



Tamil Nadu Rural Transformation Project

TRIBAL DEVELOPMENT PLAN

DRAFT FINAL REPORT

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Executive Summary

1. The World Bank is currently supporting Tamil Nadu Empowerment and Poverty Reduction Project (TNEPRP)¹ and National Rural Livelihoods Project (NRLP) which supports the National Rural Livelihoods Mission (NRLM) - both are flagship programs in the State for rural livelihoods and community mobilization. Launched in 2004 and 2011 respectively, the TNEPRP and NRLP are supporting the empowerment of the poor and improving their livelihoods by developing, strengthening, and synergizing pro-poor community institutions/groups; enhancing skills and capacities of the poor (especially women, youth, differently-abled, and the vulnerable); and financing productive demand driven investments in economic activities.

2. The Government of Tamil Nadu is now preparing the Tamil Nadu Rural Transformation Project (TNRTP) to be implemented in 120 development blocks across 26 districts in Tamil Nadu. The proposed TNRTP whose Project Development Objective (PDO) is to “promote rural enterprises, access to finance and employment opportunities in selected blocks of Tamil Nadu” would support the mobilization and strengthening of producer organization and finance their business plans by providing start-up capital that will go towards productive investment, technical assistance and business development. The project components will provide support value chain gap financing which will be structured around cluster development approach and will be aligned with business plans of producer organizations. Furthermore, the project will support skill development initiatives, convergence and partnership for skill promotion and jobs, strengthen local implementation capacity for skill development, and implement innovative pilots on the skilling and employability.

3. An important focus of the TNRTP is support to women entrepreneurs and women-led enterprises under the proposed project that builds on TNEPRP and global experiences which show that women face significant constraints in starting enterprises or advancing the nano/micro units into small/medium enterprises. While the key challenges and opportunities for these are broadly known, this Social Assessment (SA) was undertaken to assess the current status of women, and their households’ socio-economic condition, including livelihood initiatives, in order to provide more granular analysis from the potential project beneficiaries to better inform the design and component focus for the project.

4. Another critical beneficiary group under the project is the Scheduled Tribes in the blocks and districts of the proposed project. The total population of Tamil Nadu stood at 7,21,47,030 in 2011, with the tribal population at 794,697. The tribal population in the state has risen from being 1.04% of the total population in 2001 to being 1.1 % of the total population as per the Census of India, 2011. Tamil Nadu has 0.76% of the total Scheduled Tribe population in India.

5. The initial scoping, preliminary assessments and detailed analysis made during the social assessment (SA) established that the profiles of tribal households in the hills are diverse, comprising of a number of societal and ethnic sub-groups and other cultural features. The SA also established that the STs are among the most disadvantaged social groups in Tamil Nadu despite their overall small numbers, especially in the hilly areas. There is a substantial tribal population in the sample pilot district of The Nilgiris; and they do have a collective attachment to the land, speak indigenous languages, and have different cultural and social institutions, that are distinct from that of the mainstream population. Women in rural tribal community expressed that they prefer to live as a tribal as Adivasi with their own food, culture, worship, dance etc. The

¹ TNEPRP is scheduled to close on June 30, 2017.

project was successful with undertaking free, prior and informed consultations leading to broad community support for the project, the details of which are documented in this TDP. The TDP has set out measures that ensure that (a) STs affected by the project receive culturally appropriate social and economic benefits; and (b) when potential adverse effects on STs that have been identified are effectively avoided, minimized, and/or mitigated.

6. This Tribal Development Plan (TDP) is developed to address the distinct opportunities and challenges that tribals face and provide culturally compatible solutions that ensure focused and exclusive attention towards tribal/indigenous people. The objectives of the Tribal Development Plan are to ensure that the: (i) the tribal populations are provided an opportunity for free, prior and informed consultations leading to broad community support for the TNRTP; and are enabled to participate in the project and derive full benefits; and (ii) that the project's institutional and implementation arrangements take due note of the existing governance in the tribal areas as specified under the Constitution of India and relevant legal provisions.

7. The socio-economic profile of the Scheduled Tribe in the 4-pilot districts where a social assessment study was carried out establishes that those among the STs inhabiting the plain areas are part of the mainstream population and have not retained the key characteristics that define them to belong to the indigenous people category as defined in OP 4.10. However, since the project targets the vulnerable as part of the project interventions, these tribal households in the plain area will benefit from the project.

8. For the TDP, a sample of 135 households was selected through *Multistage sampling with pps* (probability proportionate to size) method spread across the Kothagiri Block of the Nilgiris District. In Kothagiri Block, 7 Village Panchayats were selected by *pps* method and in each Village Panchayats, 20-households were selected randomly from the TNSRLM's Participatory Identification of Poor (PIP) master list of beneficiary households that had been identified through a participative manner.

9. The survey findings revealed that 27 percent households are headed by women among the ST population. The tribal language is the mother tongue of 60 percent of the respondents. 64 percent of the respondents belong to Irula community, followed by 19 percent who belong to Kotha community, 16 percent belong to Kurumba community and 2 percent to Pal Kurumba community. Female educational attainment is comparatively lower than the male educational level till up to higher secondary level. The females are faring better at graduation level. The average annual family income of the respondent households is Rs.75,668. The number of households that come under the below poverty line² category is 64 percent (87 out of 135 household). The percentage of rural poor is much higher than the 2011-12 BPL estimates for Tamil Nadu as per revised methodology of the planning commission of India (24.3%).

10. Seventy three percent of the respondent women were members of self-help group (SHG), 18 percent of the respondent women are into economic activity and majority (88%) are either into agriculture, coffee or livestock. The average annual income derived from the economic activity was Rs.35,888. Eighty eight percent reported that lack of working capital was a difficulty faced by them in their economic activity, followed by 83 percent that reported difficulty in marketing, 75 percent cited non-availability of raw material and 67 percent reported of non-availability of finance at low interest as a difficulty. Requirement of working capital for the

² As per Planning Commission of India, the state specific poverty line for rural Tamil Nadu is Rs1,081.94 per capita per month for the year 2011-12 and the same updated for January 2017 (the survey period) based on CPIAL is Rs1,789. This is based on 'Dr. C. Rangarajan committees' methodology.

economic activity has been regarded as *most important support required* and all other support measures are reported as *important* except training that is reported as *may be useful*.

11. Fifty two percent of the respondents are in employment or wage labour and are not into any economic activity. The women who are not in workforce constitute 30 percent and 86 percent expressed interest in undertaking economic activity if they were provided with the required support and assistance.

12. Significant number of women are working as casual labourers and agricultural labourers (37%) and this segment should be provided with required support to take up cultivation and rear livestock as desired by them in the consultations. Amongst those who are not in workforce, the employable age group of 25 years to 45 years comprises of 13 percent and most of them are female (85%) women and as housewives they are not in workforce. If motivated and provided option to work at their own convenient time close to their place of living, this segment can very well form part of the workforce.

Consultations with women and other stakeholders

13. Consultations showed that majority (88%) are into agriculture, coffee and/or livestock, which is their preferred activity. The interventions proposed amongst these tribal community should keep their aspirations and collective attachment to land in mind while facilitating enterprise. Women are involved in growing vegetables and plantation of Coffee nursery. They need to walk some distance and cross forest sections to reach the nearby small town/settlements to find market for their produce and while doing so they encounter wild animals and the venture could become risky and fatal too. In off seasons, they go to the plains and work in places where they grow betel nut.

14. Women work in plantation and vegetable gardens. Every household in Kozhikarai owns a small piece of land and cultivate. As the produce from their land stands insufficient they go for farm work in others land for wages. Women in SHGs collectively pooled their land and negotiated with Tea board for transport subsidy and availed it by forming a federation. A tribal village leader says that almost every family in his village owns land and they do not have enough resources to start cultivating. They need some initial grant to cultivate in their own land.

15. The Tribal communities were dependent on common property resources like forest and pasture land for livelihood (agriculture); the access of the tribal people to the common resources played an important role in holding the community together. In the recent years there has been large scale encroachment on the common resources and Government departments, development organizations and NGOs have been working in clearing these hurdles. Further, only a section of the tribal population continues to think that they have a right over common resources and places, while the others do not show such attachment to the common resources as either they do not see much scope in common resources or are in the process of migrating to other forms of economic activity.

16. Other issues faced by tribal are: (i) the people of tribal community often fall sick; (ii) lack of nutritious food is one of the reasons for the low immunity which increased the susceptibility to diseases; and (iii) the women of Tribal communities suffer from low blood count and anemia. Traditional practices which these tribes followed are on the decline. There is also a shift in the agriculture from food crops to plantation crops.

17. Exploitation by middlemen and traders in the process of getting their produce to the

market, degradation of forests at a rapid pace, and shifting cultivation are some of the other issues. In shifting cultivation, cultivators do not stick to a particular piece of land for cultivation. A patch of land is selected; all the shrubs herbs and trees are cut down and then set on fire; the clearings thus done are taken up for cultivation. The lands belonging to the Adivasis in the Kothagiri and Coonoor regions have low biomass content. Most of these lands lie in the rain shadow region and are prone to landslips and erosions. The problems caused by shifting cultivations are: (i) damage to the vegetative cover which leads to soil erosion, depletion of nutrients in the soil and floods; (ii) there is reduction of the forest cover thus accelerated erosion, wastage of valuable herbals, timber and other forest produce; and (iii) there is loss of fertility of soil in the areas where slash and burn cultivation takes place. Providing technology support for farming and reviving the traditional farming, financial support and capacity building, higher order skilling for employment would all be beneficial to the community in seeing better returns from farming activities.

18. In the above context, the existing economic activities/enterprises of tribal households are too small in scale for a significant market impact. Many activities are traditional and will need higher order of value addition, skills and training for scaling up operations from the present level. The constraints faced by the tribal households include lack of working capital and term loan, market access for enterprises, localized job opportunities to arrest youth and male migration, effective mechanisms to work with government department to address the NTFP produce collection and entitlements.

19. The Tribal Development Plan outlines the key interventions, and the requisite institutional and implementation arrangements that have been incorporated into the project design to ensure that the hill tribal populations in the project area are able to effectively participate and benefit from the project in a socially and culturally appropriate manner (table1). The Grievance redress mechanism designed for the project will be appropriately tailored to the tribal areas to ensure that traditional leadership structures play a role as first points of access for communities to register their feedback, complaints and grievances, followed by the established system through the project staff at different levels.

20. The implementation arrangements for the TDP take into account the key challenges and opportunities that these areas offer. Responsibilities at the State, district and block level staff with respect to tribal areas are well defined and elaborated in chapter 6. Other dedicated aspects of the implementation arrangements include (i) Tribal Community Enterprises Facilitators (TCEF) for tribal enterprise activities with focus on NTFP and other local produce in tribal areas; (ii) TCEFs along with project staff and MaKaMai will support the implementation of project interventions including identification of HHs for various enterprise activities; (iii) a Technical agency will provide implementation support in value chain investment and analysis, Participatory Growth plan for hilly blocks for first two years.

