

IPP109

INDIA

**TAMIL NADU EMPOWERMENT AND POVERTY REDUCTION
PROJECT**

TRIBAL DEVELOPMENT PLAN

January 25, 2005

**Government of Tamil Nadu
Social Welfare Department
Tamil Nadu**

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Unit

100,000 - 1 Lakh

100 Lakh – 1 Crore

1 Crore – 10 million (m)

Abbreviations

CBO	Community Based Organization
CCMB	Centre for Cellular & Molecular Biology
CDRI	Central Drug Research Institute
CFTRI	Central Food Technologies Research Institute
CIG	Common Interest Group
CLRI	Central Leather Research Institute
CSIR	Council for Scientific and Industrial Research
DLBSU	District Level Business Support Unit
FGD	Focus Group Discussions
GOI	Government of India
GOTN	Government of Tamil Nadu
ha	Hectare
ICMR	Indian Council for Medical Research
IIT	Indian Institute of Technology
ITDP	Integrated Tribal Development Program
JFM	Joint Forest Management
Lvh	Livelihood
M&L	Monitoring and Learning
MD	Managing Director
MIS	Management Information System
NBRI	National Botanical Research Institute
NGO	Non-Government Organization
NTFP	Non Timber Forest Produce
PCCF	Principal Chief Conservator of Forests
PFT	Project Facilitation Team
PLA	Participatory Learning and Action
PLF	Panchayat Level Federation
PRA	Participatory Rural Appraisal
PTG	Primitive Tribal Group
SC	Scheduled Caste
SHG	Self Help Group
SPMU	State Project Management Unit
Sq. Km	Square Kilometer
ST	Scheduled Tribes
TSP	Tribal Sub Plan
TAP	Tamil Nadu Afforestation Program
TDP	Tribal Development Plan
TDP _r	Tribal Development Program
THADCO	Tamil Nadu Housing and <i>Adi-Dravidar</i> Corporation
TNCDW	Tamil Nadu Corporation for Development of Women Limited
TNEPRP	Tamil Nadu Empowerment and Poverty Reduction Project
TNFD	Tamil Nadu Forest Department
VA	Voluntary Agency
VFC	Village Forest Council
VFDF	Village Forest Development Federation
VLf	Village Level Federation
VTDA	Village Tribal Development Association

SECTION I: INTRODUCTION

1. Tamil Nadu has a total Scheduled Tribe¹ (ST) population of 0.65 million (Table 1) which constitute about 1.04 % of the total population of the state. The major tribes that inhabit the state include Kadar, Muduvan, Paaliyan, Kanikkar, Malayali, Soliga and Konda Reddi (Annex 1). While there are pockets of tribal habitations especially concentrated in the Hills, there is also a significant that is dispersed (Map 1). The Primitive Tribal Groups are found as concentrated population in the Hills. Developmental efforts are mainly through the Integrated Tribal Development Plan in nine tribal areas in seven districts. 85 percent of the Scheduled Tribes are living in rural areas. Majority of them are economically deprived, socially marginalized and lack resources. Their access to Health, Education, Employment and other income generation opportunities is limited. The literacy percentage of the scheduled tribes is 27.89 percent as against 63.72 percent of the general population.

2. Despite several programmes and projects for the upliftment of tribal communities – they are still marginalized and remain the invisible poor located in landscapes such as hill slopes, river valleys, periphery of reserve forests or wildlife protected areas and plains and coasts. Tribals have an intrinsic connection to natural systems. Any development activity to be relevant - needs this connection to be developed, protected and innovated constantly. Development interventions have not taken this into fact and indicators such as Hospital beds, education levels for mainstreaming have become a priority. Tribals have their lifestyles and livelihoods – instead of delineating populations from development processes; there is need for interventions to be gradual and staggered so that the mainstreaming or external change agents converge with their traditional rhythm and their view of development and empowerment. The challenge lies in the identification of crucial activities, practices, cultural patterns that can absorb and develop interventions at their own terms. Thus, in accordance with the Bank policy on indigenous peoples outlined in its Operational Directive (OD) 4.20², the proposed project has developed a Tribal Development Plan (TDP) to ensure that they participate in the project, are involved in decision making and derive full benefits from project interventions.

3. The TDP is based on information derived from the Social Assessment cum Livelihoods Analysis that was commissioned by the project. An External Agency was commissioned to put together a comprehensive Tribal Plan and to recommend critical implementation mechanisms for its implementation. The preparatory activities efforts involved consultations with a range of stakeholders at different levels – tribal hamlets, village, block, district and state level; by the Consultants and the SPMU separately and with the Bank Mission. The Plan was also discussed with the Forest Department, Health Department and the *Adi Dravidar* Tribal Welfare Departments. A second round of consultations are planned by the State Project Management Unit

¹ Scheduled Tribes are those, which are notified as such by the President of India under Article 342 of the Constitution. The first notification was issued in 1950. The President considers characteristics like the tribes' primitive traits, distinctive culture, shyness with the public at large, geographical isolation and social and economic backwardness before notifying them as Scheduled Tribes.

² The OD stipulates that projects must ensure that (a) indigenous people benefit from development projects, and (b) all efforts have to be made to avoid or mitigate potentially adverse effects on indigenous people caused by Bank-assisted activities. Special action is required where Bank investments affect indigenous peoples, and tribes whose social and economic status restricts their capacity to assert their interests and rights in land and other productive resources.

(SPMU) during end-January to further the understanding and the recommendations in the TDP. The proceedings from this will be incorporated into the Plan and also provided as an attachment to the Final TDP.

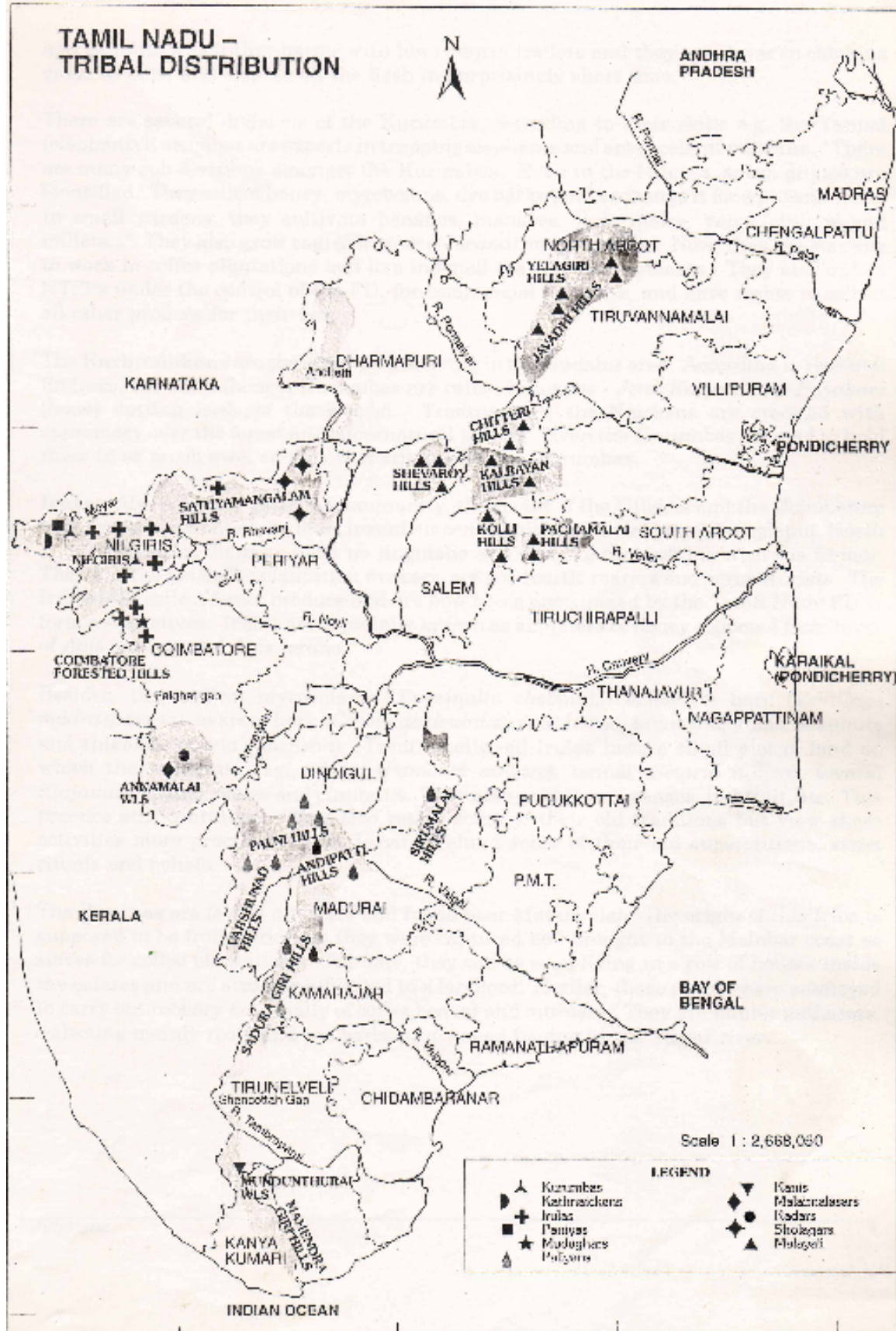
4. The TDP follows the format outlined in the OD 4.20.

Table 1: District-wise population of Scheduled Tribes in Tamil Nadu Census 2001)

Sl. No	District	Total Population	Scheduled Tribes			% of District Total
			Rural	Urban	Total	
1	2	3	4	5	6	7
1	Chennai	4,343,645	-	6,728	6,728	0.15
2	Kancheepuram	2,877,468	18,062	8,446	26,508	0.92
3	Tiruvallur	2,754,756	28,885	8,973	37,858	1.37
4	Cuddalore	2,285,395	7,241	4,532	11,773	0.52
5	Villupuram	2960373	61,687	2,233	63,920	2.16
6	Vellore	3,477,317	58,237	4,803	63,040	1.81
7	Tiruvannamalai	2,186,125	69,198	3,562	72,760	3.33
8	Salem	3,016,346	98,722	5,199	103,921	3.45
9	Namakkal	1,493,462	50,454	962	51,416	3.44
10	Dharmapuri	2,856,300	57,763	1,786	59,549	2.08
11	Erode	2,581,500	15,120	2,573	17,693	0.69
12	Coimbatore	4,271,856	19,559	9,544	29,103	0.68
13	The Nilgiris	762,141	19,600	8,773	28,373	3.72
14	Tiruchirapalli	2,418,366	14,383	4,529	18,912	0.78
15	Karur	935,686	1,075	375	1,450	0.15
16	Perambalur	1189170	10675	1161	11836	1.90
17	Pudukkottai	1,459,601	432	360	792	0.05
18	Thanjavur	2,216,138	1,302	2,339	3,641	0.16
19	Nagapattinam	1,488,839	1,618	1,802	3,420	0.23
20	Tiruvarur	1,169,474	971	1,702	2,673	0.23
21	Madurai	2,578,201	2,054	3,918	5,972	0.23
22	Theni	1,093,950	1,046	640	1,686	0.15
23	Dindigul	1,923,014	3,512	2,972	6,484	0.34
24	Ramanathapuram	1,187,604	396	682	1,078	0.09
25	Virudhunagar	1,751,301	953	1,404	2,357	0.13
26	Sivagangai	1,155,356	375	708	1,083	0.09
27	Tirunelveli	2,723,988	3,202	5,156	8,358	0.31
28	Thoothukudi	1,572,273	1,060	2,434	3,494	0.22
29	Kanniyakumari	1,676,034	3,561	1,882	5,443	0.32
STATE		62,405,679	551,143	100,178	651,321	1.04

Source : DCS, 2003

Note: Project districts highlighted



SECTION II TRIBAL DEVELOPMENT : CURRENT IMPLEMENTATION FRAMEWORK

5. The Constitution through several Articles has provided for the socio-economic development and empowerment of Scheduled Tribes. Further, the Government of India has formulated the draft National Policy on Scheduled Tribes that seeks to bring Scheduled Tribes into the mainstream of society through a multi-pronged approach for their all-round development without disturbing their distinct culture (Annex 1).

6. Government of Tamil Nadu has taken several steps by framing appropriate policies needed to design and implement various welfare programmes for achieving the objectives of creating favourable environment to ensure speedy socio-economic development of Adi Dravidars and Tribals. Major ameliorative activities for these communities are grouped under educational development, economic development, Special Component Plan for Adi Dravidars and the Tribal Sub Plan for Tribals. These activities are implemented by the Adi Dravidar and Tribal Welfare Department, Government of Tamil Nadu. A separate Directorate has been created in Tamilnadu for the welfare of the tribals. This Directorate has identified 36 scheduled tribal communities in 13 districts. Within the state, six Tribal communities – Toda, Kota, Kurumba, Irulas, Paniya and Kattunaickens have been further identified as Primitive Tribal Groups.

