



**Government of Bihar  
Mukhya Mantri Gram Sampark Yojana**

**Vulnerability Framework**

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**Bihar Rural Road Development Agency (BRRDA)**

**Rural Works Department**



## **VULNERABILITY FRAMEWORK**

### **Strategic Context**

Development of rural roads brings multiple socio-economic benefits to the rural areas which form a strong base of the national economy. The connectivity of rural habitations through good all weather roads has brought appreciable impact on Agriculture, Employment Generation, Industry, Health, Education, Transport facilities, Urbanization, Poverty Alleviation. The Government of Bihar (GOB) is committed to an all-round Social and Economic development of the State. Recognizing the role played by an efficient and high quality road network to the rural community, need for an elaborate programme of rural road development was felt.

The Government of Bihar (GoB) launched the Mukhya Mantri Gram Sampark Yojana in year 2013 to connect with all-weather roads to all rural habitations with population more than 250 in 27 non-IAP districts the total length of the roads in the state is 1,47,204 km. The numbers of connected habitations are 62,569, against 59,808 habitations which are unconnected till date.

GoB has established a “State Core Network: showing connectivity to these habitations and finalized it through active consultation with local communities and key stakeholders MMGSY has comprehensive guidelines which are similar to PMGSY in regards to project selection management of social and Environmental issues, Procurement, Financial Management and Quality assurance. Rural Works Department through its agency, Bihar Rural Road Development Agency (BRRDA) is responsible for implementing of PMGSY as well as MMGSY.

### **Objective of MMGSY**

The objective of the scheme is to fulfill the dream of state government to reach the capital city within 6 hours from any corner of the state by providing all weather roads through single connectivity to unconnected Tolas/habitations with a population of 250 and more in phased manner.

Once the habitations get connected, rural people will get fair price for agricultural produce and besides connected to basic health and education facilities and easy access to the market.

### ***Guiding principles***

- Unconnected tolas/ habitations with a population of 250 to 499 will be connected through all-weather roads in single connectivity
- Habitations which are left out in PMGSY scheme due to some reasons will be included in this scheme.
- “Through routes” which are in bad shape and can’t be used for traffic movement will get priority in the scheme.
- Important roads and bridges which have not been included in the final State core network design then the respective Executive Engineer will do an enquiry and will send his recommendation to District Magistrate. Similarly once it gets approved by District Monitoring Committee (constituted for MMGSY Scheme), Executive Engineer will send the report to Headquarter. After getting the approval from Chief Minister on the proposal, on population basis it will be included in the priority list of proposed State core network design.
- Districts where schemes related to rural connectivity are going on but still some habitations are pending, under this scheme roads will be constructed there to provide the connectivity.

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### Project Description

The World Bank through its country Assistance Strategy Commits to Support MMGSY in Bihar.

- The World Bank Supported MMGSY Rural Roads Project aims to increase the efficiency of the MMGSY, through systematic and appropriate capacity enhancement in the State to provide and maintain all season access to beneficiary communities for enhanced access to economic opportunities and social services. The PDO for the project is to improve road connectivity in rural areas and improve management of rural roads in Bihar.

#### The MMGSY Rural Roads has two components:-

**Component I (Civil works):** Civil Works relating to construction and/or up gradation of selected roads to provide all weather connectivity in Non-IAP Districts.

**Component II (Technical Assistance):** This comprises 5 components:

- Preparation of DPR
- Independent means of Verification
- Project Institutional Support
- Equipment
- Trainings on skill development.

While any eligible district can participate in the project, the districts identified for the first phase are Araria, Banka, Buxar, Saran, East Champaran, Gopalganj, Katihar, Patna, Purnea and Vaishali. This will cover about 2500 km roads..

### Defining Vulnerability in the Context of Rural Access Index

Bihar is one of the low income states of India with a per capita income (INR 13,488) much lower than the national average (INR 42,778)<sup>1</sup>. The state has one of the highest incidences of poverty in the country with 34 percent of its population living below the poverty line<sup>2</sup>. A densely populated and predominantly rural state, with 89 percent of its population living in rural areas (as opposed to 69 percent all-India)<sup>3</sup>, the state is also lagging on key socio-economic parameters, with the Human Development Index (HDI) for Bihar recorded at 0.447, which is amongst the lowest in India.

For the purpose of the project, vulnerability is defined in the context of *rural access index* which is the consistent basis to estimate proportion of rural population who has access to transport. In rural India apart from poverty vulnerability is characterized by social isolation and marginalization resulting from gender bias or belonging to certain groups such as scheduled caste and tribes. While these two elements are critical in ensuring social outcomes of the project, they may not be captured while computing rural access index, if cultural context is not considered in the process. Thus, given that in

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<sup>1</sup> As of 2012. Real GSDP per capita at 2005 prices

<sup>2</sup> Based on the Tendulkar Poverty Line

<sup>3</sup> Population Census figure (2011)

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rural India, birth identity and gender are key determinants of social inclusion within the dominant society, the project sanctions the below framework to achieve equity in distribution of project benefits.

