (*Busti*) head man or *Mondol* who could rent out the arable land to the individual households.

Fourthly, due to **cultural and social integration through intermarriages and ritual blood brotherhood with Lepcha chiefs, the conflicts between Lepcha-Bhutia disappeared. The Lepchas, though numerically dominant group was no threat to the Bhutias.** Lepchas were no competitors for the resources as Bhutias preferred higher elevations in north and north eastern part while Lepchas were forest dwellers practicing shifting cultivation along with hunting and gathering. The immigrant Bhutias were mostly traders, herdsman, peasants and monks. **As Lepchas were practising shifting cultivation, they were not particularly interested in owning land.**

However large scale influx of Nepalese and their occupation of cultivable land was posing a threat to the existing ethnic situation. In 1983, the Nepalis owned almost 59 percent of the total cultivated land and contributed almost 64 percent of the total land revenue generated in the State. In contrast, the land share of the Bhutias and the Lepchas was 20 percent each and their land revenue contribution was 19 percent and 16 percent respectively. It was only with respect to land under cardamom cultivation that Nepalis did not rank first either in terms of owned areas or land revenue. Of 21,762 hectares, devoted to cardamom cultivation 33 percent was owned by the Lepchas, followed by Bhutias (27 percent) and the Nepalis (22 percent), with the remaining 19 per cent being outside the public domain.(Lama,2001). **There have been several safeguards for ensuring land rights of the indigenous tribal communities like the Bhutias and the Lepchas.** The first step in this direction goes back to 1917, when the Government of Sikkim issued a notification termed as Revenue Order No. 1, which prohibited sale or transfer of land belonging to Bhutias or Lepchas to non-Bhutias or Lepchas without the permission of the State. The Notification No 3082/L.R., dated 24 March 1954, issued by the Land Revenue Department, of the Sikkim State and signed by Tashi Namgyal, the Maharaja of Sikkim, reinforced the Revenue Order No. 1 of 1917. This notification remained in force even after 1975, and has been strictly implemented. In the late 1980s, the Sikkim Alienation of Land (Regulation) Bill, 1989, and the Sikkim Transfer of Land (Regulation Bill, 1989) were also passed by the State Legislature. These bills respectively aimed at restricting alienation of land by the members of

Bhutia and Lepcha communities of Sikkimese origin to persons other than Bhutia and Lepcha of Sikkimese origin and also by Sikkimese in favour of non-Sikkimese. It is possible to obtain on lease land belonging to tribals, but only after obtaining the permission of the State Government. Despite all these safeguards, there are instances of lands of tribals having been transferred to non-tribals. Though, Sikkim has a tradition of protecting traditional land tenures and there is considerable sensitivity regarding the maintenance of customary laws governing ownership and proscribing alienation to outsiders. Some of the old laws of Sikkim have been upheld by the highest court of law in the country.

11.2.5 Tribal development and issues of exclusion

Sikkim has a large population belonging to the weaker sections namely scheduled castes, scheduled tribes and other backward classes. At present the State has 89 revenue blocks having majority scheduled tribe population. Out of 32 Assembly Constituencies, the Bhutias along with Lepchas have 12 seats reserved in the State Legislative Assembly. While all the STs have reservations in jobs (33%) the Limboos and Tamangs are yet to have reservation in the state assembly. In addition, there is the scheme for relaxation of the upper age limit of 5 yrs for jobs in case of all STs. Most of the population belonging to the weaker sections lives below the poverty level.

To assess the extent of poverty in the state, the Directorate of Economics, Statistics, Monitoring and Evaluation, Government of Sikkim, conducted a survey of poor households in 2005. Of the 93,451 households surveyed in rural Sikkim, 19,235 (20.58%) households were found to be BPL. Of these 1,054 (5%) are in North district and the remaining 18,181 are more or less equally distributed in the remaining three districts of East, South and West (**Table 11.4**). In terms of poverty level, the South and West districts form one cluster, with 24% and 26% of the households being BPL; While North and East districts form the other cluster with 17% and 16% poverty level respectively.

Table 11.4: District wise distribution of villages and poor households with different poverty rates in Sikkim

Poverty Rate	Number of Villages					Number of Poor households				
	Districts					Districts				
(% of poor households)	North	East	South	West	Total	North	East	South	West	Total
0%	4	2	2	3	11	0	0	0	0	0
0-20%	57	149	84	99	389	458	2445	1143	1112	5102
20-40%	33	107	125	118	383	394	3225	3082	3035	9736
40-60%	9	13	41	48	111	202	466	1455	1731	3854
60-80%	0	2	3	6	11	0	97	83	307	487
Total	103	273	255	274	905	1054	6233	5763	6185	19035
Total Rural Households						6031	40145	23879	23408	93463
Total Rural Population						32562	199774	125624	125158	486118
Total Scheduled Caste Population						913	15784	7306	6834	30837
Total Scheduled Tribe Population						26882	65692	38805	56999	188378
Percentage of Scheduled Caste and Scheduled Tribe Population						85%	41%	37%	51%	45%
District Poverty Level						17%	16%	24%	26%	21%

Source: Tambe et al.2006. "How accurate is 'caste' as an indicator for measuring economic backwardness? Rural poverty mapping experiences from Sikkim, India."

There exists a significantly large variation in the village poverty level within all the districts. Though the South and West districts are poorer than the North and East districts, pockets of deep poverty exist in all the districts. Since poverty is dispersed and affecting the tribes, so a general view of tribal poverty does not give an accurate picture.

11.2.6 Forestry

Forests play an important role in people's lives in North East India, their share in the geographical area of the region being twice as high as in the country. Even so, the region as a whole produces less than the national average of forest-based products and in fact, the share of forestry has been declining for most of the NE states except for Sikkim which has witnessed a marginal increase in forest income. Protecting the rights of the tribals for the use of land and forest resources is particularly important to ensure a sense of belonging and security to them. The forest coverage in the state is 70.96 per cent (Peace, Progress and Prosperity in the Northeastern Region: Vision 2020 Volume I, 2007).

11.2.7 Labor and Employment

Majority of the tribals depend on agriculture and animal husbandry for their livelihood. Eighty percent of the population lives in rural Sikkim and agriculture plays a dominant role in the state economy with the total cultivable land by around 68,000 hectares. Agriculture in the State of Sikkim is practiced under diverse conditions.

However, **one of the major constrains in the development of the state is the average size of land holding of 1.3 hectares coupled with the irrigation problem.** Out of the total cultivated land of 109,963 hectares only 11% is irrigated. Dry land constitutes 58% of the total cultivable land. Per capita availability of net cultivated area has also recorded a sharp decline. Limited irrigation coverage, mostly rain fed farming, high percentage of wasteland, coupled with reduction in production and productivity of horticulture crops has resulted in stagnation in farm income which further leads to the decline in contribution of agriculture to GSDP. Owing to the mountainous terrain of Sikkim, only 11% of the total area is under cultivation whereas almost 50% of the total area of 7100sq. km. is available for livestock farming as 90% or 3.35 lakh population rear cattle, goats, pigs, sheep, poultry and yak in small number and utilize the forest for fodder. Many of the highlanders like Lachungpas, Lachenpas, Gurungs and Sherpas have a traditional pastoral economy which has been handed over from generation to generation with their typical kinds of livestock such as yaks, sheep, mountain goats, pigs and poultry.

According to estimates made by SSEC,2006, out of 111830 households in the state, 21681 possess paddy fields. East district has the highest number. Community wise distribution shows that Chettri community with 3481 HH(16.06%) are the highest followed by the Bahun(15.11%) and Bhutias(13.92%). The ST Tamangs are worse off with only 3.95% HHs having paddy fields.

The workforce participation rate for Sikkim is 48.72% (2001). In rural areas it is 49.75 (female: 40.67 and male: 57.75%). Among all social groups, WPR is highest in Other Backward Classes with 37.09% and lowest in Scheduled Caste with 34.61% Among the communities, it is highest among the Bahuns with 37.97% followed by the Bhutias at 37.96%. The male WPR is highest in "Others" at 53.13% and lowest in Lepcha with 41.54%. Among females, the rate is highest among Bhutia female and lowest in "Others" at 9.35% only.

11.2.8 Literacy

The literacy rate according to 2001 Census is 69.68(Male 76.73; Female 61.46).

11.2.9 Poverty and Deprivation

Among the states of NE region and in comparison to India as a whole, Sikkim has a high human development Index(0.532) reflected in the literacy rate 69.68% (16th), fertility rate 2.75 (12th), Infant Mortality Rate 52 (13th), Index of Social and economic infrastructure 108.99 (9th), Plan expenditure in social sector 45.38% (4th), Access to safe drinking water in percentage of households is 73.19 % (6th), Per capita consumption of electricity 182 Kw H (25th) and per capita income is Rs.11, 356 (14th). There is a general feeling of well being and a sense of good governance prevails in Sikkim. But coupled with this, the state has a high incidence of rural poverty (20.58%). Of the total population in the State, 89 per cent reside in the rural areas thereby making Sikkim predominantly rural and the tribal population is typically concentrated in the rural areas. Of the total rural population of 483118, the population of scheduled tribe is 188378 (38.99%).

Indebtedness: As indicated in the SSEC,2006 out of 111,830 hh, 38822 (34.72%) have reported to taking loans. **Out of these the majority are scheduled tribes.** The Bhutias are the highest loan takers among the STs.

The Below Poverty Line (BPL) Estimates have shown that 21,618hh (19.33%) are BPL amounting to 112,414 persons in poverty(size of hh as 5.2 persons). They have been identified for better targeting of various poverty alleviation schemes such as MGNREGA, AAY, IAY, Development Fund for SRDA, SGSY, Mukhya Mantri Awas Yojna, Aganwadi, Rural Water and Sanitation Schemes, IWDP and Backward Region Grants Fund, etc.

Table 11.5 District wise distribution of BPL and APL households, Sikkim

District	BPL HH		APL HH		Total HH
	No	%	No	%	
North	1340	18.65	5844	81.35	7184
East	7199	13.53	45995	86.47	53194
South	6507	24.38	20184	75.62	26691
West	6572	26.54	18189	73.46	24761
Total	21618	19.33	90212	80.67	111830

Source: SSEC,2006.

Traditionally, the Bhutias have been a ruling class and are considered rich/ elites in Sikkim and the education level of the STs are high and very well represented in Government jobs and most visible in all sectors in Sikkim. This reduces the vulnerability aspects associated most often with tribes. However as indicated in **table 11.6** poverty is dispersed and affecting the tribes, so a general view of tribal poverty does not give an accurate picture regarding their vulnerabilities and nature of social exclusion.