7. 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 – other tribal groups not covered under this Program are called as Dispersed Tribes. In Tamil Nadu ITDP is implemented in seven districts and nine tribal areas (Table 2).

Table 2: Districts implementing the ITDP in Tamil Nadu

S. No.	Name of the District	Tribal Area
1.	Dharmapuri	Sitheri Hills
2.	Namakkal	Kolli Hills
3.	Salem	Yercaud Hills
4.	Salem	Kalrayan Hills
5.	Salem	Arunathumalai
6.	Salem	Pachamalai
7.	Trichy	Pachamalai
8.	Tiruvannamalai	Jawadhi Hills
9.	Villupuram	Kalrayan Hills
10.	Vellore	Yelagiri Hills

8. All departments earmark specific allocations from their regular planned Programmes for Tribal Welfare as part of the **Special Component Plan or Tribal Sub Plan**. This is supplemented with Special Central Assistance from GOI. Additional grant-in-aid is also sanctioned every year for providing infrastructure facilities in Tribal areas by the GOI. The District Collector is the Key Coordinating Officer at district level for monitoring all Tribal Welfare Programmes.

9. An **ICMR (Indian Council for Medical Research)** Project is being implemented in the three districts of Kancheepuram, Tiruvallur and Nilgiris covering the Primitive Tribal Groups for creating and continually training a cadre of Community Health Volunteers and Dais (is it *dais-birth attendants*). The Hill Area Development Programme is implemented for the Welfare of the Tribals in the Nilgiris District.

10. The **Department of Tribal Welfare** is running 253 Tribal Residential Schools (193 Primary schools, 42 Middle Schools, 8 High Schools and 10 Higher Secondary Schools) with about 45,600 students (almost 10 percent of the entire tribal population of the state) resident in them. There are a further 26 Tribal Hostels in 11 districts that are run by the department with about 1,300 students resident there. Among the other major programs that are being implemented for the Scheduled Tribes in the state are housing, basic amenities provision and economic activities.

11. The **Centrally Sponsored Schemes** being implemented in Tribal areas include the (i) the Special Central Assistance to **Tribal Sub Plan**: Funds are provided primarily for income generating project and a part of it (not more than 30 %) for provision of infrastructure facilities for such income-generating scheme. A sum of Rs. 290.99 Lakhs was allotted during 2003-2004. During the current year a sum of Rs. 200.00 Lakhs have been allotted for this purpose; and (ii) **Grants under the Article 275 (1) of the Constitution of India** : Over the past three years, a Model Residential Residential Higher Secondary School/Hostel was opened under this scheme in Vellimalai of Kalrayan Hills in Villupuram District with an outlay of Rs. 2.95 Crores. A new road from Tholampalayam to Kopaneri in Coimbatore District was formed with an outlay of Rs. 310.00 lakhs. A sum of Rs. 63.00 Lakhs was spent on the construction of Tribal houses and electrification work. A sum of Rs. 239.77 lakhs was spent for the provision of infrastructure facilities. A sum of Rs. 70.00 Lakhs was also spent for the formation of 5 link roads in Coimbatore district and a sum of Rs. 70.00 Lakhs has been sanctioned for the formation of road from Mullukurichi to Nariyankadu in Namakkal District. Besides this, a sum of Rs. 210 Lakhs is allocated for the provision of various facilities such as formation of roads, provision of drinking water facilities, streetlights, construction of houses, etc.

12. Due to its relatively low population in Tamil Nadu, the tribal communities apart from the constitutional protection do not have any specific security basket. They are part of the larger population. Though they have their own areas (mainly hills in Tamil Nadu) without a specific legal guarantee in the state they are in a vulnerable situation. Their habitations remain scattered and do not get visibility – due to its remote locations, difficult accessibility and low numbers. Land tenure laws for tribal communities state clearly that no non-tribal can purchase land from a tribal. Yet we see that due to the constrained availability of natural resources and stressed subsistence economy and resources the tribal families often lease out their lands for a pittance, thereby ushering in non-tribals close to their settlement who start living and farming for good. It is also seen that due to the above circumstances the tribal landowners tend become wage labourers in their own land. This trend needs to be reversed in the livelihoods strategies.

Section III Social and Livelihood Assessment

Project Area Background

13. All 9 districts in the Project Area are home to tribal communities (Table 3).

Table 3. Tribal Population in Project Districts

<i>Name of Project District</i>	<i>Tribal Communities</i>	<i>Tribal Population (2001 Census)</i>	<i>Total Population (2001 Census)</i>	<i>% of District Total</i>	<i>Habitat type - Hill Area/Coast</i>
Cuddalore	Irular, Konda Reddi, Kuruchian	11,773	2,285,395	0.52	Pachamalai Hills and Coast
Villupuram	Malayali, Irular	63,920	2,960,373	2.16	Kalrayan Hills
Perambalur	Malayali	11,836	11,89,170	1.90	Pachamalai Hills
Tiruvallur	Irulas, Konda Reddi, Kuruchian	37,858	2,754,756	1.37	Coast
Kancheepuram	Irulas, Konda Reddi, Kuruchian	26,508	2,877,468	0.92	Coast
Salem	Malayali	103,921	3,016,346	3.45	Shevaroy Hills, Kolli Hills & Pachamalai Hills
Theni	Paliyan	1,686	1,093,950	0.15	Varshunad Hills
Nagapattinam	Kauravas	3,420	1,488,839	0.23	Coast
Thanjavur	Kauravas, Konda Reddi	3,641	2,216,138	0.16	Dispersed population

14. The hill areas where most tribal communities are located are in two complexes (Keystone Foundation, 1994):

- The Tamil Nadu Hills: consisting of Pachamalais, Kalrayans, Yelagiris, Chitteries, Shevaroy and Javadhi Hills.
- The Varshunad Hills in the Southern Western Ghats

15. *The Pachamalais, Kollis, Kalrayans, Yelagiris, Chitteris, Shevaroy and Javadhi Hills are known as the Hills of Agri-Business.* These hills are a complex of scattered hills, called the Tamil Nadu Hills. The hills are an extension of the Eastern Ghats and consist of a number of hill ranges in the districts of Salem, Trichy, Villupuram, Tiruvanamalai, Vellore and Dharmapuri (Refer Map 1). The region has semi-deciduous to scrub forests, found on hill slopes. It is an area where sandalwood grows naturally, besides other dominant species like teak and bamboo. Indigenous species like *Pterocarpus* spp, *Terminalia* spp and *Albzzzia* spp are also found in this region.

16. The hills are characterized by steep slopes and plateaus on top, where agriculture can be done without terracing. The average elevation in this region is 700-900 meters with high peaks going up to 1200 – 1700 meters. Rainfall is low: 70-100 cm per annum. Except for higher elevations that support coffee and fruit crops like citrus and pineapple, this is region of scrubland, poor pastures and rain fed agriculture. In this area, agriculture is a major activity. Dry crops of millets, tapioca and pulses are grown. Being agriculturists, they have easily adapted to agriculture in the hills. The people are involved in trade with the people from the plains as the hills are well connected by roads. Some are working in the service sector. Their relationship with the forests is low, which are often cut down to accommodate coffee and other crops. Rearing bees with these people has proven successful in the past. They also hunt wild bee colonies and collect honey for trade. A negligible number are involved in collecting any NTFP.

17. Main Points observed from this region:

- The striking feature in this area is the high extent of commercialization and agro-trade vis-à-vis other tribal areas in the State.
- This has led to degradation and land use change which significantly replaced forest cover
- Tribals are mainly occupied with agriculture, making beekeeping more important in these hills than honey hunting
- The tribals of this area benefit from a number of Government programs.
- Within these hill areas, there is a significant difference in development of tribal people within the Malayalis (Annex 4 for details). The Kolli hills region is more economically strong with pineapple being the cash crop, compared to Kalrayans where the Malayalis are significantly under developed.

18. *Varshunad, Andipatti and Saduragiri hills are the lower ranges of the Western Ghat mountain chain.* These hills are found in the districts of Madurai, Dindigul and Theni. They have a high population pressure from the farming communities of Thevars (agriculture landlords), who occupy the foothills. The elevation of these hills is not more than 900 – 1200 meters and is extremely degraded. The vegetation in other areas consists of low scrub jungle, with dominance of *Prosopis* spp. Some patches of the Varshunad Hills have fairly thick deciduous forests. The temperatures in this area are significantly high and the entire agriculture is rain-fed.

19. Paliyan tribals are dominant in this area. They reside in little hamlets in the foothills, sometimes close to other communities. The social relation between these tribals and Thevars (agriculture landlords) is not equal and instances of exploitation on the tribals have been noticed. In spite of low, degraded tree cover and vegetation, the Paliyan still practice honey hunting during the season. Overall, this area has some of the poorest Paliyan tribes. Many of them, due to economic reasons, have broken off from their traditional hamlets to join mainstream but their non-acceptance by others and their intrinsic nomadic behaviour has not improved their lives very much.

Socio-economic aspects

20. Under the Social Assessment cum Livelihoods Analysis, both quantitative and qualitative data was obtained from eleven villages across ten districts in Tamil Nadu. Of these villages, while dispersed Tribal population was seen in seven villages, two villages had substantial Tribal population, and one was a Tribal village (Table 4). Participatory Rural Appraisals (PRA) were conducted in these villages to collect qualitative data. Focus Group Discussions (FGD) were held among various social groups in each of these villages to assess their present status, problems and their needs. A total of 3864 households and a population of 16325 individuals were covered. Of the total population surveyed, 17% belonged to the Scheduled Tribes. Of the total population, about 18 per cent households belonged to the Scheduled Tribe communities.

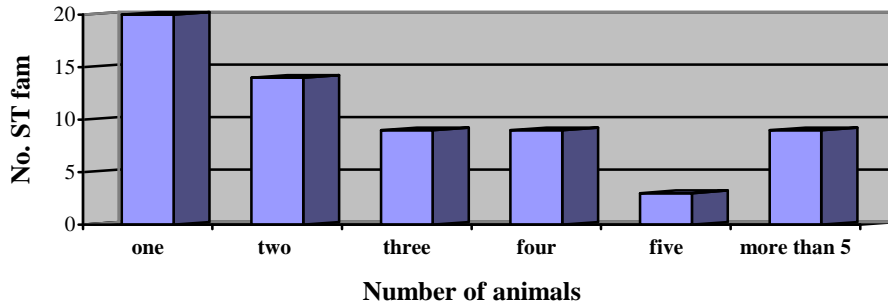
Table 4. Villages Surveyed under the Social Assessment cum Livelihoods Analysis

<i>Sl.No</i>	<i>Name of the Village</i>	<i>District</i>
1	Adhikaripatti	Theni
2	Kadambur	Villupuram
3	Kalancheri	Thanjavur
4	Kaliyampoondi	Kanchipuram
5	Keelkadirpur	Thiruvallur
6	M.Kolakudi	Cuddalore
7	Magaral	Thiruvallur
8	Nadukombai	Namakkal
9	Keelpachar	Thiruvannamalai
10	Sambakuttapatti	Salem
11	Semmanarai	Nilgiris

21. The major findings from the study included:

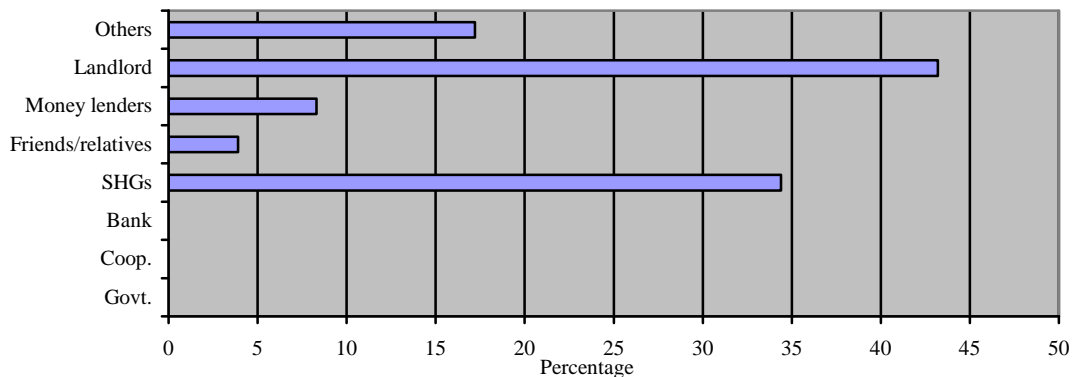
- (i) **Labour Force Participation** : The *labour force participation* among the STs is high for both males and females at 68.3% and 68.6%, respectively as against the average for the total population which is 66%. The *work force participation* of the female is slightly higher than males among the tribals. The *adult work force participation* in the age group of 19–59 is much higher at 95.6% for the ST population, and slightly higher among males. The *workforce participation among children and adolescents* is high at 10.7% with the rates for girls being 12.1% and the boys being 9.2%. The girls child bears the brunt of poverty in the tribal families. Many of these children are also deprived of school education.
- (ii) **Land holding** : The Tribals are pre dominantly landless (88.9%) with landlessness being an acute problem. Among the landed families, the marginal holdings predominate at 8.9% and with 1.3% families having slightly larger holdings. This is also a reflection of the fragility of the livelihood options for the STs and their vulnerability to income variations. Of the total landholdings, only 66.9% of the land holding are irrigated. Among marginal holdings only 33% of the tribal lands get irrigation facilities. This small and medium land holdings do get fully irrigated.
- (iii) **Livestock ownership**: Nearly 77.9% of the Tribal families own livestock. Nearly one-third of families own one to two animals (Fig 1). The families owning more than two animals are generally engaged in Goat rearing or Poultry.

