A. Strategic Context and Rationale

A1. Country and sector issues

India has made considerable progress in fostering economic growth and reducing absolute poverty. For example, it has already achieved the first Millennium Development Goal One by halving the proportion of people living on less than $1.25 a day.\(^1\) Despite this progress, India still has more than 400 million poor people and is home to around one third of the global poor.\(^2\) Moreover, the benefits of the country’s economic growth and development have not been shared by everyone -- inequalities vis-à-vis disadvantaged groups persist.\(^3\)

One notable group on the periphery are the ‘tribals’ (or ‘Adivasis’). These people have been identified by the Constitution as ‘scheduled tribes’ (ST).\(^4\) There are an estimated 100 million tribal persons, which accounts for around eight percent of India’s population. The tribal situation in the country presents a varied picture: some areas have high tribal concentration while in others they form only a small portion of

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\(^4\) There are 645 distinct tribal groups recognized as STs in India. More than half the population are concentrated in the states of Madhya Pradesh, Chhattisgarh, Maharashtra, Jharkhand, and Gujarat (the ‘central belt’ of India). A second belt starts from the north, and comprises Jammu & Kashmir, Himachal Pradesh, Uttarakhand to the seven states in the north eastern region. The third is the southern belt with some STs in the south Indian states, as well as islands of Andaman & Nicobar and Lakshadweep.
the total population. While the statistics vary across and among STs, the best-available data reveal the following. Overall, in a review of poverty and development progress in India, STs show the slowest pace of improvements in a range of areas. For instance, a report including a detailed survey by the Chronic Poverty Research Centre (2011), found that STs in tribal and forested areas are more likely to remain poor, with the decline in poverty among the rural tribal population going from an estimated 51.9% (1993-1994) to just 47.3% (2004-2005), compared to 37% (1993-1994) to 27% (2004-2005) for the entire population. Tribal people also fare badly in respect of human development indicators such as health and education. For example, while almost 60 percent of non-STs attend secondary school, only 40 percent of STs do – a gap that has held pretty constant since 1945.

Measures to Address Tribal Development: Constitutional Provisions and Tribal Development Framework

In response to the unique challenges faced by the STs, the Government of India (GoI) has undertaken a number of important measures. The Constitution of India recognizes the diversity of STs across India and five categories of safeguards are provided: (i) social – chiefly related to abolishing of un-touchability; (ii) economic – chiefly provision of fifth and sixth schedule areas; (iii) educational and cultural – reservations in educational institutions; (iv) political – provides for reservation of seats in legislature; and (iv) services – reservations in appointments or of posts in public employment. Further, administrative provisions under the Fifth and Sixth Schedules give special powers to the state for the protection and governance of tribal areas, and reservation provisions ensure due representation in legislative bodies and government jobs. The introduction of Panchayat (Extension to Scheduled Areas) Act (PESA) was enacted by the Indian Parliament on Dec 24, 1996. This Act offers a provision for greater local control over resources and decision making to the tribal people through institutions like Gram Panchayat and Gram Sabha.

The GoI has also introduced the Tribal Sub Plan (TSP), which is a framework for socio-economic development of the tribes. It ensures the allocation of funds for tribal areas with additional contributions coming from state plans and Central ministries. It covers almost all tribal-inhabited areas and the nature and extent of intervention depends upon the demographic concentration. Special Development Agencies like Integrated Tribal Development Agencies (ITDAs) have also been created for overall tribal development, especially in Fifth Schedule Areas.

The GoI also has a nodal ministry – the Ministry of Tribal Affairs (MoTA) – which implements a number of schemes designed to promote ST development. The funds allocated for tribal development, for the country as a whole, is around US$ 4 billion per annum. Budget allocation for various schemes/programs of the Ministry of Tribal Affairs for 2012-13 was Rs.4090/Crores (US$ 800 million).

A2. Rationale for the Project: Tribal Development Implementation Challenges

In spite of the progress, interventions have failed to fully achieve their key objective of significantly narrowing the gap between the STs and the rest of the population. A Planning Commission report puts it

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10 MoTA finances the following activities: (i) Special Central Assistance to TSP, for family oriented income generating schemes; (ii) grants under Article 275 (1) of the constitution, grant in aid to TSP and tribal majority states including Residential Schools; (iii) Girls/ Boys hostels; (iv) Ashram Schools in TSP areas; (v) Vocational Training Centres; (vi) strengthening education among tribal girls; (vii) grant in aid to state tribal development cooperative corporations; (viii) grant in aid to voluntary organizations to enhance the reach of the welfare schemes; (ix) research and training; and (x) development of PTGs.
that TSP implementation has, ‘been deficient both in the States, and the Centre.\textsuperscript{11} The MoTA has also identified other challenges that need to be addressed, including: (i) improving the design, co-ordination and implementation of TSP, particularly with regard to participatory planning and beneficiary feedback; (ii) improving the oversight, monitoring and evaluation of TSP and SCA to TSP to ensure it meets its goals; and, (iii) ensuring that sub-national and international good practices and innovations are learnt and scaled up to better serve the needs of tribal groups.

Against this backdrop, the MoTA has requested a technical assistance grant from the World Bank to help improve and strengthen the delivery of tribal development programs in India. The work is fully aligned with the Government’s 12th Five-Year Plan goal of “more inclusive growth” and directly supports the activities and Centrally sponsored programs of MoTA. The Government of India’s 12th Five Year Plan accords high priority to the inclusion and development of the tribal population.