Table 11.6: List of Tribal BPL in three project districts of Sikkim

Community	Districts: East		West		South	
	HHs	Members	HHs	Members	HHs	Members
Bhutia	528	1084	283	1297	242	2304
Lepcha	574	2867	716	3593	435	2074
Tamang	406	1826	291	1447	564	2756
Limboo	403	1826	1721	18106	449	2116
TOTAL	1911	7603	3011	24443	1690	9250

Source: Director, DESME, Govt. of Sikkim 2006

11.2.10 The Panchayati Raj in Sikkim

In order to give credibility to the intents and purposes of the provisions of the 73rd Constitutional Amendment, the Sikkim Panchayat Act, 1993 was passed, the provisions of which were aimed at devolution of powers to the Panchayat Raj Institutions and the District Level and the Gram level. There is a two tier system of Panchayati Raj, Zilla Panchayat at the district level and Gram Panchayat at the village level. In Sikkim, there are 166 GPUs and two traditional **Dzumsas**. The implementation of plans and programs under Panchayat cell during the 9th Plan period was undertaken within the scope of 73rd Constitutional Act, which was intended to decentralize the administration for speedy attainment of economic development and social justice in the grass root level. Every year untied block grants of Rs. 10 lakhs are being provided to each Gram Panchayat and Rs. 50 lakhs to each District Panchayat. Panchayats are free to plan and implement programmes using these funds, subject to broad conditionality aimed at human development, infra-structural development, health, welfare, skill development, small scale industries, village tourism, afforestation and conservation of the environment, economic upliftment of the disadvantaged and the vulnerable sections of the rural society and promotion of sports. **In this context, it is recommended that a special fund in the Panchayati Raj institutions be kept exclusively for building up the assets of ST communities**

With regard to quorum, as indicated in Section 7 of Sikkim Panchayat (Amendment) Act, 2005 for the meeting of a Gram Sabha and Ward Sabha shall be one-fifth and one-fourth of the total members of the Gram Sabha or Ward Sabha. Respectively One-third of the quorum shall comprise of Women. **It is recommended that in villages with tribal populations ranging from 10-50% this quorum be extended for vulnerable groups such as the Tribals.**

11.3 LEGAL AND POLICY FRAMEWORK FOR TRIBAL COMMUNITIES IN SIKKIM

The Constitution through its special provisions and articles has provided for the socio-economic development and empowerment of Scheduled Tribes. Article 342 gives a list of communities to be designated as Scheduled Tribes. In addition to the above, there are a number of Acts and provisions intended to protect the interests of tribal people in Sikkim. An Act to prevent the commission of offences of atrocities against the members of the scheduled castes and the scheduled tribes, to provide for special courts for the trial of such offences and for the relief and rehabilitation of the victims of such offences and for connected matters. **Provision of the scheduled castes and scheduled tribes (POA) Act** has been translated into the regional languages and widely circulated among panchayats, collectorate offices, NGOs, and members of SC and ST families. Land rule like The Revenue Order No. 1 of 1917 restricts the alienation of land belonging to Bhutia and Lepcha communities to non-tribals.

The Land Bank Scheme is the latest welfare scheme introduced by the Government of Sikkim to consolidate land reform measures in the State. Under this scheme the landowners donate a certain part of their land, entirely voluntarily, to the government. This land is then distributed to the landless (*Sukumbasis*), identified by the department concerned on the basis of a detailed survey. A landless household is now entitled to half an acre of land, with the settlement deed carrying the names of both husband and wife. The upper limit of the land cost has been fixed at Rs 25,000.

11.3.1 Tribal Development and the Government Departments/agencies

Sikkim is one of the ten Special Category States, which receive Central assistance on preferential conditions owing to their strategic location and special requirements. Since 1999, it is a member of the North-East Council and as such its development has been accorded a high priority by the Government of India.

The Ministry of Scheduled Tribes and Scheduled Castes Welfare Department looks after the affairs of the tribes. It has two departments, namely, the Department of Tribal Welfare and the Department of SC Welfare to look into the issues of the vulnerable sections of people. It has been renamed as Social Justice, Empowerment & Welfare Department (SJE & WD) with the amalgamation of Women & Child Development Department in 2004.

The main functions of the SJE & WD (Welfare Division) are as under:-

1. All matters connected with welfare of Scheduled Tribes. Economic Betterment Schemes, Educational Development Schemes, Facilities for Vocational Training and Voluntary organisations connected with the welfare of Scheduled Tribes.
2. Pre-Matric Scholarship schemes for SC/ST/OBC.
3. Post Matric Scholarship Schemes for Scheduled Castes and Scheduled Tribes.
4. Up-gradation of Merit Scholarship for SC/ST students.
5. Tribal Sub-Plan for Scheduled Tribes.
6. Scheduled Castes, Scheduled Tribes and OBC Welfare Boards.
7. Monitoring and evaluation of Schemes for Scheduled Tribes
8. Sikkim SC, ST and OBC Development Corporation (SABCCO).
9. Monitoring of Prime Minister's 20 point programs for the development of SC and ST.
10. Implementation of SC/ST Prevention of Atrocities Act, 1989.

The **Integrated Tribal Development Area Programme (ITDP)** of the Government of India (GOI) is implemented in areas where the population of the scheduled tribes exceeds 50 percent of the local population. There are 4 ITDPs in the State covering 77 blocks in three districts and the whole of North District. Scheduled Tribe population in the TSP area is 17,301, i.e 19.03 % of the total population of the State. 58.3 % of the Tribal Population of the State are residing outside the ITDP areas. In each district there is a Welfare Officer who is declared as drawing and disbursing officer for all the schemes to be implemented in consultation with other sectoral departments. The Welfare officers are represented as District authorities for all district level meetings.

Reservation of Seats: The Government of Sikkim has reserved 12 Assembly Constituencies for ST and 2 for SC out of 32 Assembly seats. The reservation policy for jobs in State Government and Public Sector and seats in professional Courses has been revised vide Notification No. 5/GOS/9/(15)/SWD/WD dated 19/8/2003 for

SC/ST/MBC/OBC is 6%, 33% 21% & 14% respectively. Besides reservation, 5 years relaxation in age is given to SC/ST and 3 years to MBC/OBC candidates.

The Tribal-Sub Plan and Special Component Plan for Scheduled Tribes are being implemented in the State since 1979-80. There are three separate Welfare Boards for re-viewing the progress of various economic and educational development schemes for SC, ST & OBC. The Boards actively participate in the implementation of various schemes in close co-ordination with Social Justice, Empowerment & Welfare Department. During the 10th Plan (2002-03 – 2006-07) a three pronged strategy for development of SC/ST/OBC was followed. They are (a) developmental measures for education and economic development (b) Protection measures through Civil Rights Act and SC/ST (Prevention of Atrocities) Act, 1989 and protective discrimination in matters of employment and other facilities and (c) Intensive and integrated development of areas having substantial population of SC/ST. Family oriented schemes education and skill formation with adoption of new technological tools to enhance productive capacity were given priority. Institutional finance at concessional rate of interest was provided by Sikkim SC/ST/OBC Development Corporation (SABCCO) for setting up industrial and commercial units.

The Division is also responsible for implementing Tribal Sub-Plan for Scheduled Tribes wherein, twenty three State Government Departments pool in their budget resources in proportion to the population of the Scheduled Castes and Scheduled Tribes and ensure schemes and projects for their benefits. The Division works in tandem with Sikkim Scheduled Castes, Scheduled Tribes and Other Backward Classes Development Corporation (SABCCO) for providing loans to citizens belonging to Scheduled Castes, Scheduled Tribes and Other Backward Classes of the State. The Division also monitors the Prime Minister's 20 point programs for development of Scheduled Castes and Scheduled Tribes and implementation of the SC/ST Prevention of Atrocities Act, 1989 and PCR Act 1955.

11.3.2 ST Welfare Schemes

Special Central Assistance to Tribal Sub Plan has been extended by the Government of India to State Government since 1977-78, as an additive to their State Plan efforts of Tribal Development and thus constitutes part of the overall strategy of the TSP. The objective and scope of SCA to TSP which was originally meant for filling up of the critical gaps in the family-based income-generation activities of the TSP, will now be expanded to cover the employment-cum-income generation activities and the infrastructure incidental thereto not only family-based, but also run by the Self-Help Groups (SHGs)/Community. While utilizing the SCA funds for the development of Forest Villages and the tribals living therein, it is essential not only to identify their specific problems but also to propose specific package for their development by specially formulating specific schemes that are not only suitable to the prevailing conditions but also ensuring their effective synchronization with the programmes of the Forest Department viz. JFM. Detailed information about all the projects sanctioned/funded under SCA to TSP along with the progress of their implementation needs to be kept up to date at the Centre, from time to time to facilitating effective monitoring. People's participation is a thread that runs across the tribal fabric and the approach towards tribal development should, therefore, ensure that their strength is harnessed.

The Ministry of Tribal Affairs is implementing scheme of establishing Eklavya Model School (EMRS) in the country since 1997-1998 out of funds under Article 275 (1) of the Constitution of India for providing quality education to Scheduled Tribes students in tribal areas. There are two such schools in Sikkim.

11.3.3 Social Justice in Sikkim

- The Government has been able to induct Limboos and Tamangs in the list of Scheduled Tribes.
- In Government jobs, reservation to the extent of 33 % to Scheduled Tribes.
- For the economic development of the Scheduled Castes, Scheduled Tribes and other backward classes, the Government established Sikkim Scheduled Caste, Tribe and Other Backward Classes Development Corporation (SABCCO) in 1996. This has done some significant works on financing projects by the communities belonging to these special categories
- The Government has included Bhutia, Lepcha, Limboo, Tamang, languages, among the 325 recognized languages of India.
- The Government has framed and implemented rules which require work sanctioned in the villages to be implemented through the people of the same village.
- The Government is providing old age pension to the eligible senior citizens of the State.
- Under Chief Minister's Annapurna Programme, old people of 65 and above are provided 10 kg. of rice per month free of cost.
- 3132 individuals belonging to ST/SC and OBC categories were provided loans during 1998-2004.

11.4 SOCIAL AND LIVELIHOOD ASSESSMENT

Six wards (villages) were selected for the Social assessment study in consultation with the Rural Management and Development Department, Govt. of Sikkim and the Project Director, NERLP. The selection criteria were based on varying presence of ST population, poverty and remoteness and differing topography. Two of the wards selected was with exclusive tribal population like Thasa and Tsokha-Kyongtek having majority Lepcha and Limboo populations respectively. The rest of the wards have a tribal population ranging from less than 10 percent to about 35 percent. ST communities like Limbus, Bhutia Lepcha and Tamangs were found in mixed habitation in these wards. As shown in the table below, the wards have varying levels of poverty.