Fig 1. Livestock ownership



- (iv) **Physical assets:** Less than one percent of the Tribal families own agriculture related equipment/asset like bullocks, ploughs, carts and tillers. This indicates the severe landlessness issue among the Tribals. Generally the Tribals own movable assets in the form of consumer durables (28.3%). Not a single Tribal land owning families possess pumpsets for irrigation. This shows the very low asset owning capacity of the Tribals.
- (v) **Savings:** Only 23.1% of the Tribals have some savings of the sampled population. The habit of savings is not very common among the Tribals. Among the surveyed families very few families had savings (23.1%). 22.12% saved through SHGs and another 0.88% saved in Post Offices. The average total savings per household amounted to only Rs. 1,393.
- (vi) **Debt :** About 21% Tribal families reported indebtedness. The Tribals generally do not borrow out from financial institutions, like Banks and Co-operatives. Some of the Tribal pockets are dominated by money lenders. The major sources of credit are landlords, SHGs, informal sources and money lenders (Fig 2). The land lords (43.2%) and the SHG's (34.4%) are the main source of debts for Tribals. The other sources are friends , relatives and outsiders.

Fig 2. Sources of credit



- (vii) **Social Capital :** Tribal communities enjoy traditional leadership. However, the SHG movement is still very weak in the Tribal areas with just 35.1% of ST families holding membership in the SHG's. There are many reasons for this. The current SHG programme has not fully tapped/involved indigenous communities due to the nature of the project which has focused on credits, savings and thrifts through a rigorous book-keeping and

accounting systems (through registers) which are not familiar with tribal ways and approaches. Also, other major issues identified related to lack of information in a simple and demystified form to the Tribal Community on SHGs. The lack of daily source of income and the ability to save on a weekly basis, are some of the major reasons for limited progress with SHGs in Tribal areas.

22. The major issues and problems emerging from the Social Assessment cum Livelihood Study are provided in Table 5. These provide critical inputs to the Tribal Development Plan.

Table 5. Issues and Strategy Matrix

Issues and Problems	Strategy
Social exclusion of tribals	<ul style="list-style-type: none"> ③ Awareness for the rest of the community about inclusiveness. ③ Legal ban against excluding in line with Untouchability act. ③ Target them in the TNEPRP project
Non recognition of their tribal status	<ul style="list-style-type: none"> ③ Form a commission to decide on the claims of several such tribal groups
Difficulty in getting community certificate	<ul style="list-style-type: none"> ③ Well laid out procedures and time frame for the issuing officials.
Low level of access to land	<ul style="list-style-type: none"> ③ Priority accorded to these groups in distributing land ③ Form co-operatives and lease land for them
Low level of Productivity	<ul style="list-style-type: none"> ③ Generate awareness about better crop husbandry ③ Extend crop loans ③ Introduce better crop varieties
Lack of employment	<ul style="list-style-type: none"> ③ Introduce more food for work programmes that suits their need ③ Impart new skills that are in demand ③ Diversify their basket of livelihood ③ Identify opportunities for their traditional skills ③ Generate multiple skills in each family
Low income levels	<ul style="list-style-type: none"> ③ Provide better access to forest to collect NTFPs ③ Sensitize the forest department officials about the rights of tribals over forest produce ③ Provide better market access for their produce. ③ Value addition for their products ③ Involve NGOs who have succeeded in these attempts in planning and implementing such plans ③ Skill formation efforts
Poor Health	<ul style="list-style-type: none"> ③ Provide access to health care –both traditional and modern. ③ Mobile units are to be introduced to cover the remote areas. ③ Awareness about AIDS- reported to be high in Salem and Namakkal tribal hamlets. ③ Reproductive health of women deserves special attention ③ Awareness generation against female infanticide in communities need to be taken up.
Poor housing	<ul style="list-style-type: none"> ③ Priority accorded to them in the plains ③ Develop a suitable technology that suits the local conditions in remote areas ③ Develop a suitable model.
Low level of education	<ul style="list-style-type: none"> ③ Schools are remote. Increase the number of residential schools

	<ul style="list-style-type: none"> ③ Pay attention to retain them in schools ③ Girl children needs special attention
High levels of debt	<ul style="list-style-type: none"> ③ Form more SHGs ③ Increase the cheap credit availability
Depletion of NTFP	<ul style="list-style-type: none"> ③ Protection and regeneration of NTFP
Weak support from PRIs	<ul style="list-style-type: none"> ③ Steps to have separate representation at the PRIs for the tribals ③ Possible areas where they can self govern has to be identified and allowed.
Alienation from land	<ul style="list-style-type: none"> ③ Effective steps to prevent land alienation

Section IV : Tribal Development Plan

Objective

23. The objective of the Tribal Development Plan under the TNEPRP will be to empower the poor Tribal Communities and improve their livelihoods through: (a) developing and strengthening pro-poor local institutions/groups (including Village Panchayats); (b) building skills and capacities of the Tribals; and (c) financing productive demand-driven sub-project investments. Given the context of the STs, care would be taken to evolve and follow a project implementation process that fosters full respect for dignity, human rights and cultural uniqueness of the Tribal Communities; and that all be culturally and socially compatible. The Tribal Development Plan is focussed on Tribals living in interior forest areas (mostly Primitive Tribal Group), those living in relatively developed areas and populations living in rural areas along with non-tribal communities.

Principles

24. The major project principles will also be applicable in the TDP implementation which include:

- Focus on vulnerable and poor
- 90% of project benefits to flow to the poor
- atleast 60% project funds will be for the bottom 50% of the poor
- 60% participation of target poor essential for all project activities and Gram Sabha meetings
- women will be in positions of decision-making
- transparency and accountability
- community driven development

Plan Components

25. The project has three major components (a) Village Livelihoods with a total budget of 80-85% of the total project cost (b) Institutional Strengthening and (c) project management.

I Village Livelihoods (89.5%): This component provides for the formation and strengthening of local community institutions, providing funds for livelihoods – skill development, seed money and livelihoods fund, as well funds for incentivizing Gram Panchayat performance.

(i) *Formation and strengthening of Local institutions* (9.5%):

The project will support and develop inclusive, self-reliant, self-managed and sustainable, Community Organizations and their Federations for livelihoods improvement.

- (a) SHGs: As part of the mobilization process, Tribal communities will be provided information, rules, and non-negotiables, through appropriate channels/medium about the program. Further, Tribal communities will be encouraged to be part of the SHGs. In areas where there are concentrated tribal populations, SHGs of tribal communities will be promoted and nurtured. In areas of mixed populations, efforts will be made to mobilize tribal communities along with the other left out poor in the village into SHGs. The Project Facilitation Teams facilitating this process will have and or will be capacitated with the requisite skills and expertise to work with Tribal communities.
- (b) VPRC: The project has provided for at least 30% membership in the VPRC will be of the SC and ST population.
- (c) Tribal Sub-Committee: In villages where the tribal population is around 10% or more of the total population, a Tribal sub-committee will be constituted. This committee will anchor the discussions and activity with respect to Tribal Communities.

(ii) *Village Fund* (69%): These Funds will be utilised for improving the livelihoods of the poor, especially women and unemployed youth by linking them with potential productive investments capable of generating employment and income opportunities and provide support for the specialized programs for the disabled and vulnerable. The fund would consist of the following two windows:

- (a) VPRC Fund - This sub component would include those activities for which VPRC would be directly responsible and funds would be released directly to the VPRC. The funds could be utilized for: (a) build Capacity Building of Village Institutions/groups to plan and implement (10%); (b) Seed Fund for New and Revamped self-help groups (7.5%); (c) Skills Development Training (5.5%); and (d) Special Assistance to the Disabled and Vulnerable (10%) to identify and assist the most vulnerable, disabled and destitute in the village community so as to socially and economically mainstream them to the project activities and benefits.
- (b) Livelihood and Business Development Fund (36%) for productive Investments on a matching grant basis. The community groups would develop the business proposals and implement the productive investment activities. The District Unit would appraise the investment proposals, and release funds directly to the Community Investment Groups (CIGs) in instalments after signing Financing Agreement with the CIGs. Of the total sub-project cost, communities will contribute 50% of the total cost of which 10% will be group contribution; and

(iii) *Gram Panchayat Incentive Fund* (9%): An additional 9% will be provided to the GPs to perform promotional work and provide incentive to GPs to improve their governance by

becoming more effective, pro-poor, accountable and responsive to the needs and demands of the village community especially the poorest, the vulnerable, the women and youth in the village. The funds would flow from the district units directly to the Gram Panchayat account.

(iv) *Fund for Innovative Ideas (2%)*: To provide support to new emergent ideas especially in the Tribal areas.

II Institutional Strengthening (4%)

To provide district and state level value added services and linkages to the livelihood and business development activities; and

III Project Management (6.5%)

To facilitate overall co-ordination, implementation, monitoring and learning of the project at state and district levels.

Critical Process Steps

26. The critical processes related to the prior arrangements and mechanisms that need to be set in place, for implementation of the TDP. These include:

- (i) Project level: The major project level arrangements for the implementation of the TDP include selection of team for carrying out this project, training to team members on Tribal issues, selection of tribal villages, organising stakeholder workshops to analyse data and observations and make changes to the project implementation plan, field investigation on existing activities – group under traditional, project/Government intervention – what works, why and what does not why?, and mapping of resources and mapping of skills in different geographical zones with links to markets, trader chains, village barter systems or village *haats*.
- (ii) Policy Level: The setting up a Project Steering Committee – TNEPRP with Forest Department and other line departments, setting up a pool of resource persons, and identification of training and capacity building organizations – which will provide hands-on experience to handle tribal development issues, are essential.
- (iii) Information: A major aspect of the limited success with programs and the participation of Tribals, especially the poorer sections, is related to the inadequate availability of information regarding different programs and schemes. Information dissemination of project aspects like project components, basic principles, non-negotiables, roles and responsibilities of different stakeholders, are critical to elicit interest and participation of the Tribal communities. The IEC strategy of the project has taken into account the specificities of the Tribal areas and is putting together a special strategy to reach out to Tribals. Some of the methods being looked at are folk art, street theatre, films and simple pamphlets. The emphasis will be on creating resource persons from within the Tribal community to provide information and local insight.
- (iv) Capacity Building: All Project functionaries working in the tribal areas, especially the Project Facilitation Team members and the staff at the State and District Project Units would be sensitized and oriented towards tribal culture and development issues to enable them to appreciate the importance of “tribal way of life” (culture) while working among

- the tribals. With this participatory strategy in place, the possibility of any potential adverse impacts on the tribals, as they are completely involved in each and every stage of the intervention process would be remote.
- (v) Gender: The participation of women would be the key factor in implementing the TDP. 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. All project functionaries would be sensitized on gender issues.
 - (vi) Livelihoods: Tribal communities are primarily forest or natural resources-based. Natural resources form an integral part of their lives, skills and livelihoods. Villages inhabited by these communities are the poorest and devoid of the infrastructure and livelihood supporting mechanisms conducive to their lifestyle. A majority of these communities depend on collection of forest produce seasonally as their only source of livelihood. During other times, they are wage-gatherers - a significant population is marginal or landless. One of the critical roles of the project in the tribal area would be to ensure an environment to help grow a symbiotic relationship between tribal people and the natural resources. Therefore, one of the important tasks of the agencies involved in the project should be to closely work with the tribal communities in the protection, conservation, regeneration and sustainable development of the natural resources. This will mutually benefit developing natural resources-based livelihood enterprises and options. This requires the project, not only to design innovative approaches to the gainful involvement of the communities merely as unskilled labourers but finding gainful expression of their indigenous skills in areas of employment.