21. Implementation of the project in the hilly locations requires adequate time for preparations ie; to ensure placement of local staff; to ensure tribal community participation in institutional development; and business development services suits the needs and caters to tribal livelihoods and developing value chain, internal learning process. Hence preference will be accorded to hilly blocks (with tribal HHs) in the first phase of the project implementation to allow the interventions with adequate preparatory and learning process is recommended.

22. The target tribal population to be covered under TNRTP is expected to be around 30,000HHs and the required budgets will form part of the Annual Plans and Budgets of the DPMU based on the village level participatory growth plans. Given the development deficits

and the intense implementation required, the project is earmarking an additional 50 percent of per unit allocation for each of the components in the hilly blocks. In light of this, the budget for the tribal blocks is estimated at INR 10519 lakhs or about 12 percent of the total project budget (details in chapter 6). The project Investment per tribal beneficiary in tribal development plan over a period of 6 years is estimated at Rs.22,867.

Table 1: Project interventions in tribal areas

Key Issue	Strategy	Likely activities	Project Component	Primary Responsibility	Support Institutions
Analysis, Participatory growth plan and Community Mobilization					
Identification of market driven enterprise opportunities to initiate economic activities involving tribal women	Identification of commodities having potential to promote value chain for tribal HHs.	<ul style="list-style-type: none"> ▪ Diagnostic analysis and Value chain prioritization for tribal clusters and blocks 	1a	<ul style="list-style-type: none"> ▪ TN-RTP Block and DPMU 	<ul style="list-style-type: none"> ▪ TSA ▪ All line Departments
Community Mobilization to expand livelihood options and scaling up primary activities.	Strengthening CBO's, Federations to	<ul style="list-style-type: none"> ▪ Mapping, Analysis and consolidation of communities and SHGs ▪ Facilitate participatory management of community assets and planning ▪ Orientation towards natural risk management ▪ Orientation on tribal rights and related legislations ▪ Training on land management, produce and technology support ▪ Providing services for enterprise promotion ▪ Expansion / consolidation of federations. ▪ Activities on - consolidation of holdings to enable access to credit and programmatic facilities ▪ Strengthening community schools ▪ Establishing community radio networks for information dissemination 	1a, 1b, 2a, 2b,3b	<ul style="list-style-type: none"> ▪ TNRTP ▪ TCEFs along with project staff and MaKaMai 	<ul style="list-style-type: none"> ▪ TWD ▪ Forest Department

Key Issue	Strategy	Likely activities	Project Component	Primary Responsibility	Support Institutions
Identification of Livelihood opportunities for women in tribal locations	Identifying and promoting economic activities that are land based NTFP	<ul style="list-style-type: none"> ▪ Assistance in identifying suitable activities for Tribal HHs ▪ Providing required support ▪ Convergence with ongoing programs 	1a,1b,1c	<ul style="list-style-type: none"> ▪ TNRTP 	<ul style="list-style-type: none"> ▪ TWD ▪ Forest Department
Lack of knowledge on agriculture, horticulture, livestock	Identifying suitable agricultural crops, horticultural plants	<ul style="list-style-type: none"> ▪ Promoting region specific crops / plants / livestock ▪ Promoting traditional methods of farming ▪ Value addition for the unique farming practices 	2a, 2b	<ul style="list-style-type: none"> ▪ TNRTP 	<ul style="list-style-type: none"> ▪ TWD ▪ Forest Department ▪ Agriculture Dept / Animal Husbandry
Raw Material and Marketing	Identifying source and markets	<ul style="list-style-type: none"> ▪ Facilitate in getting raw material ▪ Facilitate access to markets that gives higher value 	1b	<ul style="list-style-type: none"> ▪ TNRTP 	<ul style="list-style-type: none"> ▪ TWD ▪ Forest Department ▪ Agriculture Dept / Animal Husbandry/T RIFED
Livelihood					
Enhancing livelihood Opportunities	Improved access to resources Promotion of tribal focused natural resources and NTFP based value chains and enterprise activities.	<p>Mapping of Livelihood options and Skill upgradation Needs for tribal HHs</p> <p>Promotion of individual and group Enterprises</p> <p>Organizing Producers into Producer Groups and formation of Producer Collectives</p> <p>Indicative Actions:</p> <ul style="list-style-type: none"> ▪ Tourism: development of eco-tourism - Trails, tribal living and 	<p>1a, 1b 2a, 3a, 3b</p> <p>1c, 2a, 3b, 3c</p>	<ul style="list-style-type: none"> ▪ TNRTP 	<ul style="list-style-type: none"> ▪ TWD ▪ Forest Department ▪ Animal Husbandry Department, Agriculture Department, TNAU

Key Issue	Strategy	Likely activities	Project Component	Primary Responsibility	Support Institutions
		<p>linkages with forest departments programs/ guest houses</p> <ul style="list-style-type: none"> ▪ Cattle rearing/ poultry-extension support services ▪ Organic farming and gathering ▪ Ayurveda and traditional medicinal practices: Documentation and dissemination. 			
Improving Traditional skills	Investment on human resources for the project potentially from the local areas who relate well with tribal culture and practices.	<ul style="list-style-type: none"> ▪ Soft skills relating to tourism-hospitality, communication ▪ Promoting traditional skills-carpentry, blacksmith, knitting, pottery ▪ Access to agricultural extension services ▪ Pprotection of intangible tribal arts and culture <ul style="list-style-type: none"> ○ Documentation of tribal arts, skills, history and culture ○ Documentation and dissemination of traditional medical practices ○ Inclusion of understanding of traditional tribal cultures as part of induction to TWD/ Forest Departments ○ Response to human animal conflict issues and management 	<p>3b, 3c</p> <p>3a, 3b, 3c</p>	<ul style="list-style-type: none"> ▪ TNRTP 	<ul style="list-style-type: none"> ▪ TWD ▪ Forest Department ▪ NIFT / NID ▪ Agriculture Department, Agriculture Marketing,
Process Support					

Key Issue	Strategy	Likely activities	Project Component	Primary Responsibility	Support Institutions
Continuous access to livelihood support facilities	Strengthening product and geographic clusters Entrepreneurial support	<ul style="list-style-type: none"> ▪ Based on mapping and needs, define: ▪ The roles and scope of technical support agencies; ▪ Establish support facility/ helpline: ▪ Services and facilities <ul style="list-style-type: none"> ○ Cold Storage ○ Organic Farming: Orientation on practices, agricultural extension services, marketing channels, value addition and scaling up. ○ Technical Incubators <ul style="list-style-type: none"> ▪ Design ideas ▪ Common manufacturing facilities ▪ Business Incubators <ul style="list-style-type: none"> ○ Business Planning- activity design, marketing and value add approaches to individuals and groups ○ Marketing ○ Warehousing ▪ Value chain Management <ul style="list-style-type: none"> ○ Integration of processes with produce marketing boards and facilities (KVIC, tea/ coffee Board, Plantation corporations) 	1b,1c,2a 1c, 2b 1a, 1b, 1c 2a, 2b 1b,1c, 3c	<ul style="list-style-type: none"> ▪ TN-RTP ▪ TWD 	NABARD DTE MSME, DIC, KVIC, Ministry of MSME, NABARD THADCO
Finance as capital investment and working capital	Access to sustainable financial sources	<ul style="list-style-type: none"> ▪ Financing including improved access to bank/s intermediaries and loan facilitation; 	2a	<ul style="list-style-type: none"> ▪ TN-RTP ▪ TWD 	NABARD DTE

Key Issue	Strategy	Likely activities	Project Component	Primary Responsibility	Support Institutions
		<ul style="list-style-type: none"> Establish credit Guarantee mechanisms; 			MSME, DIC, KVIC, Ministry of MSME, NABARD THADCO
Health and Nutrition	Health care, nutritious food intake	<ul style="list-style-type: none"> Promoting traditional nutritious food consumption Encouraging appropriate traditional methods Access to health care facilities 	1c,2a	<ul style="list-style-type: none"> TN-RTP 	DPH
Inclusive Management					
Enhance role of women in managing facilities and groups	<ul style="list-style-type: none"> Women and vulnerable centric Inclusive management Strategic position of OSF. 	<ul style="list-style-type: none"> Positioning women in one stop facility and strengthening management skills in community and process management Training of women managers/ facilitators 	1a, 2b	<ul style="list-style-type: none"> TN-RTP TWD 	TN-RTP State Level
Transport, knowledge and Information access	<ul style="list-style-type: none"> Communication services through ICT services 	<ul style="list-style-type: none"> Transport services through enterprise development ICT services for sharing of knowledge, sharing of information 	1a,1b,1c, 4d	<ul style="list-style-type: none"> TNRTP-Block Team, DPMU 	Private partners
Language and locational barrier	<ul style="list-style-type: none"> Field Staff from the Tribal Community 	<ul style="list-style-type: none"> Engage field staff from amongst the tribal community special provision to support human resources in hilly locations i.e.; one CPs per Village Panchayat for enterprises. 	1d	<ul style="list-style-type: none"> TN-RTP 	-
Difficult terrain and distances	<ul style="list-style-type: none"> Project staff with hilly allowance 	<ul style="list-style-type: none"> Project support HR policy to adapt support to hilly allowances to staff 	4a	<ul style="list-style-type: none"> TN-RTP 	MaKaMai

CBO= Community Based Organization, DIC= District Industries Centre, DTE= Directorate of Technical Education, KVIC= Khadi and Village Industries Commission, MaKaMai= Makkal Katral Maiyyam (2nd level institutional learning centre), MSME= Medium and Small Enterprise, NABARD= National Bank for agriculture and Rural Development, OSF= One Stop Facility, NTFP= Non Timber Based Forest Produce, SHG= Self Help Group
TCEFs= Tribal Community Enterprises Facilitator,

Note: Component Description

Components	Subcomponents
1. Business Ecosystem Development and Enterprise Promotion	1a: Inclusive Strategic investments, Analytics, and Planning.
	1b: Business Development Support Services.
	1c: Enterprise promotion and Value chain strengthening.
2. Enterprise Business Plan Financing and Innovations	2a: Facilitating Business Plan Financing
	2b: Innovation Promotion
3. Skills and Job Opportunities	3a: Pre & Post training services to enhance employment outcomes.
	3b: Community Based Skilling
	3c: Skilling for prioritized value chain.
4. Project Management, Results Monitoring and Implementation Support Systems	4a: Implementation Support Systems: Human Resource, Financial Management, Procurement, Safeguards and ICT
	4b: Monitoring, Evaluation and Grievance Redressal
	4c: Knowledge, Communication and Learning Systems

1. Introduction

Background

1.1 The World Bank is currently supporting Tamil Nadu Empowerment and Poverty Reduction Project (TNEPRP)³ and National Rural Livelihoods Project (NRLP) which supports the National Rural Livelihoods Mission (NRLM) - both are flagship programs in the State for rural livelihoods and community mobilization. Launched in 2004 and 2011 respectively, the TNEPRP and NRLP are supporting the empowerment of the poor and improving their livelihoods by developing, strengthening, and synergizing pro-poor community institutions/groups; enhancing skills and capacities of the poor (especially women, youth, differently-abled, and the vulnerable); and financing productive demand driven investments in economic activities.