Table 11.7: Sample Villages (Wards) in project districts showing ST population

District	Block	Gram Panchay at Unit	Major Tribes	Ward Name	Total Population	Total		
						BPL HH(%)	ST	ST(%)
East	Khamdong	SINGBEL	Limboo, Lepcha	Thasa	294	61.82%	273	92.86%
	Rigu	ARITAR	Bhutia	Kutitar	546	41.12%	51	9.34%
West	Gyalsing	YUKSUM	Limboo	Tsokha-Kyongtek	456	11.49%	422	92.54%
	Sorang	SULDUNG KAMLING	Tamang, Limboo	Upper Kamling	659	33.90%	117	17.75%
South	Namchi	NAGI PAMPHOK	Tamang	Pamphok	541	25.26%	185	34.20%
	Namchi	MAMLEY KAMRANG	Limboo, Bhutia	Upper Mamley	551	26.73%	163	29.58%

Source: RM&DD, Govt of Sikkim, 2009.

11.4.1 Livelihoods activities practiced in the villages:

THASA: Interested in and engaged with ginger cultivation along with maize. Needs improved orange cultivation. Lepcha women prefer dairy, goat and pig rearing and interested in doing tomato cultivation.

Key Issues: Better roads; water scarcity and needs maintenance of existing water system; weak or non-existent SHG; Drop out youths who are unengaged

KUTITAR: Interested in: Dairy(both men & women); Skill development of youth-mechanical, electrical, knitting and sewing.

Key Issues: Sinking area, Landless cultivators(Non Sikkim citizens) faulty water distribution, SHG is weak and incipient and large number of disabled people(due to iodine deficiency).

UPPER MAMLEY: Interested in: Floriculture, corn, tomato, dairy and goat keeping. Needs skill training in Tailoring

Key Issues: Water is a major problem: source is dry during march-april and get muddy in rainy season

No tribal SHGs, the Bhutias tribal community needs special attention and inclusion in development process.

PAMPHOK: Interested in: Dairy, poultry piggery, goat keeping. Skill training for shopkeeping and tailoring.

Key Issues: More days under MGNREGA, school, water harvesting, repair of existing pipes, electrification, link road to LANCO power project. More benefit should be in proportion to population in the Panchayat wards and not an equal distribution.

TSOKHA-KYONGTEK: Needs support to enhance village tourism. Increase rooms in each household to accommodate tourist. Women require training in cutting, embroidery and handicrafts. Enhance cardamom cultivation

Key Issues: Problem of discontinuing education for boys and girls because of engagement in village tourism activities. **SHG: 1(women)** engaged in water distribution in village. Very active and a profit making group.

UPPER KAMLING: Good prospects for floriculture and dairy for both men and women.

Key Issues: failure of cardamom cultivation.

Social survey has highlighted some community institutions which can be utilized by NERLP project as Community resources.

The **Gyapon** is a villager elder who help in resolving disputes and manages conflict among the Lepchas. Tarzum club under the larger state level Lepcha Association is another such organization of the youths which help the community in social events like death, marriage and other events. Tarzum also encourages cultural program, awareness among communities and capacity building and other social events.

11. 5 TRIBAL DEVELOPMENT FRAMEWORK

In Sikkim, the tribal population is widely dispersed, except in North District, where they live in compact areas. It mainly comprises *Lepchas*, *Bhutias* and the *Limboo* and *Tamang* (declared as tribes recently). The largest ethnic group in Sikkim is the Nepalis. Though the South and West districts are poorer than the North and East districts, pockets of deep poverty exist in all the districts, and specially in most isolated wards with high proportion of tribal people. Indebtedness is also high among the tribal people, specially the *Bhutias*. Lepchas, a dwindling and threatened tribal group, have been recommended for inclusion as a primitive tribal group by the State government. Protecting the culture and rights of indigenous groups like Lepchas and the Bhutias (land and livelihoods) is a key issue in safeguarding tribal identity and culture. Protecting the rights of the tribals to land and forest resources is particularly important to ensure a sense of belonging and security among them. There are several legislative and institutional safeguards for ensuring land rights of the indigenous tribal communities like the Bhutias and the Lepchas. Despite all these safeguards, there are instances of land of tribals having been transferred to non-tribals.

Social Assessment shows that social exclusion may arise due to a variety of factors some of which are deliberate while others maybe more subtle and occurring over a long period of time. In the context of Sikkim, historical processes and in-migration of non tribal populations having numerical dominance and a different social structure, remoteness and difficulty of terrain are some of the important features of exclusion in tribal areas. It is important to note that a large section of the tribal population is still isolated and excluded from the developmental process. The State Socio Economic Census Report gives a list of Isolated Panchayat Wards of Sikkim. Out of a total of 46 isolated Panchayat Wards, only 7 wards are non-ST. The rest are inhabited by ST populations ranging from 90-100 percent. Many such wards are proposed to be covered by NERLP, however it is recommended that priority be given to these ST wards.

Social exclusion is also evident in wards having mixed population. The dominant community ie; belonging to an upper caste or a numerically predominant group tend to exclude the smaller groups. Many small tribal groups have been left out of the developmental activities of the gram sabha due to this factor. Household assets are few and indebtedness is high among tribals, Mobilisation of tribals in SHG is very weak among the tribals, and would require special efforts to mobilize them. Tribals are largely occupied with agriculture, but have potential to improve their livelihoods through dairy, floriculture, pig rearing, ginger cultivation, ecotourism etc. In this context special measures should be adopted by NERLP for inclusion of tribal groups in villages.

Project Implementation in Sikkim. NERLP will target approximately 300,000 households in 1,624 villages under 58 blocks across 8 districts in the Mizoram, Nagaland, Sikkim and Tripura. The project is expected to benefit 555 villages in two project districts of South and West Sikkim and 15 Panchayat Wards of East Sikkim. The selected districts and details of their blocks in Sikkim are:

Table: NERLP Project Area

State	District	No. of blocks	
Sikkim	South	8	Namchi, Jorethang, Namthang, Ravongla, Yangang, Temi- Tarku, Sumbuk, Sikkip
	West	6	Gyalshing, Soreng, Yuksom, Dentam, Kaluk, Daramdin
	15 poorest Panchayat wards of East district		Ben, Thasa, Upper Lingtam, Dhanbari, Lower Samlik, Mamring (Amba Mamring Gumpa), Premlakha, Singaneybas, Lower Tarpin, Dokchin, East Machong, Namrang (Tumin Karma Choling Gumpa), Simik (Simik Daduling Gumpa), Kutitar, Namin
		14	

The tribal community communities are marginalized and vulnerable compared to the non-tribal groups and need enhanced and targeted project outreach, higher standards of consultations, and other safeguard measures to ensure benefits from project interventions accrue to the tribal households in a socially and culturally compatible manner and improve their livelihoods. Based on the findings of the social assessment and the stakeholder consultations, this tribal development framework (TDF) has been prepared for project implementation in Sikkim.

The TDF was prepared on the basis of learning acquired from field experiences, secondary material, project reports of similar projects and stakeholder consultations. Field work and consultations were held in 6 villages in East and South Districts where wards (villages) were selected on the basis of varying presence of ST population, poverty and remoteness and differing topography. Some wards were exclusive tribal villages like Thasa and Tsokha-Kyongtek, which had majority Lepcha and Limboo households. The rest of the wards had ST communities like Limbus, Bhutia, Lepcha and Tamangs. Consultations in the state are summarized in a separate chapter of this report. The TDF is applicable to all project villages with tribal population in the project districts in Sikkim.

11.6 KEY ELEMENTS OF TRIBAL DEVELOPMENT FRAMEWORK

The objectives and key principles of the TDF are:

- Targeted mobilization of the more impoverished and marginalized groups like Lepchas, Bhutias and other vulnerable tribal and non-tribal groups in the most isolated wards of Sikkim.
- Allocation of resources or benefits for the welfare and development of marginalized areas and communities
- Participation and representation of the most marginalized tribal villages and households and communities in planning for development and decision making
- Safeguard the overall interests of the tribal beneficiaries and ensure that the tribal households are not excluded from the community driven developmental process.
- Capacity building of Tribal people in general and youths in particular in their adaptive livelihood choices.
- Development and formation of SHGs among tribals men, women and youth.
- Protection of Tribal customs and traditions and promotion of culture.
- To reach out, support and empower tribal households in project villages in accessing project services and benefit from opportunities for livelihoods improvement.
- Development of economic skills and entrepreneurship among tribal community.

- To support social and economic empowerment of the tribal in the project area with targeted inclusion strategy
- To protect indigenous knowledge and practices among the tribal communities

The TDF summarises the i) socioeconomic, institutional and development profile of tribal communities in; ii) a framework for enhancing consultation and participation of the tribal communities; iii) screening and mitigation process for potential adverse impacts on tribal households; iv) grievance redressal and conflict resolution mechanisms; v) institutional arrangements and capacity building measures and vi) monitoring indicators. The TDF will also support the needs of the tribal communities in Sikkim with respect to information on government programmes on livelihoods, collective leadership and action for realizing rights and entitlements with identify, participation in village level planning and decision making.