### **Objective of the Framework**

The objective of the framework is to ensure that the development process generated by the MMGSY fully addresses the needs of the vulnerable population and enables measures to promote distributional equity among the project affected populations (PAPs). The framework endorses information sharing, consultation and collaboration as participatory techniques to develop the abilities and reinforce the capacities of the vulnerable while preserving their historical identity.

While all population below poverty line are vulnerable, for the purpose of the project, framework also endorses the below as “vulnerable” given their birth identity and gender, which exacerbates the already existing poverty related vulnerability. The three categories of vulnerable are identified as:

- Women Headed House Hold;
- Scheduled caste population; and
- Scheduled tribes.
- BPL Families (with Proper Id Proof)
- Divyang ( According to State Norms)

The framework as far as it will be practical, warrants inclusion of these groups of population in design, implementation and monitoring, and thus is empowering them from beneficiary to a primary stakeholder in the process. In particular, the guidelines stated in the framework will ensure that the above populations do not suffer any negative effects during the project that they receive gender sensitive benefits compatible with their traditions and they participate as stakeholders in planning, implementing and evaluating the Project.

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### Vulnerable Population

According to the Census 2011, and as starred in the below matrix, the participating districts in Phase 1 have representation of the following categories of vulnerable population. While all five categories are vulnerable, each group would require targeted assistance to fully realize the benefit potential.

**Table on Vulnerable Population**

| S.No. | District        | Total Population | SC Population | % of SC population | Female Population | % of Female Population | Scheduled tribe (ST) Population | % of ST Population to district Population | Divyangs Data | % of Divyangs to ditrict population |
|-------|-----------------|------------------|---------------|--------------------|-------------------|------------------------|---------------------------------|---|---------------|-------------------------------------|
| 1     | Araria          | 2811569          | 382654        | 13.61              | 1348236           | 47.95                  | 38848                           | 1.38                                      | 45296         | 1.61                                |
| 2     | Banka           | 2,034,763        | 247858        | 12.18              | 967623            | 47.55                  | 90432                           | 4.44                                      | 49594         | 2.44                                |
| 3     | Buxar           | 1,706,352        | 251737        | 14.75              | 818375            | 47.96                  | 26824                           | 1.57                                      | 32072         | 1.88                                |
| 4     | Gopalganj       | 2,562,012        | 320064        | 12.49              | 1294346           | 50.52                  | 60807                           | 2.37                                      | 46636         | 1.82                                |
| 5     | Katihar         | 3,071,029        | 263100        | 8.57               | 1470599           | 47.89                  | 179971                          | 5.86                                      | 46323         | 1.51                                |
| 6     | Patna           | 5,838,465        | 920918        | 15.77              | 2759953           | 47.27                  | 9069                            | 0.16                                      | 189092        | 3.24                                |
| 7     | Purbi Champaran | 5,099,371        | 649726        | 12.74              | 2418162           | 47.42                  | 12461                           | 0.24                                      | 111705        | 2.19                                |
| 8     | Saran           | 3,951,862        | 474066        | 12.00              | 1929041           | 48.81                  | 36786                           | 0.93                                      | 89821         | 2.27                                |
| 9     | Purnia          | 3,264,619        | 390991        | 11.98              | 1565249           | 47.95                  | 139490                          | 4.27                                      | 97752         | 2.99                                |
| 10    | Vaishali        | 3,495,021        | 738031        | 21.12              | 1650486           | 47.22                  | 2274                            | 0.07                                      | 104430        | 2.99                                |
|       | Total           | 33835063         | 4639145       | 13.71              | 16222070          | 48                     | 596962                          | 1.77                                      | 812721        | 2.40                                |

## Framework Approach

Framework proposes the following approach to address gender, scheduled caste and scheduled tribe populations.