1.2. The Government of Tamil Nadu is now preparing the Tamil Nadu Rural Transformation Project (TNRTP) to be implemented in 120 development blocks across 26 districts in Tamil Nadu. The proposed TNRTP whose Project Development Objective (PDO) is to “promote rural enterprises, access to finance and employment opportunities in selected blocks of Tamil Nadu” would support the mobilization and strengthening of producer organization and finance their business plans by providing start-up capital that will go towards productive investment, technical assistance and business development. The project components will provide support value chain gap financing which will be structured around cluster development approach and will be aligned with business plans of producer organizations. Furthermore, the project will support skill development initiatives, convergence and partnership for skill promotion and jobs, strengthen local implementation capacity for skill development, and implement innovative pilots on the skilling and employability.

1.3. An important focus of the TNRTP is support to women entrepreneurs and women-led enterprises under the proposed project that builds on TNEPRP and global experiences which show that women face significant constraints in starting enterprises or advancing the nano/micro units into small/medium enterprises. While the key challenges and opportunities for these are broadly known, this Social Assessment (SA) was undertaken to assess the current status of women, and their households’ socio-economic condition, including livelihood initiatives, in order to provide more granular analysis from the potential project beneficiaries to better inform the design and component focus for the project.

1.4. Another critical beneficiary group under the project is the Scheduled Tribes in the blocks and districts of the proposed project. The total population of Tamil Nadu stood at 7,21,47,030 in 2011, with the tribal population at 794,697. The tribal population in the state has risen from being 1.04% of the total population in 2001 to being 1.1 % of the total population as per the Census of India, 2011. Tamil Nadu has 0.76% of the total Scheduled Tribe population in India.

1.5 In order to better understand the socio economic conditions and the priorities and constraints of Scheduled Tribes (STs) and particularly Vulnerable Tribal Groups (VVTGs), a study was undertaken in the Nilgiris district in Tamil Nadu, one of the pilot project areas of the Tamil Nadu Rural Transformation Project (TNRTP). Based on the secondary data analysis and primary data findings and consultations with the selected communities, a Tribal Development

³ TNEPRP is scheduled to close on June 30, 2017.

Plan (TDP) has been developed which analyzes and presents some of the significant constraints faced by STs and PVTGs in joining mainstream development process. Arising out of these the TDP identifies strategies which may enable the STs and PVTGs to participate in the Project and improve their socio economic conditions in culturally compatible ways, in keeping with the TNRTP Project Development Objective (PDO) and its components, and the objectives of the State Government for inclusive development.

1.6 The socio economic analysis of the STs and PVTGs in the pilot area looks at their present levels of well-being, their livelihoods, access to sustainable capital⁴ required for the supply of goods and services to improve the quality of life, namely, natural capital including land, water resources, forests among others, human capital in terms of education and skills, technology, financial capital in terms of investible resources, social capital in regard to their membership of self-help groups (SHGs), access to agencies of the state and the private sector, physical or manufactured capital including farm machinery, tools of their trade, etc. It also analyses the position of STs in the development policies and programs of the Government of Tamil Nadu. The priorities and constraints of the tribal groups have been identified using participatory research methods, and the TDP presents the key inputs for TNRTP design for the equitable participation and benefit to tribal populations in the target areas of the proposed TNRTP.

1.7 Methodology: Secondary data reviews were undertaken in order to understand the starting point for ST and PVTG communities' in the pilot project area, their comparative position in terms of socio economic development, their levels of poverty, access to resources and livelihoods, income levels, standards of living including housing, access to natural resources, basic infrastructure and services, education and health, state programs for tribal welfare and development, their participation in the larger economy through the market mechanism, terms of such participation, gender issues. The review of secondary data included the provisions of the Constitution of India, laws and policies of the central and state governments pertaining to STs and PVTGs, reviews on status of these groups by national agencies including the Planning Commission and the Ministry of Tribal Affairs, Directorate of Tribal Welfare, government of Tamil Nadu, census data, World Bank reports, state government documents, relevant research findings of contemporary studies undertaken by experts in the field. Primary data collection was through a sample survey in the 7-Village Panchayats under Kothagiri Block of the Nilgiris, selected by *Multistage sampling with pps* (probability proportionate to size) method, supplemented with focus group discussions (FGDs).

1.8 The TDP is designed to maximize positive outcomes for STs and PVTGs in the project area, in culturally compatible ways, as part of the effort to alleviate poverty and facilitate improvement in livelihoods and living standards through inclusive development and market-led interventions, in that are in harmony with government programs. The Constitution through several Articles has provided for the socio-economic development and empowerment of Scheduled Tribes. 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:

⁴ The Sustainable Livelihoods approach was articulated first by Robert Chambers and Gordon Conway in their 1992 Paper on Sustainable Rural Livelihoods: Practical Concepts for the Twentieth Century, after which the Sustainable Livelihoods Team at the Institute of Development Studies (IDS) University of Sussex further elaborated the five types of capital required for improving the quality of life for both individuals and households or communities, particularly Ian Scoones in his work Sustainable Rural Livelihoods, A Framework for Analysis (IDSS, 1998). The original concept goes back to Pierre Bourdieu's concept of Cultural Capital first articulated by Pierre Bourdieu and Jean Claude- Passeron in 1977 in their work entitled "Cultural Reproduction and Social Reproduction" in which they tried to explain the outcomes for children in France in the 1960s.

- a) Tribal should be allowed to develop according to their own genius
- b) Tribal' 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 (Draft National policy on Tribal)

1.9 Hence in consideration with the above, the emphasis is on compatibility with the STs' own priorities which have been identified through a transparent and participatory process, aimed at the equitable participation of all including the most marginal segments among them, particularly women, female headed households, differently enabled persons, among others. PVTGs⁵ located in the project area will receive particular attention in terms of facilitating their participation, and attempts to bring about poverty alleviation measures at their given levels.

Scheduled Tribes in India

1.10 Tribal are the aborigines and the only surviving remnants of the primitive human societies. They dwell in the hills and forests, practicing their traditional culture, rituals, customs, and system of medicine within their ecosystem. Terms that define tribal communities including 'indigenous peoples'(IPs), 'ethnic groups', 'tribes', are characterized by their inhabiting particular territories from prior to the emergence of the modern nation state, known as ancestral lands, with common origins traceable to particular ancestors, shared languages which are distinct from the official language/s of the nation or the region, shared religious beliefs, communal institutions, shared world views, livelihoods closely related to their habitat and based on the use of natural resources, spiritual ties to the environment and its features including mountains, land, forests, valleys, rivers, and significantly, their self-recognition as being distinct entities from the majority groups in the region, and being recognized by others as such. However, after the emergence of modern nation states, the terms such as IPs, tribes, were interpreted differently in varying national contexts leading to the adoption of such terminologies as were found acceptable to the individual nation states. In the post-World War II international order, it was recognized that there was a clear need to recognize these communities for the purposes of protection of their internationally defined rights, and facilitating their participation in the broader development process in an open and participatory manner.

1.11 India has the second largest tribal population after Africa. Although they are a minority in terms of the total population, they are significant in terms of their socio cultural and economic specificities. They constitute 8.6% of the total population of the country, a significant 104 million as per the Census of 2011. Some states have higher tribal population, while others have much lower representation of STs in their population. About five percent is concentrated in the southern states of India. STs vary considerably in terms of their locations, their languages, their cultural traits and religious beliefs, their physical features, degree of social stratification, their economic organization, social institutions. As STs are historically highly marginalized and vulnerable, particular note was taken from colonial times, of their need for protection from

⁵ Particularly Vulnerable Tribal Groups (PVTGs) is a Government of India classification (2006) of those tribal communities earlier known as the Primitive Tribal Groups, meant to enable the particular development of those communities with extremely low development indices. This category was identified by the Dhebar Commission (1960-61) which identified inequality within tribal groups, and the existence of certain communities within the tribal groups that exhibit extremely low levels of development. The features of such a group include a pre-agricultural system of existence, that is practice of hunting and gathering, zero or negative population growth, extremely low level of literacy in comparison with other tribal groups.

exploitation and violence at the hands of majority groups, and steps had to be taken for their positive advancement by the state.

Scheduled Tribes in Tamil Nadu

1.12 The total population of Tamil Nadu stood at 7,21,47,030 in 2011, with the tribal population at 794,697. The tribal population has risen from being 1.04% of the total population in 2001 to being 1.1% of the total population as per the Census of India, 2011. Tamil Nadu has 0.76% of the total ST population in India.

1.13 Most of the ST population in Tamil Nadu is rural. Greater urbanization has occurred among STs in other parts of India, than in Tamil Nadu. 1.8% of the ST population is rural, (increased from 1.6% in 2001) but the urban population has stood at 0.4% unchanged from 2001. Table 1.1 provides information about the district wise presence of STs in Tamil Nadu as per the Census of 2011. The Nilgiris district has the highest percentage of STs (4.5%), particularly PVTGs, has the lowest population overall as well as the lowest population density, followed by Dharmapuri district (4.2%). There are 36 tribal groups in the state including the following: Adiyar Aranadan, Eravallan, Irular, Kadar, Kammara (excluding Kanyakumari district and Shenkottah taluk of Tirunelveli district), Kanikaran, Kanikkar (in Kanyakumari district and Shenkottah taluk of Tirunelveli district), Kaniyan Kanyan, Kattu Nayakan, Kochu Vclan, Konda Kapus, Kondareddi, Koraga, Kota (excluding Kanyakumari district and Shenkottah taluk of Tirunelveli district), Kudiya Melakudi, Kurichchan, Kurumbas (in the Nilgiris district), Kurumans, Maha Malsar, Malai Arayan, Malai Pandaram, Malai Vedan, Malakkuravan, Malasar, Malayali (in Dharmapuri, North Arcot Pudukottai, Salem, south Arcot and Tiruchirapali districts), Malayekandi, Mannan, Mudugar Muduvan, Muthuvan, Palleyan, Palliyan, Palliayar, Paniyan, Sholaga, Toda (excluding Kanyakumari district and Shenkottah Taluk of Tirunelveli district), and Uraly. The major tribes in terms of numbers in Tamilnadu are Malayali, Toda, Kurumba, Paniya, Irular, Kattunayakkan, Kani, Palliyan, Sholagar, Kadar and Veddar. Most of the tribal communities are small in size and the exceptions are the Irular and the Malaiali. Todas and Kotas/ Kothas are PVTGs with populations of less than 1000. Although they are found across the state, their major presence is in the north, central and western parts of the state. Majority of the tribal population in Tamil Nadu live in hilly ranges viz., Eastern Ghats, Western Ghats and the discontinuous hill tracts adjoining the plains and the hills. These tribals live in forests. Irular peoples in Kancheepuram and Thiruvallur districts form an exception to this general trend and are found to live in the plains.