11.7 CONSULTATION AND PARTICIPATION FRAMEWORK

Using the rationale that poverty is widespread and dispersed in Sikkim and affecting the lives of the tribes, a focused approach is necessary to address the constraints in tribal participation and inclusion in project paroceses. A Consultation and Participation framework is included to ensure free, prior, and informed consultations are held with the tribal beneficiaries throughout project implementation, and the tribal beneficiaries are fully represented and active in community institutions and the project support. The key mechanisms and interventions of the framework are summarized below.

i) Prioritisation of Isolated Panchayat Wards of Sikkim with high concentration of scheduled tribes. The DPMU will prioritise project villages with sizable tribal presence in the pilot blocks and the annual action plans. Special focus and attention would be paid on selection and targeting of Isolated Panchayat Wards of Sikkim, and areas with primitive and/or vulnerable tribal groups. One of the pilot blocks would be with sizable tribal villages. All tribal villages with adverse health and nutrition indicators would be prioritized for project interventions.

ii) Prioritised selection and targeting of remote habitations, Lepchas, and other vulnerable tribal and non tribal households during PRA. While the project will adopt a saturation approach and will reach out to 70% of the eligible tribal households in each village, it is important that All ST households, specially those in remote habitations, Lepchas, Bhutias, and other vulnerable households are identified and mobilized.

iii) Participatory assessments to result in a list of poor triabl households in project villages. The key process that the NERLP proposes to adopt will be to develop a list of poor tribal families/households in the project hamlets/villages generated through the BPL Listing and the Wealth Ranking that will help identify and prioritize social mobilisatio and institutiona building. Proper identification and targeting of tribal beneficiaries should be done with the support of the PRIs and other customary leaders. Participatory wealth grouping and other exercises should be conducted with full attendance, participation and understanding of the tribal and non-tribal participants, with sufficient advance notice. During the PRA exercise and profiling of village and household baseline, the socioeconomic data of ST households will be documented, including information on sub tribe, landholding, rights and concessions, livelihoods, BPL status, SHG membership status other socioeconomic parameters mentioned in the M and E chapter. Documentation of key natural resource, social services, infrastructure and livelihood priorities and opportunities for tribal and non-tribal households, should also be documented as part of PRA exercises. BPFT would need to “go out of the way” to engage those members of the community who might otherwise be left out or

excluded. The list of ST households in the beneficiary lists would be validated by village council, gram panchayat, and the tribal leaders.

iv) Formal Consultations with ALL social, ethnic, and tribal groups held and documented during village entry. Broad community support might be implied, given the participatory and demand driven approach of NERLP. However, in mixed community villages tribal groups may be excluded from decision making processes and project benefits. To safeguard such exclusion, PFTs will hold a formal consultation with ALL social, ethnic, and tribal households in each village, including tribal leaders, elders, panchayat leaders and officials, village level government workers etc. during village entry. The meeting will cover project objectives and benefits, tribal strategy, assessment of broad community support, grievance redressal mechanisms for the project etc. The meeting will be held with advance notice will be documented.

v) Selection of Village entry activities based on consultations with tribal households. The village entry activities will involve Focus Group Discussions (FGDs) and consultations with tribal leaders, and households in all the tribal hamlet/cluster of the villages, specially with the Lepcha, Bhutias and others in excluded wards. The selected village entry activities will reflect the priorities of the tribal community.

vi) Communication and Consultations with tribal communities held in locally understood language. Project information should be made available in the tribal villages and to tribal families in a culturally sensitive manner. All aspects relating to NERLP about project activities, selection of beneficiaries, fund flow, etc should be given wide publicity. All rules and regulations regarding responsibilities of stakeholder should be represented in a simple manner. Local language, local artists and art forms should be used prominently. As part of the mobilization process, tribal communities will be provided information and training on rules and regulations, processes and objectives of SHG formation through appropriate mediums - pictorial, using folk media, local resources, etc. The PFTs and CSPs will lead the process of consultation and information dissemination. Guidelines for consultation and communication with tribal communities would be developed by the RPMU.

vii - Mobilisation and Inclusion of Tribal men and women in community institutions SHGs, CDGs, YGs and PO). In Sikkim, SHG among the tribal women are either defunct or yet to be formed. For tribal participation in community institution, PFTs would give priority to targeting and mobilising the poorer tribal women and men in SHG, CDGs, YGs, POs and NRMGs etc. The CBOs could comprise male, female & mixed, BPL and APL members based on locally articulated affinities. All ST families in villages with both dispersed and concentrated populations, will be organized into SHGs. Villages with large ST population (more than 50% pop.) will have exclusive tribal SHGs. In areas of mixed populations, efforts will be made to mobilize tribal communities by themselves or in isolated or scattered locations, such SHGs maybe formed along with the other left out poor in the village. Even with low proportion of tribal population, these villages must be specially targeted for livelihood promotion and development activities.

The project would identify specially qualified and preferably tribal staff to work among the primitive tribal groups. Preference will be given to local tribal youth to work with the project as community service providers or PFT staff. It would be important to ensure that the Community Resource persons come from ALL tribal and ethnic groups in the socially

heterogenous project villages. Moreover, in geographically backward areas, number of PFT members should be more compared to locations which could be accessed easily. Strengthening of social institutions of the Tribal community along with federations will be taken up. Local tribal traditions and leadership will be incorporated in the process of institutions building, for eg. Gyapon. The project would promote membership of tribal people in all Ward, Block, and District and State level bodies.

viii) Flexible adaptation of group functioning norms in tribal areas. Group formation and functioning norms would need to be adapted to geographical and socioeconomic conditions, including preexisting customary institutions and informal savings and credit groups, in the tribal areas, specially in excluded village wards and areas inhabited by Lepchas.

ix) Representation of tribes in Community Institutions. All SHGs, CDGs, YGs and POs, will have representation of the scheduled tribes (STs) in office bearing positions, executive committees (ECs), other committees and general body of the groups. Members from each ST family including the husband, wife and one adult member, preferably the daughter, will be the member of the CDG. In villages having less tribal populations it is recommended that seats for tribal members be reserved as per their population. In villages where the tribal population ranges from 10% to 50% of the total population, a Tribal sub-committee will be constituted. This committee will review the issues and inclusion of the tribal households in the CBOs and discuss appropriate steps.

x) Consultations on livelihood plans, community development plans (CDPs) and NRM plans. The community institutions will prepare livelihood plans, community development plans (CDPs) and NRM plans, and receive project support for implementation of these plans. Allocations could also be set for supporting livelihoods in the targeted tribal areas, specially where the primitive tribal groups reside. Targeted allocation of SHG seed grants and livelihood grants should be made to SHGs with tribal members.

Planning and need assessment for these plans should involve full and documented participation and feedback of all tribal and non-tribal households, community leaders, village council, youth clubs and gram panchayat. These plans would reflect the key livelihood priorities of the tribal people, and should be endorsed by the tribal members. All CDPs, NRMPs need to be endorsed by the tribal households. Any community resolutions to introduce regulations and enforcing them would need to be decided with full participation of traditional village institutions.

Since low employment opportunities in sectors outside of agriculture and forestry activities mark the depressed economy of tribal communities, emphasis will be made to support innovative and lucrative proposals from tribal SHGs that bring better integration of local non-farm based economy and create sustainable self employment opportunities. PFTs would provide targeted assistance to the tribal community institutions for preparation of CDPs that address livelihood priorities of the tribal households.

Special attention would be paid on including livelihoods, of the tribal people, especially the primitive tribes. These are likely to be in eco tourism, local handicraft, dairing, piggery, fishery, backyard poultry, cultivation of vegetables and fruits etc. Potential indigenous skills need to be explored for identifying other livelihoods opportunities and planning for value

chanins. The DPMUs will actively engage and mobilize tribal men and women for support under the skill building component.

xi) Periodic Consultations during project implementation, Monitoring and Review. PFTs will hold regular consultations with the tribal and non-tribal community groups throughout the project implementation period. The process monitoring and external audit for implementation of TDF will hold focus group discussions and community consultations in tribal villages, and highlight feedback and findings. Monthly consultations will be held with the tribal community institutions in the first year of project implementation, following which these consultations could be held on a quarterly basis. However, regular consultations should continue with vulnerable groups like the Lepcha throughout project implementation.

11.8 TRIBAL DEVELOPMENT FRAMEWORK - KEY ACTIONS.

The key actions under the TDF are summarized in the table below.

Table: Tribal Development Framework - Key Actions

Sub Components	Key Actions	Implementation Responsibility	Supported by
Component 1 – Social Empowerment			
Support to Project Facilitation Teams (PFTs)	<ul style="list-style-type: none"> -PFT staff engages tribal youth, especially in tribal blocks/clusters -Entry point activities selected on the basis of consultations with tribal communities and leaders - Training programme of PFTs involves special module on identify, culture, inclusion, empowerment, entitlements and and development of tribal households 	DPMU	RPMU
Community Mobilization, Capacity and Institution Building	<ul style="list-style-type: none"> -Priority selection of villages with high population of tribal, specially vulnerable tribal communities -Documentation of key natural resource, social services, infrastructure and livelihood priorities and opportunities for tribal and non-tribal households, as part of PRA exercises -Participatory wealth grouping and other exercises conducted with full attendance, participation and understanding of the tribal and non-tribal participants, with sufficient advance notice -Project communication activities use local resources, media and community institutions, -Formal consultations with village councils, panchayats and tribal leaders held and their broad community support documented -Group formation and functioning norms adapted to geographical and socioeconomic conditions, including preexisting customary 	PFTs	DPMU Social Staff and External agencies (as required)

	<p>institutions and informal savings and credit groups</p> <ul style="list-style-type: none"> -Mobilization of men and women from all tribal households in the villages, specially the vulnerable tribal groups, included as beneficiaries -Exclusive tribal community institutions promoted based on pre-existing affinity and local demand -Tribal households represented in all office bearing positions and executive committees of the community institutions; -Tribal subcommittees formed in the CDGs, YGs, POs, NRMGs EAGs, and federations -Community capacity building activities cover rights and entitlements, legal empowerment particularly of tribal people. -Preference to tribal youth as community service providers -Capacity building of CSPs to include tribal development and empowerment. -PFTs provide intensive handholding support to tribal community institutions 		
Component 2 –Economic Empowerment			
SHG Investment Support	<p>Targeted allocation of SHG seed grants and livelihood grants to SHGs with majority tribal members</p> <p>Handholding assistance provided to prepare SHG livelihood plans, CDPs, NRMPs; SHG livelihood plans, CDPs, NRMPs are prepared following social impact screening and mitigation guidelines and are endorsed by tribal groups</p> <p>Special assistance provided to prepare collective livelihood plans</p> <p>PFTs conduct social impact screening of the SHG livelihood plans, along with the environment screening</p>	PFTs, CRPs	DPMU Social Staff and External agencies (as required)
Community Development Investment Support	<p>Targeted assistance provided for preparation of CDPs that address livelihood priorities of the tribal households</p> <p>Planning and need assessment for CDPs involves full and documented participation and feedback of all tribal and non-tribal households, community leaders, village council, youth clubs and gram panchayat</p> <p>CDPs to benefit majority of the tribal households in the project villages</p> <p>CDPs to have convergence linkages with government programmes targeting tribal households</p>	PFTs, CRPs	DPMU Social Staff and External agencies (as required)