Operational Arrangements

27. The Tribal Development Plan is part of the overall TNEPRP. The management of TNEPRP at the state level is through the TNDCW.

- (i) Staffing: For implementing the Tribal Development Plan, the project will have a Specialist anchoring this aspect under the project at the SPMU. In the project districts like Salem which have larger ST populations, the DPU will have a specialist looking after the TDP implementation. All PFT members will be sensitised on tribal issues and the PFT members working in Tribal areas will undergo a comprehensive training to implement the TDP. Since the scheduled tribes inhabiting the different project districts exhibit striking diversity in ethnic origins, cultural heritage, social institutions, religious traditions, dialects, festivals and economic pursuits, an in depth understanding of the socio-cultural, economic, political and religious life of the tribals will be imparted to all the project functionaries, right from the district level to the village level, including the NGOs involved in TDP at the time of their entry into project. This would run concurrently with the rest of the Project.
- (ii) Local Institutional level: At the VPRC, in GPs where the ST population is significant (10% or more), a separate Tribal Committee will be constituted which will specifically look after the interests of the Tribals. However, the VPRC will have the overall responsibility to ensure that the ST population in their GPs are involved in the project and

benefit from it. The tribal community would identify volunteers to assist them in the project implementation. As proposed, the tribal areas will be handled by a qualified tribal expert familiar with Tamil Nadu situation in this field. Identification of training needs, capacity building needs for different activities will be taken up at the Gram Panchayat level based on the assessment of the skills resources available and cultural context. As mentioned earlier – a mapping of resource organizations and local resource people for tribal areas needs to be in place for effective coordination – to be tapping these for better planning, implementation, and monitoring and evaluation. Table 6 presents details on the implementation arrangement sand responsibilities at different levels of the organisation.

Table 6 : Implementation arrangements, Organisation and Management

<i>Level</i>	<i>Arrangement/Members</i>	<i>Functions</i>
Project Level	State level Steering Committee with Director, Tribal Welfare Department and/or MD, THADCO as Members	<ul style="list-style-type: none"> • Providing necessary guidance and support to the Project in tribal areas.
State level	Functional Specialist for Tribal Development	<ul style="list-style-type: none"> • Coordination with DPUs and other line depts. activities. • Support DPUs and PFTs in social mobilization and capacity building of tribals and their institutions • Support DPUs and PFTs in generating and grounding community sub-projects
District Level	Functional Specialist for Tribal Development	<ul style="list-style-type: none"> • Coordination with PFTs amd VPRCs and other line depts. Staff. • Support PFTs in social mobilization and capacity building of tribals and their institutions • Support PFTs in generating and grounding community sub-projects
Cluster Level	Project Facilitation Team	<ul style="list-style-type: none"> • Facilitating communities identify the poor and poorest of the poor through PRA tools. • Mobilization of women/men to form into SHGs, • Formation of TC and VPRC • Assist in the preparation of microplans and demand driven sub-projects • Facilitate implementation of the plans.
Village level	Community Volunteers	<ul style="list-style-type: none"> • Mobilization and Facilitation. • Coordination with other activities. • Monitoring and reporting.

Convergence

28. The TDP envisages convergence with the Tribal Welfare Department, Forest Department and the Health Department at State and District levels. Linkages are also envisaged with other externally funded poverty eradication projects namely the (i) JBIC funded TN Afforestation Project and (ii) World Bank funded TN Health Systems Project. The project will also work in close coordination with the following institutions:

- Government departments: Tribal Welfare, Forest, Panchayat Raj, Health, Education
- Scientific institutions: C.S.I.R Labs (N.B.R.I, C.C.M.B, C.D.R.L, C.F.T.R.I, CLRI etc), I.C.A.R, Forest Research Institute, IIT, Universities, research labs of private sector, freelance scientists, etc.
- NGOs working in this sector.
- Industry: Ayurvedic, Cosmetics, Drugs and Chemicals, etc

29. In Tamil Nadu, the SC and ST populations are grouped under the Adi Dravidar Welfare Department, with each district having an officer. Coordination and sensitization of these district officials on the new approach of Livelihoods and Poverty Reduction will be a priority in the new institutional arrangement. Sectors of Livelihood (natural resources-based), Health, and Education will be the focus in tribal areas. The departments of Forests and Adi-Dravidar & Tribal Welfare will be the principal agencies to interact. Convergence with Health Department and also the TN Health Systems Project to take up tribal health issues, will be forged. The basic principles, the mechanisms and the methods of interaction are presented in Table 7.

Table 7. Convergence Arrangements

Forest Department*	Health	Tribal Welfare
Principles		
Right of NTFP collection to the VFC and processing / semi-processing and value addition by SHGs for commercial NTFPs	Convergence with the Health Department as also the Health Systems Project – link up with mobile clinics, assurance of regular medical check-up, doctors visiting in tribal areas	Convergence with Government Tribal Residential Schools (GTRS) to encourage better and regular teaching
Identity Cards issued to the NTFP collectors – giving area of collection, items to be collected, season and necessary authorization	Tribal Health Insurance	Provision of Volunteer Teachers
Right to collect NTFP for livelihood needs – food, shelter, crafts, tools	Nutrition support through the Noon meal schemes – improved traditional tribal diet (ragi, thenai, samai)	
Right to sell finished and raw products and value add at their settlements	Establishing of medicinal plants in kitchen gardens for supply of traditional medicines and cure for the	

Taking the Government Order on NTFP collection further – more opportunities to SHGs	tribal people	
Mechanism		
<p><i>Village level</i></p> <ul style="list-style-type: none"> • There will be a Tribal Committee (TC) within the VPRC (Village Poverty Reduction Committee) for villages where the population of tribals is 10% or above of the total population. • The PFT will identify economic activities for each village along with TC, CBOs and NGOs – activities embedded into tribal ethos and existing livelihood traditional approaches. • TC will have a micro-plan and budget for each village (prepared along with the PFT) for implementation • In villages where the tribal population is between 10 % to 20% of the population – 30% of the budget and in areas where it is above 25% of the total population – 50 % of the budget will be earmarked for tribal development activities • For other areas where tribal populations are dispersed – the VPRC will guarantee that all tribal persons will be benefited from this project • Each month – the Range Officer will have to hold a meeting for the VPRC along with VFCs of that area and discuss progress of activities, the NTFP collection and processing systems, economic activities that require technical, management or financial aid. Record and minutes of these meetings will be displayed in tribal hamlets • VPRC will co-opt the VFC in this programme – as a close cooperation between Forest Department and TNEPRP is envisaged. VPRC will actively link-up project interventions in tribal areas through / with the VFC. Funding opportunities for VFC activities that directly link up to Livelihoods, Education or Health will be possible. • A feedback system of how to provide inputs back to the decision-makers – this will be through the TC in the VPRC. • Innovative Projects budget head will be accessible for Tribal development purposes 		

District level

- The DPU will work closely with the District Forest Officer and Range Officer for identification of project needs (for example – sheds for NTFP processing, a pump or collection and trade issues).
- Each Range Officer from the concerned range will also interact closely with the PFTs & VPRC.
- The TC micro-plans to be vetted and endorsed by the FD.
- Tribal Welfare Department officials at the district headquarters will be directly working with the DPU.
- Health officials working in the TN Health Systems program (prior experience of working with tribal groups) will be interacting with the DPU.
- The annual working and finance plan by the DPU is in full consultation by the Forest, Health & Tribal Welfare Department to enhance the synergy of activities and implementation on ground and reduce duplication of efforts.

Note: * Forest-based livelihoods

30. The project is setting up two critical institutional mechanisms at the State and District levels for ensuring effective convergence and cooperation within and between Departments. The composition of the two Steering Committees is as provided below. The basic objective of this Steering Committee would be to compliment efforts of SHGs & VFCs and other CBOs and NGOs to plan, monitor and take mid-term corrective steps and provide overall guidance. The details of what will be the mandate of this body or who should be in it – would be taken up after a meeting between the organizations.

(i) State Level:

- PD, TNEPRP
- Additional Principal Chief Conservator of Forests
- Director / Secretary Tribal Welfare
- Member from the TN Health Systems (responsible of Tribal Health Issues)
- NGO

(ii) District Level:

- Collector - Chairperson
- DPU member
- VPRC member (in rotation)
- District Forest Officer & Range Officer
- Tribal Committee Members
- District Adi Dravidar & Tribal Welfare Department
- District Health Official (working with TN Health Systems)
- NGO / CBO

31. Memorandum of Understanding (MoUs) – Several MoUs will be put in place for better implementation – Forest Department, Adi Dravidar and Tribal Welfare Department. In principle, the MoU should contain that a Project Steering Committee established at the State and the village level to continuously monitor the progress of the project, difficulties, challenges and what needs to be done. This Steering Committee should sit 3 times in a year. Decisions taken at the

Steering Committee are shared through newsletters, media campaigns and other approaches that are understood by tribals.

32. The matrix of tribal issues, strategies, likely activities, project components and responsibility for implementation are presented in Table 8.

Table 8. Tribal issues Implementation Matrix

Key Issue	Strategy	Likely activities	Project component	Primary Responsibility	Support institutions
Mobilization of Scheduled Tribe women.	Establishing new SHGs / CIGs and VOs in the tribal habitations where there are no SHGs and strengthening the SHGs in the tribal habitation where they are already established.	<ul style="list-style-type: none"> Separate SHG / CIG for each tribal group (homogenous groups) in villages / habitations exclusively inhabited by tribal groups. Separate SHGs / CIG for S.Ts/and non-S.Ts in mixed villages. 	Institution and human capacity building	PFT	District Unit
Identification of Livelihood Opportunities	Resource and Opportunity Mapping	<ul style="list-style-type: none"> Survey for Project Area Specific habitations mapping 	Institution and human capacity building	PFT	District Unit
Orientation training to tribal community on Project objectives, preparation, implementation and monitoring of plans.	Building the capacities of PFTs as trainers	<p>Facilitation in participatory preparation of development plan</p> <p>Facilitation in implementation of plan, and, in monitoring and evaluation.</p> <p>Providing technical guidance by the concerned Line Depts.</p>	Institution and human capacity building Community Investment Fund	PFT Livelihoods Associate Concerned Line department	Line Departments District Unit
Lack of awareness on constitutional safeguards meant for Tribals under constitution.	Promotion of awareness on safeguards provided to tribals under the Constitution.	<ul style="list-style-type: none"> Training to the tribal leaders, PRI functionaries, SHGs. Addressing issues of land alienation through leasing to non-tribal and negative impacts. 	Institution and human capacity building		District Unit
Multiplicity of SHGs at habitation level	Establishment of a PLF Convergence	<ul style="list-style-type: none"> PLF to consolidate all S.H.Gs into a strong institution Dovetailing of Govt. 	Institution and human capacity building	PFT Village level functionaries of	District Unit Line departments, at Block and

	of SHGs formed under different line departments	interventions for the development of STs. •To work in close Co-ordination with the functionaries of Depts. Concerned.	Linkage with line departments	line departments	district level
Lack of awareness among men and women on income generating activities.	Provision of necessary skills to take up income generating activities.	<ul style="list-style-type: none"> • Selection of beneficiaries from among the SHGs in consultation with Gram Sabha. • Training in various income generating activities as per preference groups’. • Provision of necessary assistance. • Exposure visits to the places of successful SHGs. 	Community Investment Fund	<u>PFT</u> District Unit	<u>District Unit</u> Local banks
Low productivity from lands.	Enhancing productivity by bridging knowledge gap and financial resources support	<ul style="list-style-type: none"> • Training in soil conservation and land development activities • Training in dry land farming techniques. • Training to farmers in watershed management. • Organizing demonstration plots and seed production sites. • Training in balanced use of fertilizers and pesticides, use of bio fertilizers and bio-pesticides, and use of improved seeds • Fund support for land development, purchase of appropriate agric-inputs • Provision of Irrigation. 	Community Investment Fund	Community Para professionals PFT Village agric department functionary	<u>District Unit</u> <u>Block Agric Officer</u> <u>District Unit</u>
Incidence of landlessness, for dispersed tribal groups for example the Kauravas – gypsies who migrate from area to area	Land lease Assignment of government lands, and, purchase of lands Diversification of employment	Identification of landless tribals. Identification of Government wastelands, temple lands and ceiling lands for distribution. Identification of willing land sellers. Purchase of lands and assignment of land to eligible landless tribals Ensure pattas to tribal farmers who are cultivating and provision of necessary assistance. Financial assistance to take up off farm activities.	Community Investment Fund	<u>PFT</u> <u>District Unit</u> Block Revenue Officer	<u>District Unit</u> <u>District Unit</u> Revenue Divisional Officer <u>District Collector</u>
Depletion and pollution of	Protection and regeneration of NTFP species.	Community management of forests Protection from illegal cutting	Linkages with line department	Forest Range Officer <u>Community</u>	<u>District Unit</u> Dill Forest Officer