Table 1.1: Scheduled Tribe Population District Wise in Tamil Nadu in 2011

SNo	India/State District	ST Population 2011			Percentage of STs to Total Population		
		Total	Rural	Urban	Total	Rural	Urban
	India	104,281,034	93,819,162	10,461,872	8.6	11.3	2.3
	Tamil Nadu	794,697	660,280	134,417	1.1	1.8	0.4
1	Thiruvallur	47,243	35,044	12,199	1.3	2.7	0.5
2	Chennai	10,061	0	10,061	0.2	0	0.2
3	Kancheepuram	41,210	27,057	14,153	1.0	1.9	1.6
4	Vellore	72,955	65,015	7,940	1.9	2.9	0.5
5	Thiruvannamalai	90,954	86,775	4,179	3.7	4.4	0.8
6	Villupuram	74,859	71,370	3,489	2.2	2.4	0.7
7	Salem	119,369	110,233	9,136	3.4	6.5	0.5
8	Namakkal	57,059	55,326	1,733	3.3	5.4	0.2
9	Erode	21,880	20,025	1,855	1.0	1.8	0.2
10	The Nilgiris	32,813	22,752	10,061	4.5	7.6	2.3

SNo	India/State District	ST Population 2011			Percentage of STs to Total Population		
		Total	Rural	Urban	Total	Rural	Urban
11	Dindigul	8,064	4,521	3,543	0.4	0.3	0.4
12	Karur	575	191	384	0.1	0.0	0.1
13	Tiruchirappalli	18,198	13,784	4,414	0.7	1.0	0.3
14	Perambalur	2,584	2,156	428	0.5	0.5	0.4
15	Ariyalur	10,722	9,946	776	1.4	1.5	0.9
16	Cuddalore	15,702	9,923	5,779	0.6	0.7	0.4
17	Nagapattinam	3,756	2,210	1,546	0.2	0.4	0.2
18	Thiruvavur	3,034	939	2,095	0.2	0.1	0.8
19	Thanjavur	3,561	1,340	2,221	0.1	0.1	0.3
20	Sivagangai	790	491	299	0.1	0.1	0.1
21	Pudukottai	1,283	835	448	0.1	0.1	0.1
22	Madurai	11,096	4,866	6,230	0.4	0.4	0.3
23	Theni	1,835	1,377	458	0.1	0.1	0.2
25	Ramanathapuram	1,105	501	604	0.1	0.1	0.1
26	Thoothukudi	4,911	1,264	3,647	0.3	0.1	0.4
27	Tirunelveli	10,270	3,822	6,448	0.3	0.2	0.4
28	Kanniyakumari	7,282	3,741	3,541	0.4	1.1	0.2
29	Dharmapuri	63,044	60,385	2,659	4.2	4.8	1.0
30	Krishnagiri	22,388	21,041	1,347	1.2	3.1	4.0
31	Coimbatore	28,342	19,622	8,720	0.8	2.0	0.3
32	Thiruppur	5,458	2,650	2,808	0.2	0.3	0.2

Source Census of India, 2011

1.14 While some tribes have adapted more easily with the mainstream social and economic patterns of development, others are behind on account of their scattered nature, smallness in numbers, remote habitation, steep elevation of the areas inhabited by them, which makes both outreach by state agencies as well their access relatively more difficult. Lack of access to infrastructure and basic services, lack of education, landlessness, loss of access to forests and reduced traditional livelihoods, indebtedness, migration for employment, make STs more vulnerable to exploitation and poverty. Many ST communities are indebted to non-tribals in a familiar pattern of exploitation which makes them more reserved in their interactions with non tribals.

1.15 Particularly Vulnerable Tribal Groups in Tamil Nadu: PVTGs numbered 217,937 individuals in Tamil Nadu in 2001. They are found to be more vulnerable than other STs on account of their remoteness, difficulty of approach, and limited interactions with outside agencies. Most PVTG communities' numbers have remained consistently low. While Irulars are an exception and have more than 100,000 population, others such as Kota have less than 1000 population. Tamil Nadu ranks fifth among other Indian states in terms of numbers of PVTGs. Among the PVTGs cattle breeding, collection of non-timber forest produce (NTFPs), and catching of mice and snakes, agricultural labour are common livelihood sources. With the decline in forests, the scope for traditional livelihoods has reduced, leading to migration for agricultural labour opportunities outside their traditional habitat. Among STs, most of the PVTGs other than the Kothas in Nilgiris have not been able to benefit from improved education or health services on account of the problems of approach and outreach. In 2013 the National Advisory Council (NAC) of the Government of India took up the issue of the lack of poverty alleviation and protection of the livelihoods, habitat and culture of PVTGs while enabling them to participate in a transparent manner in the larger development processes. As per the NAC, while tribal development mostly follows an area development and community participation approach, an

understanding of the particular facets of smaller tribal entities, women in particular, is required in order to address the different communities at their stages of development, and create an environment which enables them to participate in the development process, in order to be well informed about programs, articulate their priorities, and enable state and non-state agencies to respond in the required manner. The NAC opined that much greater effort is required to bring about their sustainable development, while taking proactive steps to maintain and safeguard their environment and cultures. Greater awareness among the state agencies responsible for tribal development towards the particular cultural and economic practices of PVTGs, the constraints they face, and sensitive ways to enable their participation in their own terms are important, in order to help equitable development.

2. The Legal and Policy Framework

Introduction

2.1 The Indian state after Independence recognized the importance of identifying and protecting the rights and interests of the STs in the Constitution adopted after Independence. The Indian Constitution in 1950 abolished all discrimination against any person on the grounds of race, religion, sex or place of birth (Article 15 (1)). The Constitution as per Article 342, provided for the listing of STs in the Fifth Schedule by the President of India, so that certain administrative and political concessions could be extended to them. Thus, a distinction was drawn in the form of the tribe as a social and cultural entity and the tribe as a politico-administrative category. Under Article 11 a, the President is empowered with respect to any State or Union Territory, and where it is a State, after consultation with the Governor thereof, by public notification, to specify the tribes, or tribal communities or parts of or groups within tribes or tribal communities which shall for the purposes of this Constitution be deemed to be STs in relation to that State or Union Territory, as the case may be. Parliament may by law include in or exclude from the list of STs specified in a notification issued under clause (2), any tribe or tribal community or part of or group within any tribe or tribal community, but save as aforesaid a notification issued under the said clause shall not be varied by any subsequent notification. Where STs are numerically in a minority they are part of the general administration. Where they are numerically significant there are two provisions in the Constitution for their special administration. In the Fifth Schedule (Article 244(1)) of the Constitution finally adopted by the Constituent Assembly contains, provisions relating to the administration of Scheduled Areas other than in Northeast India. First, areas can be designated Scheduled Areas on the order of the President, who can similarly declare that certain parts of/entire Scheduled Areas cease to be such. Second, the Governor of each State having Scheduled Areas is supposed to annually, or whenever required by the President of India, submit a report to the President regarding the administration of Scheduled Areas. Currently, certain parts of nine States of the country are covered by the Fifth Schedule. The Fifth Schedule is aimed at providing protections to the tribal population through separate laws for Scheduled Areas, including a special role for the Governor and the institution of Tribes Advisory Council. The provisions of the Fifth Schedule have seen further legal and administrative reinforcement in the form of Provisions of Panchayats (Extension to Scheduled Areas) Act, 1996. The Sixth Schedule includes areas that were excluded until the Government of India Act 1935 in the erstwhile Assam and other tribal dominated areas which became separate states. While Tamil Nadu has no Scheduled areas, as it has a sizeable tribal population, it has set up a Tribal Advisory Council to work with the Governor on matters related to ST communities. However, the role of the Council is tokenistic and there are no reports on the meetings held of the council in Tamil Nadu available with the Ministry of Tribal Affairs.

2.2 The constitutional safeguards related to tribals are: (i) Article 14, related to Equal rights and opportunities; (ii) Article 15, prohibits discrimination on grounds of sex, religion, race, caste etc.; (iii) Article 15 (4), enjoins upon state to make special provisions for the tribal; (iv) Article 16 (3), empowers state to make special provisions for reservation in appointments or posts in favor of Scheduled Tribes; (v) Article 46, enjoins upon State to promote with special care educational and economic interests of tribal people, protection from social injustice and exploitation; (vi) Article 243D related to the reservation of seats for Scheduled Tribes in Panchayats & Municipalities (vii) Article 275 (1), Grand-in-aid for promoting the welfare of STs; (viii) Article 330, 332, 335, related to the reservation of seats for Scheduled Tribes in Lok Sabha, State Assemblies and official positions in central & state governments; and (ix) Article

339, 340, related to Control of the Union over the Welfare of tribal and powers to investigations thereof.

2.3 The Directive Principles of State Policy in the Constitution provide for steps to promote the educational and economic interests of STs and their protection from social injustice and exploitation. The Constitution further provides for positive discrimination by the State under Article 29, clause (2) for making any special provision for the advancement of any socially and educationally backward classes of citizens or for the Scheduled Castes and the Scheduled Tribes. It further stated clearly that nothing in the Constitution Article 19, sub clause (g) of clause (1) would prevent the State from making any special provision, by law, for the advancement of any socially and educationally backward classes of citizens or for the Scheduled Castes or the STs in so far as such special provisions relate to their admission to educational institutions including private educational institutions, whether aided or unaided by the State, other than the minority educational institutions defined by the Constitution.

2.4 Equality of opportunity is enshrined in the Constitution with regard to employment or recruitment to any services or jobs with the state. No discrimination can be practiced in this regard. However, favouritism is provided for, in making provision for reserving posts for STs, within the broader requirements for efficient administration. Similar provisions are included for the access of STs to educational institutions, and for the State to make relaxations in qualifications required for entry by them for entering into state educational institutions. Their freedoms of speech, movement, assembly among others are guaranteed subject to the larger interests of the integrity and security of the country.

2.5 The political participation and representation of STs in the representative institutions of the state are guaranteed under the Constitution by the reservation of seats for them in all levels of representative institutions from the Panchayat upwards, the municipal bodies, state legislatures, and in both the Houses of Parliament, in proportionality to their part of the population of the area in question. Within such reservations, provision of reserving one third of such seats for women was made. Furthermore, the Constitution provides for the setting up of a statutory body for the welfare of STs and SCs, the National Commission for SCs and STs reporting to the President and thereby to Parliament, to protect them from discrimination and injustice, and promote their socio economic advancement and welfare under the Union and the States. In 2003, the National Commission for STs was made a distinct body by a constitutional amendment. Its functions would be to protect the rights of STs and address any violation thereof, as well as to advise the concerned authorities for the advancement of the STs in socio economic terms, and report to the President of India on the activities and work carried out by the Commission.