	All CDPs screened for potential adverse impacts on private land, customary rights, concessions, entitlements, existing resource usage, and any required mitigation measures are formally adopted and supported by all CDG members through a transparent, participatory and voluntary process.		
Producer Organizations Investment Support	Producer Organizations and value chains address the livelihood constraints of the tribal households	PFTs, CRPs	DPMU Social Staff and External agencies (as required)
Youth Skill Development and Placement Support	Consultations with existing youth groups, informal associations and NGOs in tribal villages Allocation for support to tribal youth, both men and women, from project villages	PFTs, CRPs	DPMU Social Staff and External agencies (as required)
Innovation Support	Innovation proposals focusing on meeting the most tangible social, livelihood, health, and food security needs of tribal communities given priority. Proposals to be based on direct consultations and feedback from tribal communities	DPMU Social Staff	DPMs, BPFTs, State Coordinator
Component 3 - Partnerships			
	Support to financial institutions that focus on enhancing financial inclusion and credit linkages in tribal areas Piloting of 'Business correspondent and facilitator' model in tribal areas Engagement of technical institutions for providing provide technical know-how, critical market linkages and capacity building support for livelihoods in tribal blocks Engagement of specialized agencies for training, sociotechnical support, action research, thematic studies, workshops etc on social and legal empowerment and livelihood development in tribal blocks Engagement of marketing support agencies for promoting tribal livelihoods	RPMU Social Staff	DPMU Social Staff and External agencies (as required)
Component 4 - Project Management			
Monitoring and Evaluation	Tribal focused monitoring indicators and reporting provisions integrated in the monitoring, evaluation and reporting framework External audit of implementation of the TDF conducted in second year Process monitoring includes feedback from	RPMU Social Staff	DPMU Social Staff and External agencies (as required)

	tribal beneficiaries and community organizations Project reporting, includes reporting on implementation of the TDF.		
Technical Assistance	Training, exposure visits, guidelines and manuals and consultancies also cover specific priorities and themes of tribal livelihoods, inclusion and empowerment.	RPMU Social Staff	DPMU Social Staff and External agencies (as required)

11.9 Social impact screening of livelihood, community infrastructure and livelihood plans. Planning and need assessment for CDPs and NRMPs would involve full and documented participation and feedback of all tribal and non-tribal households, community leaders, village council, youth clubs and gram panchayat. PFTs would conduct social impact screening of the SHG livelihood plans, along with the environment screening, applying the criteria and processes summarized in Annexure 1. All CDPs and NRMPs would be screened for potential adverse impacts on private land, customary rights, concessions, entitlements, existing resource usage, and any required mitigation measures are formally adopted and supported by all CDG members through a transparent, participatory and voluntary process.

11.10 Convergence with existing livelihood and community initiatives. CDPs should benefit majority of the tribal households in the project villages, and have convergence linkages with government programmes targeting tribal households. Govt. of Sikkim has supported Livelihood Schools in 31 Assembly Constituencies. NERLP may use the opportunity to build a partnership with such schools. The Village Development Action Plan (VDAP) is an innovative initiative of the Government of Sikkim to steer in democratic decentralization, need based planning and empowerment of the Panchayati Raj Institutions. The CDPs and NRMPs should have linkages with these plans. The programmes of the departments of rural development, tribal welfare, forests, Social Justice, Empowerment & Welfare etc could be implemented with higher community participation and better outreach to the excluded households in the NERLP project areas. The Tribal-Sub Plan and Special Component Plan for Scheduled Tribes and other welfare schemes of the Sikkim Scheduled Caste, Tribe and Other Backward Classes Development Corporation (SABCCO) could also be implemented in the project areas with better targeting and outreach in project villages. The DPM will work with the district coordinator (Social, Gender and Community mobilization) and the Block Project Coordinator (BPC) to identify the key development priorities in the tribal villages and promote convergence of various government schemes, specially targeting the vulnerable tribal groups like the Lepcha and the isolated wards in Sikkim. The DPM will initiate convergent planning and implementation in the project blocks, under the guidance of the District Project Advisory Committee (DPAC) and the State Nodal Officer.

11.11 Grievance Redressal Mechanisms. Being a community based, demand-driven project, where self help groups, youth groups and community development groups plan and implement livelihood interventions themselves (without any prescription or imposition from the project), most community grievances are expected to be resolved through these participatory and consultation processes. However, to address any beneficiary grievances related to consultations, community consent and support, exclusion from project support, loss of land and livelihoods, loss of access and rights etc, and to safeguard the rights of the

vulnerable groups, NERLP would establish an efficient and accessible grievance handling and resolution mechanism covering the project villages. This will also enable the community to resolve issues related to credit management, social issues and complaints related to various government schemes and provisions. The project supported formal grievance system would involve the following mechanisms.

- The State Unit in Sikkim will form State and District Grievance Redressal Committees, of three to four members, will be formed in the first year of the project, with representation from NGOs and other government departments
- The DPM will regularly brief the District project committee on community grievances registered by the block teams and the CSPs.
- The RPMU will establish a toll free telephone number for registration of complaints, in the first year of the project. This number will be communicated in all project villages, specially to the CBOs, during village entry.
- During supervision missions, regular review of complaints and their handling will be undertaken in the tribal and non tribal areas.

The project supported formal system would operate along with the existing community based and customary systems of grievance redressal in the project villages in Sikkim. The key mechanism would be

- The Executive body of the CDGs and SHG Federation headed by the Secretary will be responsible for recording and resolving any grievances of the complainants.
- Gram Panchayat, the executive body of the Gaon Sabhas, will mediate the resolution of any grievances and disputes arising within the community institutions or social groups, and between neighbouring villages.
- Participatory monitoring and reviews and social accountability tools will be used for identification of grievances.
- Contact details of DPMU and PFT staff, specially the nodal grievance person in the PFT and the DPMU will be publicized in project villages during village entry.
- PFTs and CRPs will hold formal consultation meetings on a monthly basis to discuss project implementation issues, including grievances, in the tribal GPs.

The community based grievance mechanism will be directly monitored by the PFTs through the community service providers (CSPs). Information on grievance redressal mechanisms and contact persons (PFT, DPMU, CSP, BDO etc) will be part of the community capacity building interventions, public consultations and regular handholding support.

11.12 Conflict Resolution.

In Sikkim, the Gram Panchayat will be involved in mediating and resolving disputes arising within the village between individuals or groups of individuals or between villages. Traditional village organisations among among Lepchas, Pions and Youth organizations, should also be involved to mediate any conflicts. Social survey has highlighted some community institutions which can be utilized by NERLP project as Community resources. **Gyapon, the villager elder** could help in managing and resolving disputes and conflict among the Lepchas. Tarzum club under the larger state level Lepcha Association is another such organization of the youths which would be helpful in resolving conflicts and supporting project dissemination

among project beneficiaries. The basic mechanisms for identifying, mediating and resolving community-level conflicts in Sikkim would involve the following mechanisms

- Engagnig Community Resource persons from all key social, ethnic and livelihood grups.
- Identification of potential potential conflict among the social, ethnic and livelihood groups during village entry, PRA and livelihood planning process.
- Rrepresentation and participatoin of all social, ethnic and livelihood groups in the SHGs, CDGs, YGs, POs and NRMGs, and specially their executive bodies and other committees on tribal inclusion and social audit.
- Consultaitons with contiguous village panchyaats in case of potential sources of conflicts, specially around natural resource use
- Consultations with and support of gram panchayats for community subprojects
- Particiapatory and consultative planning of all community livelihood and infrastructure projecjts.
- Involvement of village level committees, customary tribal leaders, Gyapon, village elders, and use of traditional systems of intertribal dialogue.
- Disseminatin of contact details of DPMU and PFT staff in the project villages

CDG and SHG facilitator at village level will play a key role in resolving any social conflict arising in the project villages, with the facilitation of BPFT. Project staff, specially in DPMU, PFTs, and CSPs will be provided training on conflict detection and resolution in the context of customary systems and project interventions, natural resource management, institutional dynamics, social groups, land etc. The community institutions will also be provided capacity building and handholding support on conflict resolution. The DPM will monitor any incidence of armed conflicts and insurgency in the project villages, based on feedback from BPFT and CSPs, and provide report to the State Nodal Officer and State Project Coordinator. For incidents of armed conflict and violence, the District Commissioner will call for a special meeting of the district Project Advisory Committee (DPAC), and take appropriate conclitc reduction measures, including those listed above. The RPMU would engage the services of experts on conflicts and tribal affairs to study and mediate any such situations.

11.13 Institutional Arrangement

The RPMU will implement the project through establishment of eight District Project Management Units (DPMUs) and district teams that will manage the field level implementation through the Project Facilitation Teams (PFTs) set up covering cluster of villages. The project implementation in each of the four states will be supported by a small State Project Support Unit (SPSU), housed within the respective state governments.

The TDF will be anchored with the Project Manager (Social, Gender and Community mobilization) who will be reporting to the Project Director, NERLP. S/he will lead the overall implementation of the social inclusion, gender and community mobilization processes and components, including the TDF, with the support of the assistant project manager (social, gender and community mobilization) in the RPMU. The specific responsibility of TDF implementation at the district level will be with the District Coordinator (social, gender and community mobilization) who will work with the BPFTs to implement the TDF. RPMU and DPMU will undertake a special recruitment drive to engage local tribal youth in the PFTs in tribal blocks/clusters.

The District Coordinator (social) would consider engaging the services of NGOs to set up PFTs, for those tribal areas and communities which are difficult to reach or where NGOs have pre-existing relationships through demonstrable and credible work, including those inhabited by vulnerable tribes in uphill forested terrains. The selection of NGO would be based on detailed criteria as spelt out in the Community Operations Manual, and will be done in consultation with social staff in district and state units, as well as community institutions and leaders. To specifically focus on mobilisation of vulnerable tribal and other groups, the RPMU/DPMU would engage external experts on tribal development and livelihoods to supervise, guide, support, facilitate and monitor TDF recommendations. The RPMU/DPMU will also enter into partnerships with training and resource agencies, and other service providers (individuals and organizations) that have experience of working with scheduled tribes in Sikkim.

11.14 Capacity Building on implementing the TDF. Capacity building of project staff, partners, and community institutions, panchayats on social mobilization, empowerment, tribal development and gender is a key project intervention. Special attention would be paid to building capacity of the PFTs, CSPs, and community institutions in the tribal areas. All project functionaries working in the tribal areas and concerned staff at the state, district and block project units will be sensitized on the social assessment of tribal communities and the provisions of the TDF, among other related themes. The training and capacity building programme of the project will include the following themes.