natural resources including NTFP		of NTFP trees. Encouraging growing of N.T.F.P species. Training in scientific tapping of NTFP.	Community Investment Fund	Para professional in botany <u>PFT</u>	<u>District Unit</u>
Lack of awareness on processing and marketing of NTFP, agriculture and horticulture items.	Strengthening of backward and forward linkages of micro enterprises.	<ul style="list-style-type: none"> • Training in value addition of N.T.F.P, like deseeding of tamarind, etc. • Training in post-harvest practices, processing and preservation of NTFP / Agrl. / Horticulture produce. • Training on marketing of commodities. • Provision of support services • Awareness raising programme on weights & measures • Marketing interventions 	<u>VLF</u> Linkages with Line departments	Para professionals <u>PFT</u> Line departments: Forest, Agri, Hort, Mktg	<u>District Unit</u> <u>District Unit Marketing and N.T.F.P specialists</u> <u>District Unit</u> Line departments at District Unit level
Propagation of herbal medicines in Tribal areas.	Promotion of traditional herbal medical cures.	<ul style="list-style-type: none"> • Providing training to traditional medicine men. • Provide assistance to procure herbal medicines. • Provision of market linkages. 	Community Investment Fund	Para professionals (Botanist) <u>Lvh Associate</u>	Indian Medicines Dept. <u>Forest department</u>
Market linkages for tribal handicrafts.	Promotion of marketing.	<ul style="list-style-type: none"> • Demand survey for tribal handicrafts • Training on latest techniques in the preparation of handicrafts. • Assistance to purchase locally available material. • Provision of market linkages to handicrafts. 	Community Investment Fund	PFT	<u>District Unit</u> Resource NGO
Technical and financial support to demand driven sub projects for small infrastructure development and various income generating	Facilitating preparation of proposals after comprehensive livelihoods analysis.	<ul style="list-style-type: none"> • Livelihoods analysis • Formation of CIGs • Discussions relating to Sub-Projects with CIGs • Provision of Financial and Technical assistance. • Marketing Linkages 	Community Investment Fund	<u>CC</u> Lvh Associate	<u>District Unit</u> <u>Line</u> <u>Departments</u> Local Banks

investment proposals.					
Food insecurity and inadequate nutrition.	Establishment of traditional seed banks	<ul style="list-style-type: none"> • Training to village organizations in establishing and management of seed banks. • Providing matching grant in the form of kind to each grain bank • Assistance for establishment of storage grains. • To implement Food for work programme during lean season. 	Community Investment Fund	<u>PFT</u> <u>District Unit</u>	<u>District Unit</u> Civil supplies department
Lack of awareness on tribal culture and tribal systems of working to the Field level functionaries.	Orientation training.	<ul style="list-style-type: none"> • Periodical trainings to village / Block level functionaries, NGOs. • Positioning of dedicated personnel. 	Institution and human capacity building	<u>District Unit</u>	District Unit/ TCR & TI / SPMU /
Gender Sensitization	Training on gender sensitization.	<ul style="list-style-type: none"> • Training on the importance of women's participation in developmental activities to the field functionaries and the tribal community 	Institution and human capacity building	Gender specialist, District unit	S.P.M.U
Involvement of Traditional tribal councils in development .	Involvement of traditional tribal councils in development	<ul style="list-style-type: none"> • Utilization of the services of council members for developmental activities. 			District Unit
Tribal dialect, a hindrance for promotion of Education among scheduled tribes.	Teaching in their own dialect especially at Primary school level.				<u>District Unit</u> Education department
Lack of	Promotion of	<ul style="list-style-type: none"> • Conduct of awareness 			<u>District Unit</u>

awareness on health, hygiene and sanitation.	awareness on health, sanitation and personal hygiene.	raising programmes on improvement in health, hygiene and environmental sanitation through multimedia, IEC material etc. <ul style="list-style-type: none">• Selection of Community Health Workers (CHW) from among the local tribals for attending to smaller ailments and referral of acute cases to Health Centres.			<u>NGOs</u> Health Department
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Section VI Framework for Forest Based Livelihoods – VFCs and SHGs

33. Considering the immense importance of Non Timber Forest Produce (NTFP) in the lives of the tribals, especially the landless tribals, and the policy issues involved in ensuring the rights of the tribals over the resource, the various issues involved in NTFP development need to be addressed. For example:

- The issue of NTFP Conservation & Augmentation,
- Sustainable Harvesting mechanisms,
- Value addition, Marketing and Enterprise Development

34. In each of the tribal areas, NTFP groups/associations need to be formed who are primarily linked to SHGs and VFCs. Details on the VFCs in the state are presented in Box 1. They would also be trained as the key unit for other diversification and development initiatives to take off. Close cooperation and joint project initiatives between the Tamil Nadu Forest Department and this project will have to be given a priority for addressing issues of NTFP trade, control and value addition. Annex 5 provides details on the Tamil Nadu Government Order on NTFP Collection by Tribal Communities.

35. The ideal mix of the SHG and Village Forest Council (VFC) would be where one is for production and market-related activity, the other is for conservation, protection, and augmentation of natural resources but that has not happened yet on the ground. This is primarily due to different skills, lack of capacity building and issues of access and non-existence of village/tribal level institutions.

36. It is imperative therefore; that the present project revisits these marginalized communities through:

- A Holistic Natural Resource Based Livelihood Approach
- An Institutional Development & Local Governance perspective which builds from existing traditional cultural practices and has the ability to converge with project initiatives

The VFC – VPRC

37. VFCs are bodies, which are created by the Forest Department, and VPRC is the body created by this project to innovatively manage and ensure poverty reduction and empowerment at the village level. VFC reports to the Range Officers. VFC is to provide community protection and take up forest- based contracts from NTFPs. VPRC will ensure that there are VFC members represented through the TC. VFC activities that require support and fall within Livelihood goals of the project will be taken up by the VPRC

Box 1: The Importance of Being Village Forest Council – Self Help Group: Two sides of the same coin?

To facilitate implementation of Joint Forest Management (JFM) in letter and spirit, it is necessary to institutionalize the concept. The Government of Tamil Nadu have issued comprehensive guidelines for implementation of Joint Forest Management that has clear-cut instruction for formation and functioning of the Village Forest Committee (VFC). The services of NGOs/VAs are utilised in creating awareness about the devastating effect of deforestation and the benefits, which are likely to be generated through Joint Forest Management and reforestation. After mobilization of the people, a unique exercise called Participatory Learning and Action (PLA) is held with them to know about the historical status of the area economic status, agriculture, seasonal trends, institutional and infrastructure proximity etc. This exercise is also used to identify and prioritize the needs of the village and choice of species with reference to the long and short-term needs of the villages for forestry produce. Thus, the whole planning exercise is designed in such a way that the micro plan reflects the self-authored aspirations of the local community. The forest dependants are identified and actions to rehabilitate and provide alternate employment to them are designed to wean them away from activities, which causes forest degradation.

VFC, which acts as a hub of Joint Forest Management, is a grass root level institution, which represents all willing households inhabiting the programme village. One man and one woman from each household are enrolled as members. The VFC elects an Executive Committee of 5 to 15 members, and a President. The Executive Committee has at least one third of total members from women. 34 women are acting as Presidents of VFC. Each Village Forest Council operates a Village Forest Development Fund.

The Village Forest Development Federation (VFDF) is providing the necessary sustainability to VFC to carry on its activities in the long run i.e. even after the project period. Efforts are also initiated to register the VFCs under Societies Registration Act. A total number of 1,257 VFCs have been formed since 1997 (see below).

Details of VFC Formed Since 1997				
Year	No. of VFC Functioning	Members		Total
		Male	Female	
1997-1998	199	40,653	32,974	73,627
1998-1999	200	41,799	39,732	81,531
1999-2000	200	38,832	34,537	73,369
2000-2001	200	35,691	31,425	67,116
2001-2002	200	32,930	30,274	63,204
2002-2003	108	16,471	15,720	32,191
2003-2004	150	23,352	21,328	44,680
Total	1,257	229,728	205,990	435,718
Source: TNFD, 2005				

38. Capacity building of VFC and SHG members to deal with economic – up-scaling, value addition, processing, packaging, sale, trade, accounts, costing will be priority. Areas of social organization – groups, networks, and common interest campaigns will be also taken up.

Documentation of processes, need identifications of new initiatives, new forms of organizations – example – producer companies are addressed here. Training on new economic activities, tools for resource assessment – sustainable harvesting systems (NTFPs) will be done here.

Cost Estimates for Tribal Development Plan

39. Since the Tribal Development Plan forms an integral part of TNEPRP, the budgets for the above interventions are not shown separately. The required budgets will form part of the Annual Plans and Budgets of the DLBSUs, based on the village livelihoods, institutional strengthening and capacity building interventions planned and the sub-projects prepared by the village level organizations and other project interventions. The scheduled tribes constitute 1.04% of the population in the state. However, considering their low levels of development, the target tribal population to be covered under TNEPRP is expected to be much higher than 1.04%, since the poverty ratio in the tribal population is quite high. It is difficult to state the exact ratio at this time. This ratio will differ from district to district. Since the project is aimed to cover, the poorest of the poor, all poor tribal families will be covered under the project. Accordingly, a significant percentage of the project outlay with regard to cost estimates of all project components will be earmarked for tribal development.

40. The total population of the nine (9) districts in the Project area is 15253945, out of which 307,013 are tribals or 2% of total population in the Project Area.

Phasing

41. Given the nature of interventions in the Tribal areas, where a longer gestation period will be required for institution building and livelihoods promotion, the project proposes to implement the project first in the Tribal dominated blocks and villages.

Monitoring & Learning (M&L)

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

43. For the purpose of monitoring and evaluation of Tribal Development Plan, basic data relating to village wise information on tribal population, infrastructure facilities, land utilization, cropping pattern, livelihoods etc. would be recorded in the village registers that will be kept with the PLF. The project interventions planned in the village as part of the Annual Plan and the project interventions actually implemented will also be captured in the MIS. The data collection would be the responsibility of the Project Facilitating Team (PFT), in association with the Community Activist/Resource Persons and the PLF of each village in her/his jurisdiction. The PFT in turn would report the progress to the DLBSU for taking up remedial measures, if any.

44. The community would be involved in process monitoring through Focus Group Discussions (FGD) and Participatory Rural Appraisal (PRA) techniques, wherever required in order to know the quality of project implementation and inputs provided under the project. The

villagers will monitor the performance of all project functionaries, starting with the Community activists, Community Para professionals and the PFT.

45. Monthly progress reports on the progress of various sub components of the project in Tribal areas would be submitted by the DLBSU to the SPMU.

Flow of funds

46. Funds from SPMU will come to VPRC, which will route to the Tribal Development Activities at the user level.

Consultative Meetings for Tribal Development Strategy

47. To arrive finally that this TDP – there have been the following consultative meetings: (details are attached in Annex 8).

- i. Trichy Workshop: Gram Panchayat would be the principal role player and would take active interest in promoting tribal development. Also noted was the fact that non-tribal population intrusion in tribal livelihood areas was a concern.
- ii. Kodaikanal Workshop: Discussion on Tribal Development Plan – how to address the poor.
- iii. Chennai Meeting, Jan 25th 2005 – Meeting with senior people from Forest Department, Tribal Welfare and Agriculture. Agreement on Project Steering Committee, Convergence issues within departments.

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Scheduled Tribes In Tamil Nadu

Names	Districts
1. Alu Kurumba	Nilgiris
2. Eravallan	Coimbatore
3. Irular	Nilgiris, Coimbatore, Villupuram, Vellore
4. Kadar	Trichy, Thanjavur
5. Kanikkar	Tirunelveli
6. Kaniyar	Kanyakumari, Tirunelveli & Coimbatore
7. Kattunaiken	Nilgiris
8. Konda Reddi	Spread in 10 districts of TN
9. Kota	Nilgiris
10. Kurichian	Dharmapuri
11. Kuruman	Distributed in 10 districts of TN
12. Kurumba	Nilgiris
13. Maha Malasar	Coimbatore
14. Mala Kuravan	Kanyakumari
15. Malai Vedan	Kanyakumari
16. Malasar	Coimbatore
17. Malayali	Vellore, Villupuram, Trichy, Salem, Dharmapuri, Tiruvanmalai
18. Muduvan	Coimbatore
19. Mullu Kurumba	Nilgiris
20. Palliyan	Madurai, Thanjavur, Pudukottai, Tirunelveli,
21. Paniyan	Nilgiris
22. Soliga	Periyar, Coimbatore, Dharmapuri, Salem, Madurai
23. Toda	Nilgiris
24. Urali Sholagar	Nilgiris

Source: Singh K.S. (1997).