2.6 Subsequent to the Constitution, the Government of India has taken steps to include STs into the Fifth Schedule, and enact laws and policies to protect STs against exploitation and further their positive advancement in social, educational and economic terms, while keeping their culture, and institutions and traditions vibrant. In 1976, in recognition of the prevalence of bonded labor and forced labour among SCs and STs, the Government of India Passed the Bonded Labour System Abolition Act, which outlawed all forms of forced labour and *begar* (free labour or work without wages), freed all bonded labour from all such forms of exploitation and rendered all such forms of bonded indebtedness null and void. The Ministry of Tribal Affairs was set up in 1995, and in the same year the Prevention of Atrocities Act (1989) Rules were amended to put stronger emphasis on prevention, protection and prosecution of acts of violence under the Act against STs. In 1996, the Provisions of the Panchayat Act 1996 Extension to Tribal Areas (PESA) had provisions for gram sabhas in tribal habitations in Scheduled areas, in

keeping with the traditions and institutions of the communities, and at least 50% reservation of seats and 100% positions of heads of panchayats exclusively for STs in such tribal areas. In 2006, the Forest Rights Act (FRA) was passed into law by Parliament which recognizes the rights in forest lands of STs who are forest dwellers and other traditional forest dwelling peoples. It provides for allocation of ownership and heritable inalienable tenures to STs of forest land for habitation and self-cultivation under individual or communal tenure, security and rights of access and use of NTFPs, and conversion of forest villages to revenue villages. It makes provision for infrastructure to be provided in forest areas for improved housing, education, health, roads, markets etc. with all necessary safeguards. The Act addresses historical gaps in recognizing the traditional rights of forest dwelling STs to their habitat and livelihoods inside designated forest areas, while making provision for protection of reserved forests and critical habitats for wildlife including resettlement in suitable alternative sites of communities from areas of forest, where their presence and activities would be deemed a risk to such critical environmental resources. Planning and management of all such activities was to be done with the full participation of PRI institutions and in their absence, with traditional community institutions representing all adults in the community. The communities were empowered to manage and conserve and regenerate natural resources in their areas.

Tamil Nadu State Policies and Programs for Scheduled Tribes and Institutional Framework for Tribal Welfare

2.7 The total population of Tamil Nadu as per 2011 census is 7.21 crore, includes ST population of 7.95 lakh (1.10 per cent). The Constitution of India considers the Scheduled Castes and Scheduled Tribes as socially, educationally and economically backward. It is the first and foremost duty of the State is to uplift these people on par with other communities at all levels.

2.8 While the state of Tamil Nadu has a lower percentage of tribal population, given their relative numbers, and the presence of PVTGs, and the high percentage of Scheduled Castes (SC) in the state, the Adi Dravidar and Tribal Welfare Department was created in 1988 for the purposes of the protection and advancement of SCs and STs. In 2000 the Directorate of Tribal Welfare was created within the Department with a separate Director. The Directorate administers 10 Integrated Tribal Development Areas (ITDAs) in 7 districts where STs are more than 50% of the population. These include Salem, (Yercaud, Pachamalai, Aranuthumalai and Kalrayan Hills), Namakkal, (Kolli Hills), Villupuram Kalrayan Hills), Tiruvannamalai (Jawadhu Hills), Tiruchirapalli (Pachamalai), Dharmapuri (Sittheri Hills) and Vellore (Jawadhu and Yelagiri hills). The overall programs and policies of the state government focuses particularly on the problems of STs related to their poor habitat, their high drop- out rates in school, low levels of education, poor nutrition and health indices, the problems of access related to their remote hilly habitats, lack of roads and communication, and resultant lack of adequate infrastructure. An added issue is their lack of adequate linkages with markets and state agencies for better livelihood options, lack of access to bigger markets, poor private sector entry, lack of agro processing infrastructure and technical skills and skill upgrading, lack of adequate access to institutional financing, information and opportunities to participate in government programs and market based opportunities.

2.9 In order to address these and other constraints, the Department under the leadership of the Directorate undertakes a variety of programs both centrally financed/aided, and state government financed programs and schemes that seek to eliminate the constraints, and facilitate capacity building on the one hand among the communities, and create the physical,

human conditions and institutional frameworks for interface with the market, and state and non-state providers of finance, technical skills, value addition processes and improved marketing.

2.10 The Tribal Sub Plan (TSP) mechanism has been adopted since 1977 for funds allocation to tribal development, which allows outflow of funds from the State Annual Plan outlay in proportion to the percentage of STs in the state, 1.10 %. Under the TSP 18 sector departments allocate resources from their annual budgets and implement programs for the ST development and protection. The Directorate coordinates the work being done with nodal officials allocated exclusively for ST welfare by the parent departments. For 2016-17, the state government has allocated Rs. 722 crores (1.19%) of annual plan outlay for ST development programs. In addition, the state has allocated Rs. 50 crores for the Comprehensive Tribal Development Program for 2016-17. Under this, road building, drinking water, land development, economic development and skills training are carried out by the Tamil Nadu Adi Dravidar Housing and Development Company (TAHDCO).

2.11 Tamil Nadu Adi Dravidar Housing and Development Company (TAHDCO) was formed in 1974 as a construction company for the construction of fire proof houses for STs. Its area of operations has expanded since to include construction of schools, water supply, other public infrastructure, housing, as well as economic development programs and training in technical and vocational development. The financial resources of the TAHDCO have improved in 2015 with the infusion of fresh capital by the state government. In order to bridge the gap between the stated aim of the government to bring ST communities on par with the mainstream, the government has increased subsidies available to STs for enterprises for self-employment. There are schemes for the self-employment of STs, youth employment, land development through irrigation schemes, allocation of petrol pumps etc., startup of para medical activities, and importantly, support for Self Help Groups (SHGs) in ST communities, for women, men, transgender, differently abled persons' groups, mixed groups, with a onetime grant of Rs. 25000 and a bank fund of Rs. 5000 for a corpus fund. Timely and adequate financial assistance in the form of capital is provided for enterprises by all the SHGs, with a maximum 50% project cost subsidy or Rs. 2.25 lakhs subsidy, whichever is lower. Besides these TAHDCO provides 100% grant to youth for higher study, or for other schemes not covered under specific programs. Support is provided for civil service aspirants, as well as aspirants in pursuit of professional degrees. Women members of industrial cooperatives are provided assistance, as also there are different discretionary funds for support for STs in enterprises. A variety of skill training programs are conducted with support from the Skill Development Corporation, including skills for self-employment as well as increased employability.

Implementation of Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006

2.12 "The Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 was enacted by Government of India, which came into existence on 29.12.2006. Tribals who have been residing in the forests prior to 13.12.2005 and the non tribals who have been residing in the forests for 3 generations i.e. for 75 years as on 13.12.2005 will be given Title Rights.

2.13 Implementation of this Act is monitored by the following Committees:

- i) State Level Monitoring Committee headed by the Chief Secretary.
- ii) District Level Committee headed by the District Collector.
- iii) Sub-Divisional Level Committee – headed by the Revenue Divisional Officer.

2.14 The process of distribution of title could not be initiated in Tamil Nadu State because of a stay granted by the Honorable High Court of Madras in W.P.No.4533/2008 filed by Thiru. V. Sambasivam, I.F.S., (Retd.). The Director, Tribal Welfare filed a writ petition in the Hon'ble Supreme Court of India to vacate the stay.

2.15 The Honorable Supreme Court of India on 02.02.2016 vacated the stay ordered in W.P.No.4533/2008. Necessary ground work has been carried out for the distribution of title deeds to the claimants (table 2.1 has details) and according to Geo-referencing, individual rights have been taken up and the distribution of title is under process.

Table 2.1: Districts and claimants for distribution of rights

SNo	District	No of Individual Rights	In acre
1	Villupuram	206	415.84
2	Kanniyakumari	150	427.89
3	Theni	37	33.42
4	Virudhunagar	23	8.62
5	Erode Division	265	251.18
6	Coimbatore	88	224.86
7	Dharmapuri	273	395.51
8	Thirunelveli	93	223.46
9	Thiruvannamalai	36	123.37
10	Namakkal	159	201.24
	Total	1330	2305.39

Tribal Sub-Plan (TSP)

2.16 The "Tribal Sub-Plan" is implemented from the year 1976-77 onwards which paved the way for flow of funds from the State Annual Plan Outlay to TSP for the socio-economic and educational development of the Scheduled Tribes in proportion to their population (1.10%) in the State.

2.17 The Adi Dravidar and Tribal Welfare Department is the Nodal Department and the Secretary to Government, Adi Dravidar and Tribal Welfare Department is the Nodal Officer for the formulation and implementation of TSP at State Level (table 2.2 for budget). At the District level, the monitoring and review of the performance of the TSP is entrusted to the Director of Tribal Welfare in the capacity as the Monitoring Officer.

Table 2.2: Financial allocation to Adi Dravidar and Tribal Welfare Department during 2016-2017

SNo	Particulars	Revenue	Capital	Total (Rs. in crore)
1	Tribal Welfare	228.74	39.91	268.65

2.18 The TSP includes various schemes of 18 Sectoral Departments comprising 35 Heads of Departments which implement them for the Welfare and Development of the Tribal population. The Department ensures the effective implementation of the schemes included under TSP,

closely coordinating with the nodal officers nominated for this purpose exclusively by each department.

2.19 The State Government for the year 2016-17 has allocated a sum of Rs.722.35 Crore (1.19%) under the TSP out of the State's Total Annual Plan Outlay (APO) of Rs.60,610 Crore and it is over and above the percentage of ST population in Tamil Nadu.

Comprehensive Tribal Development Programme

2.20 The Government has allocated a sum of Rs.50 Crore for the Comprehensive Tribal Development Programme for the year 2016-17. Through this programme Land development activities, improvement of Katcha houses, road work, improvement of GTR schools, provision of drinking water facilities, economic development schemes and training skills are implemented through TAHDCO for Tribal Development.

Tribal Research Centre and Tribal Museum

2.21 An exclusive Tribal Research Centre was established in the year 1983 with the assistance of Government of India at Muthorai Palada, Udthagamandalam in the Nilgiris District, for data collection about the Tribes and to conduct necessary research about their life style, culture, language and socio economic and educational status. A Director, who is specialized in Anthropology is heading the TRC. A Library and a Tribal Museum have been setup in which the tribal artifacts and photographs on the life style of the tribes are displayed. A sales emporium has also been built to facilitate the sale of Tribal handicrafts.

Vocational Guidance Centre

2.22 For giving guidance to the tribal youth and to choose their career and profession a Special Vocational Guidance Centre is functioning at Udthagamandalam in the Nilgiris District

Industrial Training Institutes

2.23 Industrial Training Institutes exclusively for the Scheduled Tribes are functioning at Karumanthurai in Salem District, Kolli Hills in Namakkal District, Jamunamarathur in Tiruvannamalai District, Anaikatti in Coimbatore District, Gudalur in the Nilgiris District and at Sankarapuram in Villupuram District.

Implementation of Protection of Civil Rights (PCR) Act, 1955 and Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 2015

Removal of Untouchability

2.24 Efforts are being taken to abolish untouchability and prevent atrocities against Adi Dravidar and Tribal people due to the initiation of the Government. For this purpose, the Protection of Civil Rights (PCR) Act, 1955, the Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 2015 and Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Rules 2016 have been enacted by the Government of India and are being implemented effectively in our State.

2.25 The SCs/STs (PoA) Act 1989 has been amended by the Government of India after getting concurrence from the State Governments as SCs/STs (PoA) (Amendment) Act 2015. This Act was notified in the Gazette of India Extraordinary and came into force on 01.01.2016. The Social Justice and Human Rights wing with its headquarters at Chennai is functioning for this purpose, under the control of the Additional Director General of Police.