- Poverty, vulnerability, and exclusion among tribal communities in project districts
- Society, Language, culture and resource practices of tribal communities
- Tenurial and customary rights to land and natural resources in tribal areas
- Conduct of free and informed consultations with Tribal people
- Ensuring participation of tribal households in CDPs, NRMGs and livelihood planning
- Socioeconomic and livelihood profiling in tribal villages
- Engagement with customary institutions, community leaders
- Rights, entitlements and legal awareness and empowerment of tribal communities
- Government programmes targeting tribal communities in Sikkim
- Capacity building of tribal leaders in PRIs

The PM (social) will design the TA and capacity building activities on the tribal development issues which would include training and exposure visits, guidelines and manuals, consultancies and engagements that improve project impact in tribal areas. S/he will develop the training programme on the identify, culture, inclusion, empowerment, entitlements and development of tribal households for the project staff and the CBOs, and get it implemented in the tribal villages through internal and external agencies and resource persons. The RPMU will identify suitable training and capacity building organizations on tribal development and develop partnerships with them.

11.15 Monitoring and Reporting. Monitoring of inclusion, capacity building, access to livelihood support of tribal and non-tribal households, and implementation of the TDF will be integrated in the overall Monitoring and Evaluation (M and E) framework of NERLP. Each of these M and E activities will include indicators and a focus on inclusion of the tribal villages and households. This will be done by the Social, Gender and Community Mobilization Unit at the RPMU level, supported by social coordinator at the district level and PFTs at the block/village level. In addition to the overall social monitoring of NERLP in tribal and non

tribal areas, specific monitoring measures would be undertaken for the tribal areas of the State.

The sample indicators for monitoring of TDF that would be used and integrated in the project management information system (MIS) include:

Access and Inclusion

- Number of tribal villages, excluded wards, vulnerable community reserves selected for project implementation.
- Number of villages with tribal community service providers
- Number of left out tribal households identified through participatory assessments
- Number of left out tribal households mobilized in SHGs, CDGs, YGs, NRMGs
- Number of SHGs, CDGs, YGs, NRMGs with tribal households; of which % with representation in office bearing positions and executive committees;
- Number of SHGs, CDGs, YGs, NRMGs with tribal households; of which % accessing project support on livelihoods
- Number of tribal community institutions and households benefitting from CDPs and NRMPs;
- Number of tribal youth supported under skill training;
- Number of tribal households accessing public services and entitlements through PFT facilitation
- Number of community institutions with Tribal subcommittees

Process Indicators

- PFT staff engages tribal youth, especially in tribal blocks/clusters
- Training programme of PFTs and CSPs involves special module on identify, culture, inclusion, empowerment, entitlements and development of tribal households
- Number of Villages where Information campaign conducted using local, rural folk media conducted in tribal and non-tribal hamlets
- Beneficiary household details on tribes and sub tribes, landholding, BPL status, primary livelihood, migrant status and vulnerability in the baseline profile of the village, beneficiary and community institutions;
- Formal consultations with village councils, panchayats and tribal leaders held and their broad community support documented
- Number 'Business correspondent and facilitator' model implemented in tribal areas
- Number of project blocks where innovation pilots, special programmes and livelihoods interventions supported in tribal areas
- Number of grievances and conflicts recorded and resolved in the tribal areas;
- Number of thematic studies on tribal livelihoods completed
- Number of convergence partnerships and beneficiaries in tribal areas
- External audit of implementation of the TDF conducted in second year

The tribal community institutions will be engaged in process monitoring mainly through Focus Group Discussions (FGDs) and Participatory rural appraisals (PRAs) techniques, in order to learn about the quality of project implementation in the tribal areas. The communities will also monitor the performance of all project functionaries coming in contact with them regularly as well as occasionally.

Internal process audit. At end of the first year, the District Team will review the process of TDF implementation in the villages with tribal population, and prepare a report.

External audit. The RPMU will engage an external agency, which could be same for environment audit, to assess the implementation of the TDF, at the end of years 2.

The half yearly project progress reports would include a separate section on the social performance of the project interventions, including implementation of the project interventions in the the tribal areas.

11.16 BUDGET

The TDF forms an integral part of NERLP, and the project components on Social Empowerment, Economic Empowerment, Partnerships and Project Management have allocated budget for all project costs related to implementation of the TDF. The Project Budget covers the costs of i) Social staff at RPMU, DPMU and PFTs; ii) training and capacity building of project staff on social dimensions; ii) community mobilization and institution building; iii) capacity building of community institutions on social dimensions; iv) partnerships on social empowerment, financial inclusion and livelihood promotion of tribal groups; v) and monitoring and evaluation. The required budgets will form part of the Annual Plans and Budgets of the RPMU/DPMU, based on the project implementation phasing and cycle. Since the project aims to prioritise the rural poor women and youth, a significant proportion of the poor tribal families will be covered under the project.

CHAPTER 12 GENDER STRATEGY

The issue of women's empowerment and gender equity has become of greater importance in the North East region of late. The social assessment study indicates that women in the project states have generally better profile in terms of literacy, sex ratio and health than their counterparts in other states and regions of India. However, gender inequalities are also prevalent in the North East Region, differing in nature and magnitude among the project States. For instance, while poor sex ratio, illiteracy or dowry or restrictions on women's mobility are much less pervasive here, high workload, unrecognized and underpaid work, and violence against women hold more relevance and need attention. Women also have low representation and participation in the village planning and decision making process in the project states. Apart from 'remoteness' of villages, the consultations have revealed that even within a village, households headed by illiterates and women are often left out from accessing benefits and entitlements provided by the state. The governments in the project states have made provisions for women empowerment in the form of various policies, centrally sponsored schemes, NGOs and other organizational facilities (summarized below).

It is important to identify and understand the gender issues that affect women's ability to participate in and benefit from livelihood interventions supported under NERLP. This Chapter helps identify some of the key gender issues that have emerged through the social assessment recommends gender strategy and actions to address these issues. The main gender issues in the project states are:

Nagaland

- Some pockets for child marriage and poor literacy. While the average age of girls at marriage in Nagaland is 22-23 years, in districts under NERLP, Peren and Tuensang, it is still common to have girls married at 15-16 years of age. Even female literacy in these districts is 46.12 percent only.
- Violence against women. Though incidents of dowry deaths, female infanticides, and neglect of the girl child are absent in Naga culture, there are other forms of violence like wife beating, rape and molestation which are on increase. This is a clear violation of the rights of women and can impact their participation in the project and therefore needs specific attention.
- Limited role for women in community institutions. Nagas continue to abide by their traditional governing systems where only male members (Village Councils or an informal council of elders) are members and therefore the decision making authorities. Women are excluded from formal decision making processes.
- Women do not inherit property. In Naga societies, property is inherited by the male heirs and transmitted through them. They have coparcenary rights in ancestral property. The women have no share in such inheritance although acquired properties can be tied to daughters also.
- Large number of single women. Most village women are single parents and have few resources of their own and no other source of earning hard cash, except through whatever they collect from the forest or the little extra they get from cultivation, which they bring to the town and sell. This makes them more vulnerable and poor.

- Unrecognized and underpaid work. Nevertheless, women's contribution to family earnings, in financial terms, is lesser and commensurate with the amount of work they do. This is because their nature of work is mainly household work or they work in their own fields, for which no financial remuneration is given.

Mizoram

- Poor education amongst women. Education is not given priority as women's primary responsibility is seen as household work. While this is changing, much more needs to be done to promote girl child education. Amongst the poor and the ultra poor households child marriage is prevalent. Education can lead to delayed age at marriage.
- High workload and unpaid work by women. Women, particularly the poor women are highly overworked. Moreover, they still remain largely involved in traditional but unpaid tasks of community life. Women who are engaged in agricultural, spend maximum time in the fields during the sowing as well as harvesting season, at the same time they take care of their household core activities.
- Poor social status of women. The traditional position of women is poor. The community members share some of the old local sayings that reflect the poor attitude towards women. "Hmeichhia let palchhia chu thlak theih a ni." (a woman and an old fence can be discarded anytime) "Hmeichhe thu thu ni suh, chakai sa sa ni suh" (flesh of a crab is no meat, word of the woman is no word). The above maxim speaks volumes on the status of women in the Mizo society.
- Poor participation in Panchayati Raj Institutions. The experience of women in PRI is poor and reflective of the overall poor status of women in society.
- Women do not inherit property. In Mizoram, the land is inhabited by various tribes such as Lushai, Mara, Hmar, Paite, Ralte and other, who are collectively known as Mizos. The Mizos being patriarchal, property is inherited by men rather than women. A daughter or a wife can inherit property only if the deceased has no heirs on male side. Women, however, are entitled to their own property.
- Poor nutrition among women. Maximum women were seen to be the victims of anemia, which causes malnutrition among children.
- Women have remained left out in programmes. During the study it was found that mostly men are members of agriculture credit societies. Women have no linkages with banks especially in the poor and the ultra poor families.

Sikkim

- High workload. In rural areas, women work very hard, starting from collecting fuel wood and fodder for the family, and fetch water from springs in vessels which they carry in doko (basket) on their back, they are responsible for all domestic tasks including caring for domestic animals. Women also work as paid agricultural labourers, construction workers, and take part in economic activities like selling of vegetables in the market place. They contribute to the income of the family also through their traditional skills in spinning and weaving.
- Early age at marriage. Child marriage (16-20) is prevalent in rural and urban areas 32 per cent of girls were married before they were 18 years and 34 per cent got married by the time they were 20((Sikkim Human Development Report-2001)

- Gender disparity evident in higher studies. The girls are typically denied the opportunity to pursue higher education since it often involves moving out of village, districts and even state. Other factors like poverty, social customs, negative parental attitudes, poor accessibility and non availability of schools which have women teachers are the main reasons for the slow spread of education among girls in rural areas. Socio-cultural and family consideration often deny women the opportunity to pursue employment outside the state.
- Poor health and nutrition. Heavy workload coupled with early marriages; take their toll on women's health. Maximum women are the victims of anemia, and in the same condition they have to beget their child with malnutrition.
- Poor awareness and access to government schemes and programmes. with the study revealed that women have poor awareness with regards to government schemes like supply of nutritional diet for children, take home ration for pregnant/lactating mothers etc. There is no awareness about labor welfare schemes, equal wages etc.
- No inheritance over property. It is also found that women have no rights of inheritance. It is only when daughter remains unmarried that parents customarily transfer some property to her.

Tripura

- Low work participation of women. In Tripura the female work participation rate is the second lowest in the North East. Wages for women in agriculture in this state were higher than in the other eight states.
- Violence against women. Incidents of violence related to dowry demands (specifically dowry deaths and dowry torture) accounted for over one-third of all reported incidents of crime against women in Tripura. Dowry-related violence, however, is not widespread among the tribal peoples.
- Pockets of low sex ratio. According to the 2001 Census, sex ratio of the ST population is 970, which is below the national average for STs (978). The Jamatia has recorded the highest sex ratio of 996 among the major STs. On the other hand comparatively low sex ratio has been recorded among Munda (950), Chakma (951), and Reang (962).
- Gender gap in literacy. There is gender gap in literacy rate of ST male and female (male: 68%, female: 44%).