### Gender

The framework awards priority to women over men to overcome the cultural isolation and marginalization which are characteristic of rural India and Bihar. It states that starting with planning phase; the project will follow an engendered road map to ensure women's issues are continuously considered throughout the project cycle. Specific steps to be followed include:

1. Disseminating project brochures at the community level to enable effectiveness in information access among women;
2. molding project planning and implementation approach to suit women's cultural identity;
3. including women representatives to participate in the transect walk;
4. Endorsing inclusion of females in skilling and employment opportunities under the project to increase equal participation.
5. Ensure participation of females in Pilot training programs for capacity building
6. designing service frequency to suit women's travel needs;
7. sensitizing and training transport staff on gender sensitive road safety techniques;
8. undertaking random dialogue and meetings with women in target habitations to ensure their voices continue to be heard, especially during the field visits by technical examiners, PMC and independent safeguard review consultants ; and
9. Engendering MIS to collated data in gender disaggregated manner

### Scheduled Caste

Scheduled caste or *dalits/Harijan*<sup>4</sup> as they are often known in India, though, assume a critical position in the Indian development agenda, are often not fully included in the program planning or implementation, given their low level of literacy. The State Mahadalit Commission observed that out of the 22 scheduled castes in Bihar, 20 are acutely deprived in terms of educational, economic, socio-cultural and political status. The share of SC population in the in the participating districts range between 11 percent in Purnea to 21 percent in Vaishali.

In first batch of about 465 habitations to be connected about 17 habitations the share of SC population is more than 80 percent as per social Impact Satement.

1. Project will avoid taking of land and loss of assets. In case Land has to be taken against compensation. The option of donation will not apply.
2. Participation of people from Dalit community will be ensured during transect walk and community consultation throughout the project cycle.
3. During field visits by the PIU, technical examiners and Independent safeguard review consultants special attention shall be paid in target habitations with Dalit population to ensure their voices are heard during DPR and construction phase.

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<sup>4</sup> People dear to god

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4. MIS to monitor the number of habitations connected under the project where population of SCs are more than 50%.

### SCHEDULED TRIBE

The scheduled tribes also called as *adivasis* in rural India, are distinguished by their distinct language, script or living pattern. They have a clearly defined national legal framework and Bank policy OP 4.10 to promote their well being. Among the participating districts in phase 1, Katihar followed by Banka and Purnea has the largest percentage of Adivasi population (5.86%, 4.44 %and 4.27% of the total population). Among the remaining districts apart from Gopalganj(2.37%) the population of STs is less than 2% . None of the target habitations have tribal pockets in the first batch of DPRs for about 1000 kms. However, the project shall take following specific steps in target habitations with tribal pockets or more than 10 percent population.

- Ensure broad community support of tribals for the project based on a free, prior and informed consultation. Documentation of consultation in the prescribed format shall be included in the DPRs.
- Ensure that the STs are consulted in a culturally appropriate manner in a language understood by them.
- Participation of STs in the tansect walk, project planning and construction phase should be ensured
- undertaking random dialogue and meetings with people belonging to schedule tribe groups in target habitations to ensure their voices continue to be heard, especially during the field visits by technical examiners, PMC and independent safeguard review consultants ; and
- MIS to disaggregate data for target habitations where share of ST population is more than 10 percent
- Organise district level stakeholder consultations in the districts of Katihar, Banka and Purnia as relevant and invite Social welfare department and community representatives from tribal habitations prior to issuing bids for next batches of DPRs.
- Social impact statement for each batch of DPR to highlight the target habitations where share of ST population is more than 10 percent.

### ***Possible Negative Implication***

The project is expected to positively benefit every habitation covered by the project. The project shall avoid any land take or losses to structure to the extent possible. No physical displacement or loss of livelihood is expected. The only possible negative impact that could arise from the project on these populations is from land requirement for road alignments, which involves land to be taken on lease/on acquisition against compensation at market value. Govt. of Bihar will not take the land from people belonging to vulnerable category through donation process. In order to mitigate any negative impact arising from taking land on lease or through acquisition or through donation, however negligible, project has developed a Resettlement policy Framework as part of Social management Framework. The SMF, which consists of land transfer procedures, resettlement planning and entitlement provisions, has been worked out to meet the project related land requirements in the project districts. In the event that land

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taken on lease or through Acquisition is necessitated from the vulnerable, then they will be compensated according to provisions laid in Bihar Raiyati Land Lease Policy 2014/BLARR Rules 2014/LARR act 2013.

### **Program Planning and Implementation Arrangements**

Where vulnerable communities are identified to be impacted by any roads under the project, the framework envisages that program implementation unit (PIU) will assess it in coordination with local Panchayat and will compensate according to the provisions laid in Entitlement Matrix in SMF. The program implementation units in coordination with local communities and other community organisations will disseminate program information, carry out the consultation work, plan and implement necessary measures in a culturally appropriate manner.

PIU will organise community consultations at implementation and post implementation stages and will ensure the equal participation from vulnerable category. Environmental and social officer at the PIU and BRRDA will be responsible to ensure the implementation of VF along with SMF and report periodically. Technical examiners and Independent Safeguard Review consultants will require to engage in a dialogue with women, ST and Dalit persons in the target community to record their specific concerns and follow up as part of their regular supervision.