The functions of Social Justice & Human Rights wings are (i) to supervise registration, investigation and filing of cases under these two Acts and (ii) to act as a Protection Cell for Scheduled Castes and Scheduled Tribes.

Special Courts

2.26 Special Courts have been created for speedy disposal of cases registered under SCs/STs (PoA) Act and PCR Act.

2.27 The Government has established 6 Special Courts which are functioning in Thanjavur, Tiruchirappalli, Madurai, Tirunelveli, Villupuram and Sivagangai Districts to try cases registered under these Acts. In all other districts, the existing Sessions Courts have been empowered to try these cases. Besides, 38 Mobile Police Squads, each headed by a Deputy Superintendent of Police under the control of District Superintendent of Police or Assistant Commissioner of Police under the control of City Commissioner of Police in all Districts and Commissionerates with supporting staff are functioning.

2.28 Under Rule 17(1), SC/ST Prevention of Atrocities Rules 1995, the State Government has constituted District Level Vigilance and Monitoring Committee in each district headed by the District Collector concerned with five officials / non-officials as members. The District Collectors are also empowered to nominate a person as a member who has the right aptitude and understanding of the problems of SC/ST. The District Level Committee shall meet at least once in three months to review the implementation of the provisions of these Acts and also to monitor the relief and rehabilitation facilities provided to the victims and review the stage of the cases registered under these Acts at the district level. Further, a State Level Vigilance and Monitoring Committee is also functioning under the Chairmanship of the Hon'ble Chief Minister to review and monitor the implementation of these Acts.

2.29 Apart from the two committees, Sub Division Level Vigilance and Monitoring Committee has been constituted in each Revenue Sub-Division of the Districts by the Government of Tamilnadu vide G.O. (Ms.) No.6, Adi Dravidar and Tribal Welfare Department, Dated 20.01.2015 as per the Gazette notification Dated 08.11.2013 and as per the amendment made to the Rule 17 of the SCs and STs (PoA) Act 1989. This committee is headed by the Sub Divisional Magistrate with 5 officials and 4 non-officials as members. The Sub- Division Level Vigilance and Monitoring Committee shall meet at least once in 3 months to review the implementation of the provisions of the Act and various reports received by the Sub-Divisional Administration. For the year 2016-17, Rs.1187 lakh has been allocated under this scheme.

2.30 In order to build the capacity of the communities to articulate their own felt needs, priorities and identify constraints, the government adopts a participatory process of planning starting with the gram sabhas, PRI institutions. In order to improve physical access, roads and communications are being provided with a view to greater ease of entry for state programs and investment into infrastructure and services for health, education, water and sanitation, as well as human capital formation through education and skills training. Flows of information and capacity building related to promoting livelihoods, access to markets, institutional finances, private sector initiatives are regarded as critical for bringing the ST communities on par with the majority in terms of social and economic growth, while retaining culture and traditions intact. All of these infrastructure and services are being provided under a mix of central and state financing. In recognition of the Forest Rights Act (2006) land titles are in the process of being granted to STs that have been living in forest areas since earlier to 2005, in the districts of Villupuram, Kanniakumari Theni, Virudhnagar, Erode Division, Coimbatore, Dharmapuri, Tirunelvalli, Thirumalai, Namakkal. There are special schools for ST students, hostel facilities,

scholarship support, tuition for professional and other courses of study for recruitment into government and private sector, improved employability, vocational training and industrial training institutes functioning in the tribal areas for provision of skill building and guidance for vocational development, entrepreneurship among youth, self-help groups among men, women, transgenders and differently abled sections.

2.31 In 2015 the Government of India developed a scheme for the development of PVTGs in recognition of their vulnerable status, and informed state governments that the scheme was to be implemented from April 2015. Priority was to be given to their education, nutrition, health and livelihoods with a view to reducing their vulnerability. The notable aspect of this scheme is a conservation cum development approach including all aspects of protection and development including land distribution, house construction with traditional design and amenities for sanitation, provision of education support at all levels from literacy to school drop outs to special schools, alignment of school calendar to the tribal calendar, skills training and upgrading for traditional and nontraditional activities including ecotourism, cattle rearing, poultry, fisheries among others. All planning and monitoring is to be done in participatory ways, with the PRI institutions to the level of the gram sabhas being fully involved in planning and identifying activities and resource allocation. Women's unfettered participation is built in with mahila sabhas being fully enabled to participate in decision making leading to the finalization of plans in a bottom up gender sensitive manner. A remarkable feature of the scheme is the recognition and guarantee of traditionally used lands under traditional tenure to be maintained, and in case of involuntary displacement, compulsory replacement of such lands with other suitable ones for use by the communities.

World Bank Operational Policy (OP) 4.10

2.32 The World Bank OP 4.10 developed in 2005 and revised in 2013 addresses the mission of the Bank for poverty reduction and sustainable development by ensuring that the development process respects the dignity, human rights, cultures and economies of indigenous peoples. For all projects that are proposed for World Bank funding and affect Indigenous Peoples (IPs) or STs in India, the Bank requires the government to engage in a process of free, prior and informed consultation with STs. Bank financing is only possible when after such a free, prior and informed consultative process, there is broad community support by the affected STs for the project. Such Bank financed projects include measures to a) avoid potentially adverse impacts on STs, or b) when avoiding such impacts is not possible, minimize, mitigate or compensate for such negative impacts. Bank financed projects are also designed to ensure that affected STs receive social and economic benefits that are culturally appropriate, gender and inter generationally inclusive. The Bank's policy also recognizes that the culture and identity of STs are inextricably linked to the lands on which they live and the natural resources upon which they depend, and often this very dependency can expose them to risks and levels of impact from development projects, including loss of identity, culture and traditional livelihoods, as well as exposure to unfamiliar infection and disease including sexually transmitted diseases (STDs) from migrants. Gender and inter generational patterns among STs are also complex. Then again, with particular cultural and social patterns and livelihoods which are distinct from the dominant majority communities in the national context, STs are often among the most marginalized and vulnerable sections of the population, as can be seen in India. As a result their distinct cultural, legal and social status often reduces their ability to defend their interests in the lands they inhabit, as well as the productive resources they depend upon, as well as restricts their ability to participate and benefit from the development process. The Bank recognizes that STs Play a vital role in sustainable development and their rights are being increasingly recognized and protected under international and national laws.

2.33 As IPs are known by different terminologies, the World Bank Policy instead of defining the peoples covered under the policy, characterizes them in terms of some accepted international principles:

- a) Self-identification as members of a distinct cultural group and recognition by others as such;
- b) collective attachment to geographically distinct habitats and or ancestral territories in the project area and to natural resources in these habitats or territories;
- c) customary cultural, economic, or social institutions that are distinct from those of the dominant society and culture; and
- d) an indigenous language that is distinct from the dominant language of the country or region. A group that may have lost its collective attachment to geographically distinct habitats due to forced separation from the region may be eligible to be covered under the Policy. It may require technical judgement to determine if the group/s in question are eligible to be considered under the category of IPs.

2.34 Per the policy and the steps required to address concerns related to the presence of IPs in the project area, screening by the World Bank of the 26 districts and 120 blocks where the project will be implemented, it was ascertained that approximately 57,271 hill tribal are present in 10 out of the 120 proposed project blocks across 5 districts and this includes:

- Nilgiris district - 22,767 (Gudalur, Kothagiri, Ooty, Coonoor blocks)
- Erode district - 13,355 (Sathyamangalam, Thalavadi blocks)
- Coimbatore district - 11,667 (Karamadai, Periyanaickenpalayam blocks)
- Salem district – 6,589 (Panamarathupatti block)
- Dindigul district – 2,893 (Kodaikkanal block)

2.35 An expanded social assessment was undertaken by the project which included consultations with all social groups who are potential project beneficiaries including STs. However, a more in-depth assessment was undertaken in Nilgiris district which involved a process of free, prior and informed consultation with the ST communities to assess their views, and determine their broad community support for the project. This TDP documents this assessment, and the free, prior and informed consultations leading to broad community support for the project. The TDP has set out measures that ensure that (a) STs affected by the project receive culturally appropriate social and economic benefits; and (b) when potential adverse effects on STs that have been identified are effectively avoided, minimized, and/or mitigated.

3. Socio Economic Status of Tribes of Tamil Nadu

Economic Situation of Scheduled Tribes in Tamil Nadu

3.1 In terms of the economic conditions of STs in Tamil Nadu, work force participation rates are higher among both men and women as compared to non-tribal groups. However, landlessness and falling size of landholdings along with lack of amenities such as irrigation and improved farming, storage and access to markets, contribute to higher levels of poverty. Between 2004-5, 32% of the ST population in rural areas was below poverty as compared to 19.2% among others, and in urban areas too, 32.5% of the ST population was below poverty. However Tamil Nadu has made impressive strides in poverty reduction, reducing it from 44% approximately in 1993 to 32.3% in 2004-5. However the results among STs are less dramatic on account of the constraints faced by them in accessing government services, reduced scope for traditional livelihoods, limited access to market opportunities and resources, high levels of indebtedness among others.⁶ In 2013 the Reserve Bank of India reported that the BPL population in Tamil Nadu was 11.28 %.⁷ While poverty among STs also reduced, it was still relatively high. It is interesting to note that while landless ST households were reportedly nil in Tamil Nadu in 2004-5, 90% of ST households had marginal holdings of less than 000.1-1 ha⁸. Nilgiris district has a higher level of poverty at 32% as compared with the state percentage, with 76% approximately of ST households being BPL, with low income levels, high ratio of landless and marginal farm households, which are the most numerous among the landowning households, with very small plot sizes, which lack irrigation facilities. Given the nature of the lands, this size-class of holdings are not sufficient to provide subsistence incomes to their owners.

3.2 The gaps between STs and non STs in terms of education, social and economic development are still there although it is reducing. Adult literacy rates still remain comparatively lower for STs as compared to SCs or general parts of the population. In 2008-9 the literacy rate among STs in Tamil Nadu was 48.8% with 55% male literacy and 48% female literacy. These have improved with overall ST literacy in 2011 at 59%. While gross enrolment rates have been rising, there are higher drop- out rates at secondary school levels among ST children, at 78.5%. Primary level drop- out rates were almost nil. In 2015, the parliamentary Committee on Education noted that in Tamil Nadu along with other states the literacy gap among STs as compared to the overall literacy levels has remained as high as 18-26 % .

3.3 A study was carried out in 2011 on several talukas of Nilgiris including Kotagiri, to examine the demographic and social profiles of the PVTGs, and their access to and achievement in educational advancement. The attitude of the communities towards education was positive, but relatively higher drop-out rates were related to lack of schools, lack of transport, lack of amenities specially for girls, unfamiliar language, difficult syllabus, need to supplement parental earning with children labouring alongside. Child labour was found to be common both in household farming as well as agricultural and other forms of wage labour.