Annex 2

National Policy on Scheduled Tribes

1. The Constitution through several Articles has provided for the socio-economic development and empowerment of Scheduled Tribes. There are 698 Scheduled Tribes spread all over the country. Seventy-five of the 698 Scheduled Tribes are identified as Primitive Tribal Groups considering they are more backward than Scheduled Tribes. They continue to live in a pre-agricultural stage of economy and have very low literacy rates. Their populations are stagnant or even declining. But there has been no national policy, which could have helped translate the constitutional provisions into a reality. Five principles spelt out in 1952, known as Nehruvian Panchasheel, have been guiding the administration of tribal affairs. They are:

- (a) Tribals should be allowed to develop according to their own genius
- (b) Tribals' rights in land and forest should be respected
- (c) Tribal teams should be trained to undertake administration and development without too many outsiders being inducted
- (d) Tribal development should be undertaken without disturbing tribal social and cultural institutions
- (e) The index of tribal development should be the quality of their life and not the money spent.

2.. Realizing that the Nehruvian Panchasheel was long on generalities and short on specifics, the Government of India formed a Ministry of Tribal Affairs for the first time in October 1999 to accelerate tribal development. In order to protect the interests of the Tribals, the Government of India has formulated the draft National Policy on Scheduled Tribes that seeks to bring Scheduled Tribes into the mainstream of society through a multi-pronged approach for their all-round development without disturbing their distinct culture.

3. Based on the feedback from tribal leaders, the concerned States, individuals, organizations in the public and the private sector, and NGOs, the Ministry will finalize the policy. The National Policy recognizes that a majority of Scheduled Tribes continue to live below the poverty line, have poor literacy rates, suffer from malnutrition and disease and are vulnerable to displacement. It also acknowledges that Scheduled Tribes in general are repositories of indigenous knowledge and wisdom in certain aspects. The National Policy aims at addressing each of these problems in a concrete way. It also lists out measures to be taken to preserve and promote tribals' cultural heritage.

Government of Tamil Nadu – Tribal Development Initiatives

1. The Scheduled Castes and Scheduled Tribes population together constitute nearly 20.04 percent of the State Population – Scheduled Castes population accounting for 19 percent and the Scheduled Tribes 1.04 percent of the State population of 62,405,679 (2001 Census). 70 percent of the Scheduled Castes and 85 percent of the Scheduled Tribes are living in rural areas. Major ameliorative activities for these communities are grouped under educational development, economic development, Special Component Plan for Adi Dravidars and the Tribal Sub Plan for Tribals.

1.1 Literacy

Literacy The literacy level of Scheduled Castes and Scheduled Tribes is very low compared to the general literacy rate. Recognizing that education provides opportunities for a permanent change in the socio-economic status of these people, this Government gives top priority to education. Hence, out of a sum of Rs. 448.91 crores provided in the Budget Estimate for 2004-2005 to this Department, more than 70 percent is earmarked for schemes related to education. This Department is running 1,018 Adi Dravidar Welfare Schools and 277 Tribal Residential Schools.

1.2 Tribal Sub Plan (TSP)

The Tribal Sub Plan is implemented with the help of various sectoral departments. This scheme is being implemented in six districts and 8 tribal areas.

Table 1. Tribal Sub Plan Districts and Areas

SI. No.	District	Tribal Area
1.	Dharmapuri	Sitheri Hills
2.	Namakkal	Kolli Hills
3.	Salem	Yercaud Hills
4.	Salem	Kalrayan Hills
5.	Salem	Aranuthumalai
6.	Salem	Pachamalais
7.	Tiruchirapalli	Pachamalais
8.	Tiruvannamalai	Javadhi Hills
9.	Villupuram	Kalrayan Hills

Based on the percentage of Tribal populations in the State, 1.04 percent of funds are earmarked for Tribal development by each of the sectoral departments. However, it is to be seen that this allocation is also not fully utilized.

Table 2. Progress Under Tribal Sub Plan 2000-2002

(Rs. In Lakhs)

Year	State Plan Outlay	Flow to Tribal Sub Plan (1.03%)	Expenditure	Expenditure % Flow to TSP	Expenditure % to Annual Plan Outlay
2000-2001	570,026.24	5,859.87	1,754.88	29.94%	0.30%
2001-2002	520,000.00	7,295.46	1,615.80	22.14%	0.31%

From the year 2002-2003 onwards, the Tribal Sub Plan expenditure is being booked under divisible and indivisible heads.

Table 3. Progress Under Tribal Sub Plan 2002-03 and 2003-04

(Rs. In Lakhs)

Year	State Plan Outlay	Flow to TSP (1.03%)	Expenditure Divisible	Expenditure Indivisible	Expenditure Total	Expenditure % Flow to TSP	Expenditure % Annual Plan Outlay
2002-2003	575,152.96	5,941.03	2,001.99	1,427.01	3,429.00	57.71%	0.59%
2003-2004	700,013.16	8,606.00	3,629.88	4,869.70	8,499.58	98.76%	1.21%

1.3 Basic Infrastructure

Houses are being constructed every year by the Government in order to improve the standard of living of the Tribals, living in hill areas as well as in plain areas at the rate of Rs. 32,000 for a house in plain area and Rs. 34,000 for a house in hill area. Full cost of this scheme is borne by the Government. 1,384 houses were constructed for Tribals during the Ninth Five Year Plan period. During 2004-2005, a sum of Rs.16.80 Lakhs has been allocated for this scheme.

Every year, funds are allocated for the provision of basic amenities to the Tribals. A sum of Rs. 32 lakhs was provided for supply of drinking water during 2003-2004. For provision of electrification and formation of roads, the expenses are incurred from the funds allocated by the Government of India.

1.4 Economic Development

There are 19 Large Sized Multipurpose Co-operative Societies (LAMPS) functioning for the welfare of Tribals in Tamil Nadu. Small loan assistance is given through these societies to the Tribals. These societies also help the Tribals to get their fair price for their products. For providing guidance to job seekers, 4 vocational guidance centres in the hill areas of Uthagamandalam, Sankarapuram, Kollimalai and Jawadumalai and one Industrial Training Institute at Sankarapuram in Villupuram District are functioning. Considering the health care of Tribals, 25 Primary Health Centres, 76 Health Sub Centres, 7 Siddha Hospitals, 5 Government Dispensaries and one Siddha Mobile Units are functioning.

Under the economic development of Primitive Tribes and Dispersed Tribes family –oriented programme, sheep units are supplied. 78 Sheep Units were supplied at a cost of Rs. 7.02 lakhs during 2003-2004.

1.5 *Centrally Sponsored Schemes*

The following Centrally Sponsored Schemes are implemented in Tribal areas:

The Special Central Assistance to Tribal Sub Plan: Under this scheme, funds are provided primarily for income generating project and a part of it (not more than 30 %) for provision of infrastructure facilities for such income-generating scheme. A sum of Rs. 290.99 Lakhs was allotted during 2003-2004. During the current year a sum of Rs. 200.00 Lakhs have been allotted for this purpose.

Grants under the Article 275 (1) of the Constitution of India : Over the past three years, a Model Residential Residential Higher Secondary School / Hostel were opened under this scheme in Vellimalai of Kalrayan Hills in Villupuram District with an outlay of Rs. 2.95 Crores. A new road from Tholampalayam to Kopaneri in Coimbatore District was formed with an outlay of Rs. 310.00 lakhs. A sum of Rs. 63.00 Lakhs was spent on the construction of Tribal houses and electrification work. A sum of Rs. 239.77 lakhs was spent for the provision of infrastructure facilities. A sum of Rs. 70.00 Lakhs was also spent for the formation of 5 link roads in Coimbatore district and a sum of Rs. 70.00 Lakhs has been sanctioned for the formation of road from Mullukurichi to Nariyankadu in Namakkal District. Besides this, a sum of Rs. 210 Lakhs is allocated for the provision of various facilities such as formation of roads, provision of drinking water facilities, streetlights, construction of houses, etc.

1.6 *Other schemes for Tribals*

Tribal Self Help Groups: To empower the Tribal women, emphasis is laid on Self Help Groups and as on date 1,261 Self Help Groups consisting of 19,872 Tribal Women are successfully functioning in the State.

The Malayali Tribe

1. They call themselves Malaikaran and Male Gounder, while others refer to them as Malai Jati, Malai Goundin and Malaikaran. They believe that they originally belonged to the Vellalla caste of cultivators and migrated from Kanchipuram to the hills of south-west Tamil Nadu a few generations ago. According to Thurston (1909) the term Malaiyali has been derived from the words malai, meaning hill and al, meaning person, and is used to denote hill people. They are predominantly distributed in the Jawadi hills of the North Arcot (Vellore) district, the Shevaroy hills of the Tiruchirapalli district, and the Salem and Dharmapuri districts of Tamil Nadu. The Malayali who live in the Shevaroy hills are called big (peria) Malayali or the Kanchi Mandalam Malayali; those from the Pachamalai hills are called middle (nadu) Malayali. The Malayali are notified as scheduled tribes in the Dharmapuri, North Arcot, Pudukottai, Salem, South Arcot (Villupuram) and Tiruchirappalli districts of Tamil Nadu and their population in these parts is 209,039 (1981 census). They are preponderantly a rural community with 99.83 per cent of their total population returned from the rural areas. The Tamil language and the Tamil script are used by them for both inter-and intra-group communication. They are non-vegetarians but abstain from eating beef. Their staple food consists of ragi, rice, samai (a millet), jowar, horse-gram, groundnut and wild yams. Only the men among them consume local varieties of alcoholic drinks.

2. The Malayali are divided into a number of exogamous groups (veedu or Kudumbam), which are equal in status. A few of those are Mangalathamba, Malathinupathur, Kottarampta, Vooruga, and Punganuram Attu. Corss-cousin marriages are common among them. The age at marriage for boys is around twenty-one years, while the girls get married after attaining puberty. Spouses are generally acquired through negotiation. Instances of marriage through elopement and courtship have also been reported. Monogamy is the common practice, though polygamy is allowed. Divorce and remarriage of widowed and divorced persons is permitted. Junior levirate and junior sororate also exist. Bride price (parayam) is paid in both cash and kind. They follow the patrilocal rule of residence and succession is by the eldest son. A predominance of nuclear families is seen among them. Parental property is inherited by the male line. The Malayali women take part in agricultural operations, animal husbandry, collection of fuel, fetching water and other economic activities. They also participate in social, religious and ritual affairs. The family expenditure is controlled by the women. Some restrictions are observed by them before and after childbirth. The childhood rituals of tonsure and ear piercing are performed. The attainment of puberty entails pollution for five days. The dead are buried and a period of pollution is observed for eight days. A ritual karmathi is performed to terminate the pollution. The names are worshipped by them.

3. Agriculture is the principal occupation for a majority of the Malayali. Sericulture, honey-collection, cattle and pig rearing are their subsidiary occupations. According to the 1981 census, workers constitute 55.53 per cent of their total population (64.82 per cent males and 41.74 per cent females). Of them, 71.85 per cent are returned as cultivators, 21.87 per cent as agricultural labourers and 4.93 per cent as collection of forest produce. The remaining 1.35 per cent are in other services. The head of the village oorukavana or ooran, is assisted by two other

functionaries, uddari and kuttavasi. These offices are hereditary in nature. The council composed of them deals mostly with conjugal disputes and property matters.

4. The Malayali worship deities like Malayan, Katteriamman and Murugan. Festivals of Malayaman, Karthikai, Periya Tirunal, Pongal and Deepavali are celebrated by them. The 1981 census records 99.95 % of the Malayali as followers of Hinduism and 0.05 % as Christians. The 1971 census recorded 99.94 per cent of them as followers of Hinduism and 0.06 per cent as Christians. But during the 1961 census 100 per cent of them were returned as Hindus, except for one person who was returned as a Christian. Sacred specialists serving them are either from their own or from neighbouring communities. The conduct the birth, marriage and death rites. Both the men and women of this community perform their traditional dance forms and sing folk songs.