Some of the common gender issues observed across the four NERLP states are:

Poor representation and participation of women in decision making. Power issues which control women's voice in formal decision making bodies are as much a reality in all four states in NE as anywhere else in the country. The traditional bodies and mechanisms operating at the community level continue to hold importance for key decisions with regards to the community, especially in Nagaland and Mizoram. Since NERLP will establish SHGs, Federations and other community-based organisations, it will encounter these difficulties as women may not be readily able to demonstrate leadership in public fora.

Poor ownership of land and assets. This is another important issue which NERLP will face as it seeks to enhance women's livelihoods. For instance, when it comes to land-based

activities, women may not be able to take key decisions and may need to rely on the male members of their families. For NERLP thus regular community meetings and sensitization to promote women's control over land and assets will have to be encouraged.

Workload and financial dependence. Across four states a stark reality is the high workload of women. They are primarily engaged in allied agriculture activities and labour. Yet, they are undervalued and underpaid. Their work in the family or community land is seen as assistance and therefore may even not end up getting paid. Moreover, as in all parts of India, domestic chores are completely handled by women.

Violence against women. This issue can be an important deterrent for women to participate or fully enjoy the benefits of the NERLP interventions. For instance, wife beating owing to drug abuse may not allow women to control their earnings. Awareness raising and sensitization on the issue will be important.

Lessons from the various experiences detailed out in the earlier part of the report, and summarized above, clearly show that the women in the selected villages might be worse off than that of their counterparts in the other districts of North East Region. The situation of the ST women is even worse off.

Gender Strategy and Key Actions

NERLP recognizes the rural women in the project states as its primary stakeholder. NERLP draws its strength from the fact that it is demand driven project with overarching focus on mobilisation of women from rural poor households in SHGs, CDGs, NRMGs etc. Reaching out and mobilising rural women and empowering them with skills and capacity for improved livelihoods is an integral part of the project social inclusion strategy. The Gender actions are envisaged at two levels. First, at the level of the project to ensure staff has the necessary capacities to identify and integrate gender issues in the project cycle as well as a gender sensitive environment that ensures safety and leadership by women. Second, at the community level, to improve women's livelihoods along with their social and power relations within and outside the households. Towards this end, some of the specific gender actions are proposed and described below.

Project level

- ☞ Gender equity in staffing. Ensuring at least 30 percent representation of women across project levels- RPMU, DPMU, PFT and all women CRPs. The project will have to ensure an attractive compensation package, safe living and working environment and facilities for safe and convenient mobility of female staff.
- ☞ Sensitization and Training of Staff. This is an important action as it ensures that staff has the sensitivity and commitment to gender integration as a priority not an option. The trainings will have focus on the gender relations in the context of differential role, access and benefits between women and men in household relations, rural livelihoods, village planning and governance and natural resource usage. The trainings will also highlight how gender impacts women across tribal, caste and religious identities. Some specific actions are:
 - ✓ Develop specific modules on gender in the NE context using gender experts and trainers

- ✓ Identify a strong cadre of gender trainers, ensuring both female and male trainers are roped in for trainings
 - ✓ Organise a specific induction programme on gender for all staff, not only the social/gender staff
 - ✓ Organise advanced trainings for social and gender staff on gender analysis, addressing gender-based violence, leadership development for women and social accountability
 - ✓ Encourage opportunities such as cross-visits to external projects.
- ☞ Gender sensitive policy and work culture. A gender sensitive work environment will encourage gender sensitive efforts at the community level. It will also ensure that women in the project feel safe and supported in their work. Thus it is recommended that the project take the following specific efforts towards this:
- ✓ Project must evolve a sexual harassment policy. A separate gender policy can be evolved to demonstrate project's commitment to gender equity and include commitments to staff sensitization, nurturing leadership of female staff, learning opportunities for gender and so forth
 - ✓ A sexual harassment committee must be constituted including nominated staff who are seen as having strong commitment and understanding on gender issues. An external representative from an NGO must be a member of this committee.
 - ✓ Provide mentoring and other support to women staff to cope with challenges in the field as well as their personal lives.
 - ✓ Identify 'gender champions', both women and men who have contributed towards gender work can be a unique and motivating strategy. Including their reflections, successes in the field can be documented and included in project reports, magazines.
- ☞ Gender strategy and curricula for community institutions. To ensure uniformity in basic principles, this activity must be lead at the National level. Some of the specific initiatives under this can be:
- ✓ State specific gender strategy (components of which are mentioned below, but must be elaborated)
 - ✓ Gender indicators that will be integrated with the M&E system and routinely tracked and reported
 - ✓ A comprehensive gender module for staff and a separate gender module for community sensitization covering key issues, implications on livelihood interventions
 - ✓ Comprehensive gender toolkit can be prepared. This toolkit can provide gender sensitization tools as well as gender integration strategies, collating promising approaches on gender equity of various organisations through livelihood interventions.

- ☞ Promoting learning and reflection on gender issues. The project must allocate resources and time for promoting learning on gender. Some of the following ideas can be tried:
 - ✓ Thematic Studies. NERLP must support gender impact studies to be able to throw up useful lessons for learning and replication. A specific study on tribal women of the NE can be one such study. The project can aim for at least two studies focusing on women's empowerment issues.
 - ✓ Lessons learned event. Organising lessons learned meeting inviting gender experts from the region and outside can also be explored. The project must aim for one such event mid-way to share its own lessons as well as benefit from reflections and feedback of other experts. The thematic studies can be shared at this event.
 - ✓ Action-research pilots. Some pilots and action-research jointly with other organisations can be worked out. At least two action-research pilots can be supported under NERLP.

- ☞ Establishing a gender equity alliance. NERLP can undertake an interesting endeavour to establish a NE Region alliance on gender equity or identify any such existing alliances. Some of the specific efforts towards this will be:
 - ✓ Mapping of gender resource agencies, experts across four States undertaken by the RPMU
 - ✓ This alliance can have State level representatives, individual gender experts and NGOs, which can be roped in for community sensitization, women's campaigns at the community level and supporting gender equity pilots/action research and conducting thematic studies.

Community level

- ☞ Targeting of women headed households in social mobilisation process. Women are not a homogenous group, and thus the first step is to identify most vulnerable women.
 - ✓ PRA tools such as transect walk and social map must ensure - single women, deserted women, widows and ensure are identified.
 - ✓ The project must ensure the representation and participation of these women is tracked throughout the project cycle. SHGs and Federations can be encouraged to use social maps in their monitoring meetings to see whether these women are attending meetings, whether they are seeking loans, their repayment schedule and so forth
 - ✓ Targeting young women under Youth Groups is also important.

- ☞ Community sensitization on Gender Issues. There is a need for sensitizing women and the wider community on gender issues. The PFT and CRPs should be the primary responsible staff for this activity.
 - ✓ Gender orientation session to be included in the training for SHGs post group formation.
 - ✓ Follow-up trainings for SHGs to be able to identify gender actions they will champion and support at the community level should be organized.
 - ✓ Specific and separate trainings for village councils and panchayats and other informal agencies will be important and will help provide a conducive and supportive environment for women to participate effectively in NERLP.

- ☞ Prioritizing livelihoods that benefit women. The project shall strategize upon the pre tested interventions like – poultry, dairy, goat rearing, glass beads, carpet, jute and bamboo craft etc that have proven benefits for women.

- ☞ Skill Development for Employment. Developing skills for employment of young women would be a significant intervention. These trainings could be focused around “life skills” which would include self awareness, interpersonal skills, critical thinking, decision making, etc. apart from their vocational training geared towards getting them employment in private and public sectors.

- ☞ Access and control of assets by women. Women by and large do not have the rights and ownership of assets. The project offers an opportunity for poor women to own assets by ensuring that the asset is registered under the woman’s name where she becomes the sole or at least joint owner of that asset.

- ☞ Nurturing women’s leadership. Leadership training for women SHG members, women leaders, including women PRI leaders can be an important priority for NERLP since as clearly brought out by the social assessment, women have not been included and represented in traditional for a and bodies for decision making. Thus specific efforts will be needed to encourage them to be proactive and take decisions in the project and beyond that affect the whole community. Some of the following efforts can be made:
 - ✓ Regular consultations with women on key issues and decisions related to project implementation to inculcate reflective thinking, prioritizing
 - ✓ Consultations on effectiveness and transparency of public service delivery institutions and making them gender sensitive and pro-poor
 - ✓ Exposure to external experiences and efforts through cross-visits

- ☞ Promoting access to entitlements and programmes. The social assessment also brought out that women have little awareness on important schemes meant for them and their children. Thus organizing special camps on health, nutrition, reproductive and child health, welfare schemes, schemes of women, rights and entitlements will be effective.

- ☞ Encouraging SHGs to promote social accountability. Social accountability will be an important priority for NERLP.
 - ✓ Orienting SHGs as well as women PRI members on social accountability and some tools such as social audit, community score card etc can be particularly empowering for them. this can allow them to hold the project as well as ensure the community institutions promoted by the project function as accountable and transparent organisations.
 - ✓ Help SHGs and other CBOs to hold other service delivery and public institutions such as the PRIs, health, water and sanitation, PDS to improve services, both in outreach and quality.

- ☞ Empowering women to track gender impacts of project. Most projects struggle to define gender indicators and track them through the MIS and M&E systems. NERLP can promote innovative strategies such as encourage women to arrive at gender indicators and arrive at a community-based mechanism for monitoring. This process will have to be facilitated by NGOs with support from PFTs and CSPs. Indicators must be around following dimensions:
 - ✓ Women's self-esteem
 - ✓ Increase in decision making
 - ✓ Control over savings and earnings
 - ✓ Participation in CBOs, PRIs to raise voice and opinion on development issues
 - ✓ Some reduction in violence

- ☞ Promote convergence with other schemes and programmes to maximize benefits. NERLP must encourage SHGs and other community institutions to seek convergence with other programmes such as MNREGA, NRHM, ICDS etc. The following table (1) outlines some of the schemes State-wise that SHGs and Federations can establish convergence with.
 - ✓ For this specific activity the role of the PFTs and DMMU will be essential.
 - ✓ States can select annually select key issues or a specific programme with which more strategic interactions and consultations will be held. For instance, one state may select NRHM, where what specific barriers women face in accessing services will be identified and addressed through community evolved solutions. Another State may select MNREGA where identifying specific barriers women face in availing jobs under it, receiving payments and so forth.
 - ✓ Organising community consultations, developing posters/banners on key issues can make this process community owned.