3.4 Then again, the system of bonded labour is found to be prevalent among SCs/STs and other backward sections in the state. In 2013 the Madras High Court passed an order for jurisdiction of judicial magistrates in such cases in keeping with the order the Department passed orders in 2015 for speedy resolution of criminal cases under the Prevention of Bonded

⁶ Poverty among Scheduled Tribes of India, Planning Commission, Government of India, 2005.

⁷ Reserve Bank of India. Annual Report, Mumbai 2013.

⁸ National Institute of Rural Development. Rural Development Statistics, 2005. Hyderabad.

Labour Act. A recent study of the Irular PVTG at state level by the Loyola College in association with the International Justice Mission found the prevalence of bonded labour among these communities, being indebted to contractors cum moneylenders, and forced to work in agriculture, sugar mills, brick kilns, quarries, wood cutting, dairy farms, poultry, among other sites, and subject to abuse, and not allowed to take up other employment. The Irulas are particularly vulnerable given their migratory nature, lack of settled habitations and amenities, lack of livelihoods related to forest areas that are shrinking, landlessness, indebtedness through advances from labour contractors and employers.

3.5 The Government of India sanctions grants-in-aid every year for the development of Particularly Vulnerable Tribal Groups. The Government of India has been releasing a sum of Rs.20 crore since 2013-2014 under this scheme. Construction of traditional houses, distribution of milch animals, provision of drinking water facilities, street lights, etc., are the assets created for the Particularly Vulnerable Tribal Groups under this scheme. For the year 2016-17, a sum of Rs.2000 lakh has been tentatively allocated under this scheme

Scheduled Tribes in the Nilgiris

3.6 The Nilgiris is part of the pilot areas of the TNRTP, and form the area for the surveys and qualitative research carried out in connection with the preparation of the TDP. The Nilgiris is one of the hilly districts which has a well-developed tourism sector which is an important part of the economy of the district and provides considerable employment to the local people. Out of 36 Tribal communities in Tamilnadu, 6 Tribal Communities i.e. Toda, Kota, Kurumba, Irular, Paniyan and Kattunayakan population has neither decreased nor increased and it remains static. Hence, they are known as Particularly Vulnerable Tribal Groups (PVTGs).

3.7 Ooty otherwise called Udthagamandalam, is capital of the district. The district is located in the Western Ghats, surrounded by Karnataka on northern side, Kerala on the western side and Coimbatore district on the southern side. The district has a good forest coverage which is a key factor for the tourism industry, besides providing the STs with traditional livelihoods and subsistence goods. Tourism, production and export of plantation crops including tea, coffee, timber and farm crops, agro processing and other industries are the major economic sectors in the district.

3.8 The district has strong human development indicators in terms of the human development index (HDI) ranking 6th among all Tamil Nadu districts⁹. The Nilgiris ranks 6th in the HDI among the thirty districts in Tamil Nadu (SHDR, 2003) next to Coimbatore, which is 0.685. The ranking of the district in the Gender Development Index (GDI) is similar, which is 0.686. Both HDI and GDI are greater than those for the state (0.657 and 0.654) and the country (0.571 and 0.553). The performance of HDI and GDI are similar, which shows gender equality in Human Development. The district ranks among the top five districts of the state with regards to female literacy rate and life expectancy at birth, which show the importance given by the district to female literacy and health. Within the classification of high, medium and low HDI and GDI values, the Nilgiris falls under the high performing category. Out of 14 districts with HDI rank higher than the per capita GDP rank, The Nilgiris falls into 6th rank, implying that in the district higher income has been converted into human development values effectively.

3.9 The district is at a high elevation, 3000-6500 feet above sea level. The famous sanctuary – Mudumalai Tiger Reserve is located in the district. Wellington is the only cantonment in the

⁹ District Human Development Report, the Nilgiris, Dhan Foundation, Madurai, 2011

district. There are two revenue divisions, 6 revenue taluks and 55 revenue villages in the district. It has 11 Town panchayats, 35 village panchayats, 4 panchayat unions and 4 municipalities as part of the development units.

3.10 **Demography:** The Nilgiris has a population of 7,62,141 (census 2001) with the male population of 3,78,351 and female population of 3,83,790 with sex ratio of 1016 which shows the gender balance in the district, which is higher than the state and the country. The decadal population growth in the district is 7.31 per cent. The population density varies, but the average population density is 300 per sq.km. The rural population is 3,07,532 and the urban population is 4,54,609. It shows that the district is characterised by urbanization. The decadal population growth in rural areas is negative (- 16.02 per cent) and very positive in urban areas (22.26 per cent) which implies that the migration is high from rural areas to urban areas. The Scheduled Caste (SC) population ranges from 24.8 per cent to 39.3 per cent among the taluks. The ST population constitutes 4.46 % of the total population of the district, varying among blocks. The Nilgiris has the highest percentage of ST population in the state of Tamil Nadu numbering 31,823 persons, 16091 males and 16722 females.

3.11 **The Tribes:** The district has a distinct tribal history and culture. Fifteen tribes living there have been identified by anthropologists consistently, among which the Toda, Kota, Kurumba, Irular, Kattunaicken, Badaga, and Paniyan are well known. Their origins are pre-historic. The Kota and Toda practice semi wild buffalo rearing as an integral part of their traditional pastoral economy and buffalo dairy products are part of their subsistence and livelihood. Their dress is composed of distinctive white red and black shawls which are Registered under the Geographical Indications of Goods Registration and Protection Act India 1999, which provides the legal framework for the registration and protection of industrial property rights, identifying the area of origin of the product in question, and which form part of the international framework for the protection of intellectual property rights. The STs speak Kanarese or dialects of the language. The tribes of Irulars, Kurumbas are extensions of the same tribes in Coimbatore, Malabar, and Mysore.

3.12 **The Badagas** were Hindu (Shaivite) peasant refugees. They were mainly from the Mysore part of Karnataka, and they are known as Badagas (Northerners). By and large they settled in the Tamil Nadu side of the Nilgiri Hills where some of their compatriots had wandered and settled down in earlier times after the Veerashaiva anti-caste Hindu reformist movement faced severe repression in Karnataka during the 12th and 13th centuries. They continued to come at the time of the fall of the Vijaynagar Empire also around the mid-16th century due to the consequent political instability. At around this time the Mysore State rulers converted to Vaishnavism and made the worship of Vishnu a state cult, which began to be enforced upon the people. This created some conflict between the Shaivites and Vaishnavites and this could be one of the reasons for the flight of Shaivites to the Nilgiri Hills. They are there in Kodagu and Wayanad also where they are known as Gounders. They were granted land by a council of men from the indigenous Toda, Kota and Kurumba tribes. In part, they cleared virgin tropical montane forest. In many ways they adapted to the lifestyle and culture of the pre-existing tribes for the sake of their own survival.

3.13 The Badagas are skilled in farming and are economically advanced. They are a large group that is spread across several areas in the district. They are economically advanced and not recognized as a ST community. At present they are engaged in a movement to gain ST status. Millets were grown traditionally by agriculturalist Badaga communities who had migrated in waves from Karnataka to this region centuries back. Badagas also served as traders for goods from the plains together with incoming Chetties. Clothes, grains, jaggery, salt and other

commodities including opium derived from poppies grown by the Badagas were obtained from them by the Todas, who also provided them with churning sticks of rattan and cane products like beds and baskets in addition to milk and milk products and their beautifully embroidered shawls for ceremonial occasions. Sometimes a Badaga would entrust his buffaloes to the care of his Toda partner, who would take the animals along with his own to the pastures. Todas often approached Badagas for medical help.

3.14 **The Kota** people were the blacksmiths and smiths in gold and silver, artisans and musicians. They live scattered in seven settlements in the Nilgiri district and there is one settlement in Wayanad. Each Kota family serviced a certain number of Toda and Badaga families living at not more than a day's walking distance. They provided them with pots for the household, metal tools, axes, knives, jewelry, oil lamps, clay smoking pipes and other metal works. In return they got ghee, male buffalo calves and buffalo carcasses for leather work from the Todas. The Kota also supplied leather goods and did carpentry work for the Badagas. They also helped to thatch the houses and provided ceremonial music. In return the Badagas supplied cloth, grain, jaggery and salt to the Kotas.

3.15 **The Kurumbas** are known by several names such as Kuruman, Kuruba, and are spread throughout the district. The term Kurumba means nomadic shepherd, one of the great Dravidian groups inhabiting the Deccan Peninsula before recorded history. Traditionally they have been hunters and gatherers and now occupy the hills, forested areas of The Nilgiris. They practice shifting cultivation and foraging and hunting small birds and animals. The Kurumbas were the forest based tribes and they provided forest produce to the others, such as honey, bees wax, herbal plants and therapy, baskets, winnows and large grain storage baskets. From their Alu Kurumba partners who lived in the Upper Plateau, the Toda got forest produce, particularly honey, bamboo and rattan for house building and baskets for a variety of purposes. The short wooden post to which buffaloes were tied for sacrifice and the long wooden pole set up in front of the funeral temple at the second funeral of the Todas were also supplied by the Alu Kurumbas. In return the Toda gave buffalo calves, some ghee and clothes. The Kurumbas because of their deep knowledge of the forests were also feared as sorcerers, particularly by the Badagas. At the same time, their services were solicited for warding off magical attacks and for protecting their crops and animals from diseases.

3.16 **The Irulars** in the Nilgiris are a forest-based community like the Kurumbas and live mostly on the lower eastern slopes in uni-ethnic settlements or together with Kurumbas, with whom they have economic exchanges and maintain friendly relations. The Irulars also grew millets and fruit trees like lime, jack, orange and bananas in gardens around their settlements. The two ethnic groups helped each other in growing their crops in shifting cultivation. The Irular priest offered priestly services to the Kurumbas in their ceremonies. The Kotas received brooms, bamboo artefacts, honey, resin incense and other forest produce from Irulars. In return, the latter got field and garden implements from the Kotas. As the Kurumbas, the Irulars also supplied baskets, winnows and winnowing fans of split bamboo to the other neighbouring communities. Some Todas used to receive bamboo flutes from the Irulas of some villages. They went down to the plains for bartering forest produce for salt, tobacco, clothes and other such items.

3.17 The social symbiotic relationship among the indigenous groups involved economic, cultural and ritual interactions. While each of the tribal groups had their specialization, they also carried out multiple livelihood activities. The Kotas, for example, also herded animals and grew some millets, cereals, garlic, mustard etc. for self-consumption through shifting cultivation. The Kurumbas and Irulas were food gatherers and hunters but they also carried out slash and burn

agriculture and domesticated animals such as chickens, goats and sheep. They depended on each other for several necessities of life. This relationship involving not just economic exchange of goods, but with ritual and social dimensions was mostly on a hereditary basis between families of each community.