The project’s development objectives are also aligned with the Bank’s Country Partnership Strategy (CPS) for India (2013-17). The CPS emphasizes accelerated poverty reduction and increased shared prosperity, which is also aligned with the Bank’s broader corporate goals of ending extreme poverty, increasing shared prosperity and enhancing social inclusion. As is made clear by the above statistics, major progress in eradicating extreme poverty and increasing shared prosperity in India will not be achieved without progress among the STs. Moreover, the geographic scope of the project is on the low income states of Chhattisgarh, Jharkhand, Orissa and West Bengal, which have been identified as areas of focus for the new CPS.

B. Project Description

B.1 Project Development Objective and Key Outcomes

The Development Objective of this intervention is to strengthen MoTA’s capacity to promote and enable more effective delivery of programs for tribal welfare and development in low-income areas of India. This includes the objectives of: (1) enhancing the effectiveness of MoTA’s support to state-level TSP governance and allocation to meet ST needs; and, (2) increasing the effectiveness of MOTA to enhance tribal development through the assessment of selected flagship programs. These objectives are expected to be achieved through four intermediate outcomes that MoTA has identified for itself:

- Improved knowledge of subnational and international good practices in tribal development programs.
- Enhanced understanding of the key issues and constraints in improving the performance and impact of the TSP and flagship programs in the selected states.
- Increased focus on results.
- Strengthened capacity in supporting the effective design, administration and monitoring of programs to achieve tribal development objectives.

B.2 Project Components

In order to achieve its objectives, the project is separated into four components.

**Component 1 – National-Level Learning and Knowledge-Sharing (USD 0.18m).** This component consists chiefly of the following national-level knowledge-generation and sharing activities divided into three sub-components:

\textsuperscript{11} Planning Commission (2012), Approach Paper for Twelfth Five Year Plan, p. 104: \url{http://planningcommission.nic.in/plans/planrel/12appdrft/approach_12plan.pdf}

a. Establishment of an Expert Advisory Group. MoTA is keen to set up an advisory group comprising administrators, policy makers and tribal development specialists, which would meet periodically to discuss, guide and steer the work.

b. Stocktaking of Institutional Issues in Tribal Programmes. This desk-based research would serve to review and synthesize for MoTA the major policy, institutional and implementation barriers to critical service delivery for STs; as well as a review of national/subnational ‘good practices’ in furthering tribal development.

c. Learning from Regional and Global Experiences. This would include one overseas study tour for relevant Government of India staff to observe and learn from effective strategies, practices and lessons in a selected South East Asian country in dealing with tribal/indigenous people issues.

Component 2 – Functioning and Performance of Tribal Development Programs in Selected States (USD 0.18m). This component aims to assess the functioning and performance of tribal development planning and programs in the selected states. The proposed analysis would aim to be conducted in at least two of the following states under this phase of the work – Andhra Pradesh, Chhattisgarh, Orissa, Jharkhand, and West Bengal. This component has two sub-components:

   a. TSP Governance in the States. This consists of an analysis of state-level planning and allocation for tribal development through the TSP (and other relevant mechanisms), so as to identify options for improving effectiveness.

   b. Field-level Analysis of Selected Schemes/Programs. This will consist of an analysis of the implementation and performance of critical development schemes in selected districts of the states under study. The scheme selection will be made based on the identification of needs and priorities at state level during the inception phase of the project. The methodology of analysis will combine governance analysis with the participatory poverty and social impact assessment approach. This will involve in-depth qualitative field analysis including informant interviews and focus groups.

Component 3 – Synthesis and Action Planning for Service Delivery Improvements (USD 0.05m). This component will seek to synthesize the findings from components 1 and 2. It will do so through two sub-components:

   a. Synthesis of Policy Implications. This will include the production of a synthesis paper that identifies major policy implications for TSP implementation and tribal development scheme improvement.

   b. Facilitation of Action Planning. The findings will be used to help MoTA develop forward-looking action plans through multi-stakeholder workshops at the Central and state level.

Component 4 – Project Administration and Monitoring for Results (USD 0.117m). This component will essentially comprise a review of the MoTA M&E system, including MoTA’s development and implementation of a Results Framework Document (RFD). Recommendations will be made for improving the MoTA monitoring and evaluation systems.

C. Financing

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D. Implementation

D.1 Institutional and Implementation Arrangements

This project will be executed by the MoTA, Government of India. The MoTA will set up a dedicated core team, with a Project Director (the Deputy Director General (DDG) or other senior official of MoTA) and a separate Budget Head to implement this work. The Expert Advisory Group (EAG) will also be constituted to provide guidance for the activities. A quarterly progress review meeting of all components will be held by MoTA’s departmental committee chaired by Secretary, MoTA. A number of consultancies will facilitate the smooth implementation of the work. This will include consultancies to support the implementation of various TA activities as well as to conduct the required analytical work, as necessary. The project will follow Bank financial management and procurement procedures.

D.2 Safeguards

An evaluation was undertaken to assess if this project posed any social or environmental risks and if it triggered any of the World Bank’s social and environmental safeguards policies. It was noted that there are no physical investments and as a result no adverse environment and social impacts are expected. However, since the studies, workshops and consultations are going to be located in tribal areas, OP 4.10 on Indigenous Peoples has been triggered to ensure that field-work and community interactions are based on informed consent, meaningful consultations, and use of socially and culturally suitable methods of seeking data, feedback and opinions. Any action plans developed as part of this project would comply with the Bank’s Environment and Social Safeguard’s Policies, particularly OP 4.20 (Involuntary Resettlement) and OP4.10 (Indigenous Peoples).

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