- ✓ Converting community consultations into documents such as 'Making services work for women' on key programmes such as MNREGA, NRHM, ICDS etc

Table1: State-wise existing Schemes and Programmes for Women Empowerment

State	Policies/ for Policy Implementation	Schemes, Programmes and Other Facilities
Nagaland	Nagaland State Women Empowerment Policy 2007	Swayamsidha – for women SHGs
	women seat reservations under Nagaland Municipal (first amendment) Act 2006	Training cum Protection Centre – for rural women and school dropout girls
		Support to Training and Employment Programmes (STEP)
		Working Women Hostel
		Swadhar – for women rehabilitation and shelter
		Nutrition Programme for Adolescent Girls
		Integrated Development cum Resource Centre (IDRC)
		Rehab cum Support Centre – under IDRC for sex and HIV/AIDS related help to women
	Nagaland Centre for Human Development and Information Technology	
Tripura	National Rural Health Mission – for compliance with National Population Policy and Millennium Development	Sarva Shiksha Abhiyan
		Tripura Tribal Areas Autonomous District Council (TTAADC)
		Kasturba 212 Gandhi Balika Vidyalaya (KGBV) Scheme
		Janani Suraksha Yojana (JSY)
		Ganatantric Nari samity
		Tripura Mahila Congress
		National Skill Development Mission – for vocational training and skill development
		NREGA Scheme for earning opportunities for women
	Sramjibi Mahila Samity under CITU	
Sikkim	State Women's Commission	Women Police Station and Women Desk
	State Legal Service Authority	

State	Policies/ for Policy Implementation	Schemes, Programmes and Other Facilities
	Social Welfare and Social Education Department	
Mizoram		Residential Institute and Training Centre

☞ Promoting pilots on gender equity. Pilots on specific themes such as violence against women through community action, creating a cadre of women para legal professionals to assist in community disputes, marital disputes, empowerment of women PRI members can be encouraged. For instance, creating a support group for women PRI members to help them take decisions, be more effective in their performance can also be tried. Process documentation to encourage lessons on gender equity and successful empowerment strategies can provide useful learning.

Table 2: GENDER ACTIONS

Gender Action	Implementation Responsibility	Monitoring indicator
Project level		
Orientation and training of project staff	RPMU Social and Gender Specialists	Induction programme on gender is conducted
Advanced training for social and gender staff		Follow up trainings on specific themes such as violence against women, gender analysis
Gender strategy and curricula for community institutions	RPMU and SPSU/DPMU	Gender module focusing on gender issues in NE context is prepared
Promote learning on gender	RPMU and SPSU/DPMU	At least two papers/studies focusing on gender/women's empowerment are prepared. At least one learning event inviting external experts and organisations is organized
Community level		
Community sensitization on gender	DMMU and PFTs	All SHGs and Federations are oriented on gender (gender module integrated in their training curricula) One round of orientations on

		gender conducted for key CBOs and the PRI members
Targeting of women headed households	CSPs	Each village has list of the most poor and vulnerable women SHGs report inclusion and retention of most vulnerable women
Women-centric livelihood plans	CSPs, Federations, SHGs	All livelihood plans and sub-projects are screened to ensure these do not increase drudgery of women, include activities that are women-controlled
Promotion of women's leadership	PFTs and CSPs	Specific leadership training for SHG/Federation leaders, women PRI members conducted. Exposure visits and cross learning to successful project sites/external organisations
Gender indicators for tracking impact on women	NGOs, PFTs and CSPs	Consultations with women to help identify areas of gender equity/women's empowerment Consultations to finalize indicators
Convergence with other programmes and schemes for women	DMMU and PFTs	Each state identifies annually one advocacy issue for a specific programme (eg, MNREGA, NRHM, ICDS)
Social accountability	PFTS and CSPs	SHGs/Federations are trained on social accountability At least one social audit or community score card exercise has been undertaken

Convergence with women-focused programmes in the project villages. The project has an enormous coverage of more than 1,50,000 households in 1849 villages in 58 blocks

falling in 8 districts of 4 states , this indicates that the project shall work closely with the local administration. Looking at the governmental setup of the project staff a village level convergence is strongly recommended. And the project can be complimented with various other development programmes like MGNERGA, NERLM (North East Rural Livelihood Mission) etc. The schemes existing in the project state are listed above.

Implementation Arrangements. For implementing the Gender strategy, the project will have Project Manager and Assistant Project Manager, Social Gender & Community Mobilization at regional level and Coordinator, Social Gender & Community Mobilization at district level. All PFT members at block level will be sensitized on Gender issues and the PFT members will undergo a comprehensive training to implement the gender strategy .

Monitoring will be ongoing and periodic, done internally by the Monitoring, Learning and Evaluation Unit and Social ,Gender and Community Mobilization Project Manager at Regional Project Management Unit (RPMU) anchoring this aspect under the project at the Regional Level in coordination with State Project Coordinator and District Coordinator –Social , Gender and Community Mobilization and MIS Officers and PFT.

ANNEXURE 1

Social Impact Screening and Mitigation Criteria and Process

Negative List. The following types of projects would be ineligible for project support.

- Subprojects involving compulsory land acquisition, land purchase, forcible eviction or displacement of residence or livelihoods;
- Subprojects involving involuntary restrictions on access to or use by people of legally designated parks or protected areas
- Subprojects undermining the customary and tenurial rights, concessions, entitlements and special provisions of vulnerable groups such as scheduled tribes, scheduled castes, religious minorities, people with disability, etc;
- Subprojects involving transfer of land from tribal to non tribal;
- Subprojects which are incompatible with the society and culture of scheduled tribes.
- Subprojects with the potential to create conflict, violence and inequalities between any groups including castes and tribes;
- Subprojects causing adverse effects on local communities, sacred sites or other cultural heritage;
- Subprojects involving child or bonded labor or increasing drudgery for women;
- Subprojects restricting any person's rights, freedom, voice, choice or mobility;
- Subprojects without broad community support (documented and endorsed by members of the community groups).

Eligible subprojects would be screened for potential adverse social impacts using the following checklist and, where required, appropriate mitigation measures would be designed as part of the sub-project plan.

Scheduled tribes

- Are there scheduled tribes living within the sub-project area?
- Are scheduled tribe households among the beneficiaries of the subproject?

Land

- Will the subproject require use of Panchayat/ common land?
- Will the subproject require any private donation of land?
- Will the subproject use land that is currently occupied or regularly used for productive purposes (e.g. gardening, horticulture, farming, pasture, fishing locations, forests)?

Health, Safety and Child labor

- Will the subproject interfere with the normal health and safety of the workers/employees?
- Will the subproject reduce employment opportunities for the surrounding communities?
- Will the sub-project reduce income for the local communities?
- Will the sub-project increase insecurity due to introduction of the project?
- Will the subproject increase drudgery for women or increase their work load significantly?

Community Subprojects involving private land. To screen and mitigate any potential adverse impacts caused by community projects on irrigation, link roads, microhydel, markets and other physical infrastructure etc, NERLP should use the following process in dealing with donation and/or relinquishment of private land.

:

- Identification of and consultations with the land donor to ensure that the land being donated is not more than 10 percent of her/his landholding. Document her/his socio-economic status to establish that s/he is not vulnerable and that the donation would not significantly impact the livelihood and wellbeing of the household.
- Verification of the legal ownership of the land to be donated. To ensure legal ownership of the land, a copy of the proof of the ownership, as applicable, shall be obtained by community institution. In case the land owner has unclear titles or is unable to provide proof of ownership, the gram sabha or village council will verify the ownership of the concerned land owner.
- Physical identification and demarcation of land to be donated to ensure it is free of encumbrances (meaning structures, assets, residents/squatters, and use for livelihoods).
- Verification of the free and voluntary donation of the land without any coercion by the gram sabha or village council.
- Public notification of the proposed land donation including a clear map of the site being donated, in the village.
- To ensure transparency, written confirmation (agreement) of voluntary donation will be submitted by the owners of land/asset . The confirmation could be in a form of a memorandum of understanding (MOU) or agreement between the landowner(s) and SHG or the CDG. The MOU will be verified by the gram sabha/village council.
- MOU/Agreement of the voluntary donation of land would be recorded in the minutes of SHG/Federation, CDG or NRMG.
- If required, identification and adoption of suitable mitigation measures (for the beneficiary households) by the members of the SHG/Federation, CDG or NRMG (under supervision of the BPFT member).
- Documentation and resolution of any grievances of the land donor through the executive committee of the SHG/Federation, CDG or NRMG (under supervision of the BPFT member).

Community subprojects involving community land with customary or tenurial rights.

To protect and safeguard traditional land tenures, customary rights and concessions on forests and natural resources, NERLP should follow the following steps in the context of community subprojects involving customary land tenure and community lands.

- All livelihood and infrastructure projects based on community-led participatory planning and endorsement process
- NERLP will not support any community subproject which adversely affects the customary land, involving traditional and tenurial rights of the people.
- Document existing customary rights of the tribal as well as non tribal communities on various categories of land shall be taken into account with planning for livelihood and infrastructure projects, and
- Disallow any legal transfer of land from tribals to non-tribals. Follow legal provisions laid down by the central and state governments pertaining to prevention of land alienation.

Community subprojects involving forests and natural resources with customary rights and resource management practices (jhum cultivation). To avoid, screen and mitigate any potential adverse impacts on community dependence on forests, grazing areas, water sources and other natural resources, the project should follow the following process and safeguard mechanisms.

- NRM and CDP plans to identify and document the existing livelihood dependence on the natural resource base; including Identification of holders of customary rights and concessions to natural resources
- Development of CDPs and NRM plans through participatory planning, and management arrangements should involve voluntary participation and endorsement of all resource-dependent households
- All NRM plans and CDPs to be endorsed by the village councils and gram Panchayats
- Voluntary adoption of any modified natural resource practices (like modified jhum cultivation) by all CDG/NRMG members
- Collective adoption and support of any mitigation measures by CDG/NRMG to address any adverse livelihood impacts on members;
- NRM practices support community-oriented rather than centralized approaches.
- Support to interventions that promote formal tenure security of the villagers or shifting cultivators.

The CDGs and SHGs will screen subprojects for any adverse impacts on traditional/tenorial rights to land. This will be endorsed by the gram Panchayat/ village councils. Overall supervision of the subprojects will be the responsibility of the Block Level Project Facilitation Team.