5. Food and water are accepted from them by the Parayan and Chakkiliyan. They visit the same Hindu religious shrines with their neighbours. A few village level political leaders from the community have helped to make them an integral part of the neighbourhood they inhabit. Some of their children study at tribal residential schools. The 1981 census returns show that their literacy rate is 10.73% (15.46 per cent males and 5.79 % females). They make use of both modern and indigenous systems of medicine and show favourable attitude towards family planning programs. Sources of drinking water are dug-wells and hand-pumps. At some places water is supplied through pipes. They avail of employment generation programmes. The governmental extension agencies and political parties bring them information relating to the larger world. They are served by the primary health centres, veterinary hospitals, sericulture departments and consumer co-operative societies. Firewood and cow dung cakes are used as fuel. Sources for irrigation are rainwater and dug-wells. The cultivators use organic manure along with chemical fertilizers and insecticides. They are covered by the public distribution system and child welfare schemes. In times of monetary crisis, they depend on private moneylenders.

GOVERNMENT OF TAMIL NADU

Forest - Minor Forest Produce Yield – Giving of Right of Collection to Tribals at Free of Cost - Formulation of Guidelines- Orders Issued.

Environment and Forests (FR XIV) Department

G.O.Rt.No.79

Dated 29.4.2003

Read with

- 1) G.O.Rt.No.286 Environment and Forests Dept, dated 25.9.1998.
- 2) Principal Chief Conservators of forests It.No.EI\49074\2000-6 dated 4.9.2000 and 22.3.2003.
- 3) District Collector of Coimbatore District D.O.It No.8552CI\2001 dated 26.9.2001 and It No.12\2002\CA dated 20.1.2002.
- 4) Principal Chief Conservators of forests It.No.EI\5853\2002-I dated 8.2.2002.

ORDER:

1. The yield of Minor forest produce units in the forests belong to tribals and at present, the benefits are not received by the tribals through the practice of allotment of minor forest produce units to LAMP SOCIETIES. Based on the aspects, the Principal Chief Conservator of Forests has stated that the right of collection of yield of Minor Forest Produce may be given to tribals at free of cost by forming Village Forest Committees through which their income and life will be improved and to involve them in the protection and improvement of forests within the control of guidelines framed for Village Forest Committee.

2. The Collector of Coimbatore District has requested to give the right of collection of minor forest produce of the Coimbatore district to the Women self-help group without conducting public auction. The Principal Chief Conservators of Forests has recommended that the right of collection of Minor forest produce may be given to the above Self Help Groups if they agree to pay the fair price fixed by the Forest department.

3. During the presentation of Environment and Forest dept budget in the Assembly on 29.4.2002 while announcing the plan schemes for the year 2002-03, the Hon'ble Minister for Forests announced among other things that as implemented in the Tamil Nadu Afforestation Programme scheme, the right of collection of yield of minor forest produce unit at free of cost will be given to tribals by forming Village Forest Committee.

4. The Government after careful consideration of the proposals of the PCCF and the Collector of Coimbatore District and issue the following orders:

- i. As announced in the Assembly by the Hon'ble Minister. to give the right of collection of the yield of minor forest produce units at free of cost to tribals, village Forest Committees will be formed by making necessary changes in the guidelines formulated for the Tamil Nadu Afforestation Programme scheme and it will be functioned as per the guidelines annexed.
- ii. In the village where the village women's council is functioning, Women self help group under Women's Development Scheme or women's council under Swarna Jayanthi Grama, Swaroj Ghar Yojana (SJGSY) the yield of minor forest produce units must be allotted to the councils as per the guidelines at fair price fixed by the Village forest committee.
- iii. The allotment of minor forest produce given to LAMP societies at 10% concessional rate, as ordered in G.O.(Rt) No.286,E &F dept.25.9.98 is hereby cancelled.

5. The Principal Chief Conservator of Forests is requested to give instructions to the Forest officials regarding formation, method of execution of Village Forest Committee as stated in the para 4 as above, in order to create awareness among the tribals.

6. This order is issued with the concurrence of the Finance department vide its U.O. Note No.26382\Ka.Pa.Va\2003 dated 29.4.2003.

(By order of the Governor)

Sd/-S.P.Elangovan,
Secretary to Government.

GUIDELINES FOR IMPLEMENTING OF THE ALLOTMENT OF MINOR FOREST PRODUCE UNITS TO TRIBAL PEOPLE IN FUTURE

a) Village Forest Council:

In each of the identified Minor Forest Produce unit, the people's representative body constituted will be fully involved in the planning, execution of works, protection, harvesting and benefit sharing in the above unit with focus on the Reserve Forests. The Forester concerned will initiate the process of formation of Village Forest Council. The Minor Forest Produce units will function based on the village of tribal people and cover about 5 to 10 villages. A male and a female member from each family will be a member of the Forest Council as desired. The concerned Forester / Forest Ranger / District Forest Officer will explain the details of general views of the scheme to the public and more number of people enrolled as member of the Village Forest Council. Village Forest Council membership annual non-refundable fee will be collected Re.1/-. Any person who opts out from the membership of Village Forest Council will not be entitled for any benefit. The Village Forest Council will meet as and when called for but in any case, at least once in three months. The Village Forest Council will take care of the protection of forest wealth also to employ the local village people on wage basis.

b) Executive Committee:

Each Village Forest Council will elect an "Executive Committee" in such a manner that one hamlet elect at least two members, one of whom is a woman. Each Village Forest Council will elect a minimum 5 (five) and a minimum of 15 (fifteen) members to the Executive Committee. The Village Panchayat members of the management unit will be co-opted as ex-officio members of the Executive Committee. The members of Executive Committee (both elected and ex-officio) will elect its President from among themselves, who will also be ex-officio President of Village Forest Council. The Forest Ranger concerned who will be the Member-Secretary of the Executive Committee, will also facilitate the election process of the members and President of Executive Committee. If necessary, the District Forest Officer concerned may nominate one representative of a Development Department of the Government and one NGO as a member of Executive Committee. The respective areas of Forest Guard and Forest Watcher will be the administrative member of committee. The term of Executive Committee will be five years. The committee will meet at least once in a month. The Executive Committee will be responsible for day-to-day activities of the Village Forest Council.

c) Utilisation of revenue for social welfare:

The members of Village Forest Council will collect Minor Forest Produce under their administrative jurisdiction and get full wages for the collection. Only village people will be allowed to collect the Minor Forest Produce in the adjoining Reserve Forests. Other than tribal people should not be allowed to collect Minor Forest Produce. The revenue so realized will be utilized in the respective villages and the adjoining areas for the improvement of the realization revenue, social welfare works and irrigation purpose towards the benefit of village people in the Reserve Forests. The industrial non-timber forest produce stock will be decided by the District Forest Officer. The yield assessment and calculation of fair price may be continued as per rules in force.

d) How are Village Forest Council finance management:

A joint account in the name of the Village Forest Council will be opened in a local or nearest bank or post office with the President and Member-Secretary as signatories. All the Village Forest Council funds will be kept in this account. The President and Member-Secretary will together be responsible and accountable to the Village Forest Council for all financial transactions. The Member-Secretary will be specifically responsible for the proper maintenance of accounts and shall have in his/her possession all records relating to finance. These records includes the cash book, accounts register, pass book, cheque book and a record of harvest, sale and share of forest produce with a list of beneficiaries. The Village Forest Development Fund created for the Village Forest Council will be utilized for any contingent or ancillary expenditure by the Executive Committee. Accounts of the Village Forest Development Fund will be maintained by Member-Secretary, which will be audited by the District/Divisional Forest Officer annually.

e) Monitoring:

The District/Divisional Forest Officer concerned will monitor the functioning of the Executive Committee of the Village Forest Council in his jurisdiction and send monthly report to the Conservator of Forests. He will also have the authority to disband the committees and order for reconstitution if in his view, the committees are not discharging their duties properly.

f) The following conditions may be ordered to be implemented by committee constituted as above:

- 1) The Forest Ranger should hold the post of the Member-Secretary of the Executive Committee for the constituted Forest Committee will also facilitate the election process of the members and President of the Executive Committee.
- 2) Wages for the collection of Minor Forest Produce should be given to the tribals. At present the tribals are not allowed to collect Minor Forest Produce.
- 3) The revenue realized from this should be kept by the Forest Committee.
- 4) This committee will determine the welfare and planning measures of the hamlet/ hamlets.
- 5) Plan works in larger scale may be carried out in the hamlets utilizing the benefits received from different departments and fund received by the committee.
- 6) The Minor Forest Produce units surrounding the geographical area of the hamlets should be integrated for this purpose.

for Principal Chief Conservator of Forests

Joint Forest Management (JFM)



The Government of Tamilnadu is committed to involve the local people in re-afforestation and protection of degraded forests and to share with them the sustainable benefits from these forests. This arrangement is known as "Joint Forest Management" and the involvement of the people is ensured through Village Forest Councils. The unit of management under Joint Forest Management is a hamlet/group of hamlets/entire village, the abutting degraded forest, community and private lands. In each of the identified Management unit, the people's representative body called Village Forest Council (VFC) is formed which is fully involved in the planning and execution of works, protection, harvesting and benefit sharing in the management unit with focus on the degraded forests. The Forest Ranger concerned initiates the process of formation of Village Forest Council. The Village Forest Council meets at least once in three months. Each Village Forest Council elects an "Executive Committee" in such a manner that one hamlet elects at least two members, one of whom is a woman. Each Village Forest Council elects minimum of 5 (five) and maximum of 15(fifteen) members to the Executive Committee.



Benefit sharing



Sharing the sustainable benefits from the degraded forests, Government lands and Community lands lying within the management unit with the members of Village Forest Council are the most important component of Joint Forest Management. The guiding principle of this benefit sharing is equitable distribution and the Executive Committee decides the individual beneficiaries.

District/Divisional Forest officers conduct sample survey of the unit of management and decide about the quantity of firewood available for supply to poor households.

Fodder and Green leaf manure is given free of cost to members of Village Forest Council except big farmers, subject to availability.

Grazing is allowed free of cost depending on the carrying capacity except in regeneration areas, where grazing will be closed for three years. All Non-wood Forest produces (Minor Forest Produce) for domestic consumption is given free of cost to the members of Village Forest Council subject to availability. Executive Committee sells any surplus quantity. District/Divisional forest officer decides sustainable Non-wood Forest Produce (NWFP) available. The Executive Committee as decided by District/ Divisional Forest officer sells any other sustainable yield from the Management unit.



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The Executive Committee distributes the sale proceeds so received equally among the members of Village Forest Council after remitting 25 percent to Village Forest Development Fund.

A joint account in the name of Village Forest Council is opened in local or nearest bank or post office with the President and Member Secretary as signatories. All the Village Forest Council Funds are kept in this account. The President and Member-Secretary are responsible and accountable to the Village Forest Committee for all financial transactions.

Consultative Workshops

Annex 8

Minutes of consultative meeting held on 25th Jan. 2005 TRIBAL STRATEGY AND DEVELOPMENT PLAN- TNEPRP-TNCDW

Participants:

1. Thiru. N.Muruganandam, IAS
Project Director, TNEPRP
2. Thiru.Bhagwan Singh,
Chief Conservator of Forest, GoTN
3. Thiru. Dr, Mohan Dass,
Addl. Director of agriculture, GoTN
4. Tmt. Varalakshmi Vemuru,
Co-task leader, The World Bank .
5. Mr, pratim roy
Keystone Foundation, Kotagiri.
6. Tmt. Suganthi Subramanian,
CDD – Social Specialist.TNEPRP.
7. Thiru. Sakrapani.
Livelihood Specialist, TNEPRP.
8. Thiru. Tamilzhparithi
Communication Specialist, TNEPRP
9. Tmt. C.Kanthamani, Supdt,
Tribal Welfare Department.
10. Thiru. P.T. Sundaram, asst,
Tribal Welfare department.
11. Thiru Yesu Gnanamani,
Co-ordinator, World Vision.
12. Thiru. Balasubramanian,
Co-ordinator, World Vision.
13. Thiru. Gien martien,
Co-ordinator, World Vision.

14. Thiru. K. Gunasekaran,
Maniyarpalayam, Tribal Federation leader.
15. Thiru. Palanisamy,
Aarampoondi, Tribal Federation leader.
16. Thiru. Anamalai,
Serappattu, Tribal Federation leader.
17. Thiru. Perumal,
Killakkadu, Tribal Federation leader.

Agenda :

Over view of TNEPRP
Tribal strategies & development plan
Role of VPRC
Role of Forest Dept & Tribal welfare dept.
Evolving operational directives at state/dist/& village level

Highlights;

The key tribal issues are illiteracy, poverty, landlessness, unemployment, and ill-health and all these issues are cyclical.
The project TNEPRP envisages reducing poverty of tribal communities in selected 9 districts

The issues to be addressed through TNEPRP are;

1. Recognition of their special status, unique culture, specific habitat and way of life.
2. Development which is relevant to their lifestyles, contexts and has a close link to the environment.
3. Legal recognition to traditional access domains for natural resources.
4. Misplaced notion of “main streaming” – how to understand issues through their situations instead of externally forced- development schemes that are not suitable.

The intervention strategies identified are;

- Formation of village poverty reduction committee
- Where 30% of population are tribals there will be a separate tribal committee to implement TNEPRP at local level.
- formation of SHGs in all the selected tribal areas.

To form strong shgs, the ngos working in respective tribal areas are to be networked.
The objective of forming federation of shgs is to promote small enterprises such as canning centres, food processing units etc. assessing the feasibility and viability

- the immediate social needs are revamping of primary health centres
- higher enrolment of students in tribal schools and appointment of teachers in tribal schools.

The modalities for project operation;

- A. The fund contribution from the project is 50% grant 10% is local contribution and 40% has to be tapped from financial institutions
- B. At state level there will be a project steering committee constituted comprising forest dept.& tribal welfare dept to officials
- c there will be a district project selection committee
- d. The village poverty reduction committee will be formed the head of local panchayat will be the head of vprc
- E. For value addition collaborative strategies will be worked out with intitution working with tribals .

abstracts of preliminary meetings – tneprp

- A. *Tneprp pilot project workshop- 25.01.2004, at trichy*

Recommendation :-

- 1. The village poverty reduction committee should have tribal representation
- 2. Gram sabha is to be responsible for creating space for tribals.
- 3. The intrusion of non-tribals is to traditional livelihood activities has to be addressed.

- B. **Project implementation plan and community operational manual workshop at kodaikannal on 05th and 06th nov 2004.**

Recommendation:-

- 1. The parameter for selection of block will include percentage of tribal population.
- 2. Identification of tribals below bpl.
- 3. Tribal federations are to be networked.
- 4. Specific livelihood plans for tribal areas.

List of participants :-

1. Thiru. L.N.Vijayaraghavan, i.a.s., secretary social welfare.
2. Thiru. N.muruganandam., i.a.s., project director.
3. Thiru. S.goplakrishnan, i.a.s., dist. Collector, vellore.
4. Tmt. Varalakshmi vemuru. Co-task leader, world bank.
5. Thiru C.S. Renjit, consultant, w.b.
6. Dr, Ravindera Pastur, state project director, bhopal, m.p.
7. Thiru, Vanangamudi, ldm, canara bank, madurai.
8. Thiru. Palanisamy ldm, dindigul.
9. Thiru. A. Ramaswamy, core team tneprp.
10. Thiru. M.Ravi Sankar, -do-
11. Thiru. M.Sakrapani, -do-
12. Thiru. Maa. Thamizhparithi, -do-
13. Thiru. Ramaiah, Project Officer, mathi, dindigul.
14. Thiru. Jayabalakrishnan, Project Officer, DRDA, Dindigul.
15. Thiru. Idimannan, Project Officer, DRDA, Dindigul.
16. Thiru. Raghupathy, Joint Director , SIRD.
17. Thiru. Murugesan, Panchayat President, Oddanchatram.
18. Thiru. Krishnan, Panchayat President, Vilapatti.
19. Tmt. Soundaravalli, PLF secretary, Kodaikanal.
20. Tmt. Kaveri ammal,PLF secretary, Kodaikanal.
21. Thiru. Muralidhar, consultant.
22. Thiru. Krishnagopal, consultant.
23. Thiru. S.prasad, Project Director, vellugu, ongole, a.p.
24. Thiru. Ramachandra Raju, Project Manager, Velugu, a.p.
25. Thiru. Murali Veppur, d.p.m., Velugu, a.p.
26. Thiru. Arumugam, APO, Dindigul.
27. Thiru. Ved arya, Consultant, m/s. Srijan.
28. Thiru. Ramachandra Rao, m/s. Srijan.
29. Thiru. Thiru. Aravind, m/s. Srijan.
30. Thiru. Prasar, gm (cd & t), dpip, rajasthan.
31. Thiru. S.k. nag, gm (m&l), dpip, rajasthan.
32. Thiru. Abdul jaffar, bdo, karamadai.
33. Tmt. S. Ramadevi. Core team tneprp.
34. Selvi. A. Niroopa rani, core team tneprp.
35. Tmt. Usha sarathy, core team tneprp.
36. Thiru. Sathyadev prasaqd, velugu, a.p.
37. Tmt. Tharu, consultant.
38. Thiru. Shivrudrappa, pc,myrada.
39. Thiru. S.loganathan, ed, aseefa.
40. Dr, n.d. mani, gandhigram.
41. Thiru. Xavier, sidt, madurai.
42. Thiru. Chinnappan, kalvikendra, villupuram.
43. Thiru. Singarayar,dhan foundation, madurai.
44. Thiru. Sharma, agm, nabard, dindigul.
45. Thiru. Kelyana sundram, dhan.

Workshop at trichy on 25-09-2004

Tamilnadu rural empowerment and poverty reduction programme

1. In response to the question on how poverty was to be defined for the purposes of this programme (“*who is poor?*”) It was decided that the government would continue to be led by the official poverty line and the accepted surveys that listed people below the poverty line. However, the provision given for inclusion of left out families may be included.
2. The approach and scope of the proposed project was felt to be somewhat ambitious. Could the ‘ultra poor’ really be targeted and assisted in the manner proposed under the project? Many of those currently left out of shgs were excluded not because government and ngos had never approached them but because they felt unable to join or were reluctant to join. Some development experts went so far as to suggest that the shg approach was not suited for the ‘ultra poor’. Would those persons who had so far been unable to join now suddenly develop the ability and inclination to join shgs? What about those who were poor because they were on liquor and drugs, would their behaviour change so that they could be included? What about those who were too old or frail to be productively engaged? Thought had to be given to the above in determining a realistic and manageable scope for the programme. Programme components providing for social security and community managed safety net measures could also be considered (e.g. Day-care centres for the old and the disabled).
3. On the subject of how the village poverty reduction committees (vprcs) would be composed, i.e. Who would be represented on them it was decided that the composition would be of representatives from several social/institutional segments of society such as shg representatives, plf representatives, other cbo representatives, ngo representatives, etc., as diagrammatically displayed in the myrada presentation. The current thinking was also that panchayath heads would also be ex-officio chairman of vprc. A few other suggestions on the composition of the vprcs were noted for consideration, as listed below :
 - ⑥ *There must be one representative from the disabled community in every vprc.* This suggestion was felt to be impractical since there was no guarantee that every location would have a disabled person with sufficient residual capacity as well as the ability and inclination to sit on the committee and participate in its deliberations. However, it was agreed that wherever possible, preference would be given to representation of the disabled in vprcs.
 - ⑥ *Women must be represented in sufficient numbers in every vprc, and this could be achieved through allocating a quota of 60% for women representatives.* While assuring due consideration to this suggestion it was pointed out that to a large extent women’s representation was automatically safeguarded since they would come in to the vprcs as shg representatives, plf representatives, women panchayath presidents, etc.
 - ⑥ *Sc and st categories must be represented in every vprc.* It was pointed out that this suggestion had already been taken note of and action had also been taken to ensure the same.

- ⑥ *The phrase 'weaker sections' may be further elaborated to specifically ensure the inclusion of disabled persons; if it is left undefined, the disabled may get left out of the 'weaker section' category. This point was noted.*
 - ⑥ *However, the constitution of vprc may be made through a government order.*
 - ⑥ *The rules and regulations for vprcs have to be formed in consensus related to periodicity of meetings, attendance, sanctions and so on.*
4. One the subject of identification of the poor to be included for coverage under the project, the following points were strongly emphasised :
- ⑥ Pra exercises could be one of the means but not be the sole means of identifying the poor. The project would also go by the bpl lists. In the case of people left out of the bpl list it was discussed that every survey had the chance of some misrepresentation, and that this would not be allowed to obstruct the project. Efforts would be made to get the excluded names included if they were genuinely poor (as established through pras and surveys).
 - ⑥ Some participants stressed that spaces intended for the poor under various schemes were often captured by the non-poor. In this context, once again the point was made as to whether the ultra-poor who had so far been outside the shg fold suddenly become able to join shgs. The project approach had to ensure that the poverty focus was not lost during implementation.
 - ⑥ In the case of persons with disabilities it was stressed that their inclusion should not be based on 'poverty' criteria (this has been made clear and agreed by the secretary, social welfare department) but taken into account their special conditions that made life far more expensive for them (i.e. Expenses on therapy, expenses on aids and appliances, expenses on personal care, the fact that many could not contribute adequately to the family income, etc.)
5. The powers of the vprc came in for discussion. This discussion could not be fully completed and wrapped up and it was agreed that more thought would be given to it while finalising the implementation arrangements. Meanwhile, the points discussed were :
- ⑥ The list displayed in the myrada presentation was only an indicative list and not an exhaustive or complete list of what vprcs could undertake. Therefore, each vprc could use its own initiative to come up with need-based and innovative programmes that could benefit the very poor families in their jurisdiction.
 - ⑥ The vprcs could decide on who were the really poor families in their villages and could submit names of left out families for inclusion in the bpl list.
 - ⑥ The vprcs also had the authority to include genuinely poor families under some of the project activities even if their names were not on the bpl list. For example, if a vprc started a daycare centre for the aged, or a community grain bank, or even if it gave financial assistance to an shg with some poor members whose names were not in the bpl list, it would be within its rights to extend the benefits of such programmes to all poor families and not just bpl-listed families.
6. A question was asked as to who would take the responsibility to form new shgs of the poor

who had been left out. The discussion concluded that this responsibility would be primarily with the vprcs. However, they could use their discretion to delegate this role to plfs or some ngo of their choice, if required. Also, networking with ngos could be initiated for exchange of skills, knowledge etc.

7. The myrada presentation listed 12 steps sequencing the implementation of the tnreprp. This sequence had left out a critical step – that of capacity building of the vprcs. It was decided to include the same.
8. On the subject of the financial intermediation roles to be played by the vprcs, the following issues were discussed :
 - ⑥ Doubts were raised (mainly by myrada and nabard representatives) on whether vprcs could function successfully as financial institutions (giving loans and making recoveries), since micro-finance management was a specialised field requiring more than just good book-keeping. It was argued that vprcs could not be compared to shgs : shgs worked with funds mobilised mainly through members’ savings. Therefore, every member had a stake to protect this ‘kitty’. Further, even when shgs received bank finance, it was as a loan and they had to repay it properly if they wished to retain a relationship with the bank. Vprcs, on the other hand, were not primary-membership institutions, would not be mobilising savings, would not start by taking bank loans, and would be managing grant funds received from the government with no repayment condition attached. The fund allotted to them would also have to be divided between loan giving and taking up other welfare schemes and community action programmes where the money would go as grants. Under such circumstances, would the vprcs be able to function as creditors? Most of the participants expressed confidence that vprcs could definitely handle the job provided they were supported with appropriate capacity building inputs.
 - ⑥ Would vprcs be giving loans to shgs or directly to individuals? On this there was a near-unanimous opinion that loans would be given only to shgs who could then onlend to their members. However, there could be compelling circumstances under which some non-shg ultra-poor would require to be financed directly; this was a matter on which vprcs could decide after appropriate consultations.
 - ⑥ There was a category of ‘flexi-loans’ for the ultra-poor that carried around 4% interest and where repayment conditions could also be relaxed, whereas other loans for economic activities carried the bank rate of interest as well as more regulated repayment schedules. Who would be authorised to make this distinction and finance accordingly? On what basis would the distinction be made? These issues were flagged for further consideration.
 - ⑥ On the poverty reduction aspect it was pointed out that there was enough historical evidence (including the earlier ifad-supported women’s development project) that a single dose infusion of a larger-sized loan-cum-subsidy amount would not carry the poor above poverty. Generally, the transition from poor to non-poor happened as a result of several loan cycles starting small and graduating to bigger amounts that could be invested not in a single activity but in several parallel activities that could supplement one another. Secondly, repayment psychology was also such that people

repaid a loan only if there was a chance of getting another loan from the same source. Hence, it would be better if these arrangements could be incorporated under the proposed project. To this, the response from tnwdc was that this was precisely what had been planned, i.e. The proposed loan fund could be revolved as often as required to meet the graduating loan requirements of the rural poor.

9. Regarding the staffing of vprcs it was mentioned that a good bookwriter was a must to maintain the accounts and other records, and this would have to be provided under the project. The other requirement would be for a person to monitor the achievements under the project on quality parameters (as against mere disbursements). This would be taken up for further consideration.
 10. Finally, on the subject of technical support it was discussed that on the one hand, there was requirement for technical assessment of loan proposals and this could be sourced from bank staff. On the other hand, there would also be a need to make technical assessments of other welfare schemes which vprcs were authorised to take up. For this, the nature of technical assistance could differ from scheme to scheme and the matter of where to source expertise from was left open to discussion.
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