3.18 These groups were endogamous and their interrelationship resembled that of the Hindu jajmani system, but without its extremes of hierarchy and complete subjugation of some groups by others. Untouchability was unknown. If reciprocity was not adhered to there was a withdrawal from the cooperative arrangement and no other family from the withdrawing group would replace the one who had withdrawn. The need for the other would necessitate the required adjustments and mutual cooperation. In their search for land suitable to millet cultivation the Badagas probably pushed Kurumbas lower down the hills and the Todas further upwards, but this does not appear to have been done through using any violent means. Rather the methods used earlier were consensual. By and large it was a peaceful and autonomous existence in the hills. Each community had its own priests and council of elders with no overlord. The councils came together for consultations in cases which concerned some or all the groups. Kotas, for e.g., interceded to find solutions to intra-Badaga conflicts and vice versa.

3.19 It was the colonial interventions in the region which started the process of massive changes, whereby the hill peoples and the environment, the flora and fauna, came to be at the receiving end. The land revenue farming system of the British and their transformation of the area into a cash crop cultivation one had repercussions on the indigenous peoples' livelihoods and interrelationships. The land legislation promulgated by them in the 1860s and 1870s forbade shifting cultivation and made the forests into state property. Some land had already been bought at throwaway rates from the Todas and vast tracts of grazing land and forests were seized for tea and coffee plantations and exotic tree species without any compensation at all to the concerned Adivasi groups. In place of the native species many water guzzling exotic trees were planted to be used as fuel wood for domestic fires, for use in tea factories that were established, and for industrial use, to some extent in the hills but mostly in the plains (this was the manufacture of quinine, paper and medicinal oils like eucalyptus). The consequent deforestation affected the livelihoods of the indigenous peoples, who lost hunting areas and sources of forest produce.

3.20 Different communities reacted differently to the British encroachment. The Badagas as agriculturists followed and adapted; the Kurumbas retreated further down the hills. The Toda and Kota adapted slowly and reluctantly under the force of circumstances. The colonial interventions in the economy of the region also disrupted the mutuality between the indigenous groups. It was during this time that conflict between Badagas and Kurumbas over land ownership and control became acute. Periodic massacres of the Kurumbas took place by the Badagas in the 19th century under the charge of witchcraft.

3.21 By the time of the first British census in the region in 1812 the Badagas had become the numerically dominant community due to increased migration of peasants from the Mysore plains, and soon they became the local economically dominant one as well. An internal differentiation took place within the community. Even earlier there had been some caste-class based differentiation but now it grew apace. Those who could not pay the land tax became tenant small holders, landless labourers and plantation workers. Indebtedness grew and much Badaga land was sold to British planters. The invasion of the place by new settlers and a new economy made the 19th century into a traumatic one of droughts, famines, starvation and epidemics (plague, smallpox, cholera) for the indigenous people and their livestock. Having lost

the sources of their earlier livelihoods and culture they had perforce to adapt themselves to the new times.

3.22 Only some villages near the new towns of Ooty and Coonoor achieved a measure of prosperity. Jakkatala village sold much of its land to the government for the Wellington Barracks and then profited further from contracts for gangs of labourers to build the barracks, the railway line and some other public structures. By the beginning of the 20th century some Badaga families had become very wealthy as contractors. The value of modern education was also realized by many in this community. Literacy in English and Tamil enabled them to take over high positions in the British administration as karnams (accountants) and managers. Farmers took to commercial farming in imitation of the British and started using fertilizers and pesticides. Money lenders and other middle men made their appearance.

3.23 The Toda lifestyle was rudely disrupted by the colonial interventions in the region. They were no longer able to pursue their pastoral nomadic way of life as earlier. A large chunk of grassland was now occupied by plantations or exotic tree species. Trees like acacia and eucalyptus dried up much of the marshes and swamps, which had been sources for reeds used to build the warm Toda huts. The kurinjee along with other plant and shrub species disappeared with the vanishing of the shola grassland landscape. The dark brown honey processed from the nectar of the kurinjee flower by the bees was no longer available. Diseases brought by the white people into a pristine terrain decimated the Toda population and they were reduced to a few hundred by the 1940s.

3.24 With the commercialization of the economy, starting in the early part of the 20th century the cooperative relationships between the indigenous groups more or less came to an end by the 1950s. The market became a means of exchange for all the groups. Many of the products produced by these groups no longer had any takers and became slowly extinct. Kota pottery, which was mainly the work of Kota women, has almost become an extinct art. The demand for Kota blacksmith articles also dwindled drastically because of the British policies of import of goods and lack of support for Indian rural crafts. The Kotas were also not trained to manufacture the implements required in the plantation economy. So in the end these industrious creative artisans were forced to limit themselves to agricultural activity, mainly on their own lands, but some also do work as skilled or unskilled agricultural labourers and some are engaged in animal husbandry. Loss of land and livelihood transformed many Kurumbas and Irulas of the Upper Nilgiri Plateau into plantation labourers.

3.25 The population in this area, hitherto sparse because of its inhospitable climate, grew by leaps and bounds with large-scale immigration from the plains for doing the coolie work on the plantations. The percentage of the population of the indigenous people declined in relation to the total population. Today, the tribal population of the district is only 4.26% of the total population, which stands at 7.35 lakhs as per the 2011 Census. Presently, the Todas, the most ancient tribe of the Nilgiris, total about two thousand including Toda Christians. The changes in the land use pattern also affected the terrain negatively. Land erosion began to take place and landslips became commonplace.

3.26 In the post-colonial period the horticultural and plantation economy of the Nilgiri district continues, though now the ownership has been transferred to Indian business houses and to the State government. The region has also developed into a major domestic and to some extent international tourism destination as has happened in the case of most 'hill stations' developed under British rule. Every significant bank and big business house within the country has built up its own holiday home here. Hundreds of hotels, small, big, medium and large have come up.

Much of the construction activity takes place in gross violation of hill area building rules and the Master Plan. None of this heightened building up was followed by a complementary expansion of civic amenities like proper roads, sanitation and drains, waste and sewage disposal means. Thousands of tourists come to a town like Ooty every day during the tourist seasons. The situation is pregnant with serious dangers for public health. Already incidences of jaundice, typhoid and other such water-borne diseases have spectacularly increased in the last few years.

3.27 With every passing year so-called natural calamities are also increasing in scope and frequency. For example, the two principal towns—Coonoor and Ooty—are often cut off from Coimbatore, which is their life-line. Enormous land slips occur with even a few days of rainfall. It is not that the rainfall is extraordinary, but the reality is that the whole land mass is steadily becoming more and more vulnerable. The frequency of heavy and light vehicular traffic on these roads, unscientific construction activity and agricultural practices have become clearly insupportable for the terrain and contribute considerably to soil erosion and air, soil and water pollution.

3.28 The tourism sector is dominated by private players coming from outside the region and by the State and central governments, for which it is a major source of revenue. Very little benefit accrues to the local indigenous people, apart from some sales of embroidered shawls by Toda women, some pottery items by Kota women, and honey and other products sourced by Kurumbas. Toda villages are objects of tourist curiosity and the streams of visitors to the village sited above the Botanical Garden (situated on grasslands usurped from them) have misled some of the inhabitants to indulge in begging from the tourists. Roads and highways that are built for trade and tourism purposes have cut into the remaining pasture lands of the Todas endangering whatever buffalo stock they still have with them. Now buffalo herding is done in the vicinity of the settlements and the milk and milk products sold. This remains a source of livelihood for the majority of the Todas. Many Todas have been forced to become agriculturists cultivating potatoes, vegetables and even tea. Some of them do not themselves practice agriculture, but have leased out their land for cultivation. Not all Todas have been able to switch to agriculture. They are poor and are not able to avail of bank loans required for agriculture. They do coolie work, collect eucalyptus leaves, act as extras in the many commercial films shot here, or work as caddies in the golf course.

3.29 The change in lifestyle and loss of the traditional buffalo culture, much unemployment or employment not suitable to their educational qualifications among the educated youth, and the free and plentiful availability of liquor has turned a large number of Toda youth and men into alcoholics. There is clear-cut degeneration of once tremendously healthy people. Toda women are trying to improve their status within a largely patriarchal pastoral culture. While polyandry and infanticide are no longer practiced (which were used to control population growth earlier and maintain clan solidarity), bride price has given way to the dowry system. Full equality is not yet assured to the women, who are still not allowed anywhere near the sacred dairy temple, where the priest is always only a male, and where no ceremonies accompany the name giving function of a female child.

3.30 Hydroelectric projects have also destroyed vast stretches of forest, wiped out some endemic flowering plants and broken up older pasture lands of the Todas and destroyed their hamlets. Water pollution due to effluents let out from seven major factories, tea factories and small-scale units, pesticides and fertilizers being used in plantations and for vegetable cultivation, and from municipal wastewater and sewage have affected the local plant species, many of which do not flower now, and fish populations in the water bodies. This pollution also

kills many local insect species and birds. Many species of Nilgiri bees have begun to disappear. Chemicals used in agricultural lands adjoining the forests are destroying them. Forest Protection Acts are often violated in connivance with forest officials and trees are cut down. Illegal stone quarrying is going on by stone mafias and road contractors buy stones from these illegal quarries with impunity.

3.31 It is estimated that the Nilgiri shola forests have shrunk from 8600 hectares to about 4225 hectares and there is an 85% loss of grasslands. The role of the sholas as 'overhead tanks' feeding underground aquifers from which springs the Kaveri many kilometres away in Kodagu is thus undermined creating water shortages crucial for farming in the plains and deltas of Karnataka and Tamil Nadu. Water shortage is there in many parts of the Nilgiri district too with an unsustainable rise in the settled population and with an enormous floating tourist population. The swamps in the region too have diminished in numbers due to exotics. In addition to sustaining many wetland flora and fauna they also support many streams with water round the year. They too need to be conserved for their role as water catchments.

3.32 A large chunk of government reserves still remain under exotic plantations in the Upper Nilgiri Plateau, which cater to the industrial demands of companies like South India Viscose and others. The forest department is making efforts now to remove many ecological predator species that have got introduced into the region. This includes acacia, eucalyptus, lantana and parthenium weeds. Pine trees are also not suited to the grassland terrain; having shallow roots on thin soil strong monsoonal winds are apt to uproot and crash them down causing much damage to overhead electrical power lines, dwellings, and passing vehicles on the roads. Adivasis, particularly the Todas and Kotas have repeatedly complained about the encroachment on their traditional lands by the forest department. Apart from such land losses there is land alienation also due to debts and through engaging in leasing rather than self-cultivation of commercial crops.

3.33 All the three main sub-regions of this biosphere face a severe agrarian crisis pertaining to cash crops like pepper, tea and coffee. Wayanad especially witnessed a spate of suicides of the primary producers resulting from this crisis. In the Tamil Nadu part the crisis of the cash crops sector is no less severe (for e.g. in the tea sector), but as yet suicides are not common probably because there is the cushion of food crops, mainly vegetables (also mainly market dependent), to fall back upon. In the last several years tea prices had dropped below sustainable levels. As usual, the many small growers (mainly from the Badaga community) were the worst-affected. Farmers in Nilgiris bitterly point out that in spite of many promises of fixing a minimum support price for green tea leaves nothing concrete has been done to date. Price fluctuations are a part of the globalization process.

3.34 Since the beginning of the crisis in the tea sector at the beginning of the new millennium the central government started supporting floriculture in the region. The district was declared an agri-export zone for the purpose of generating revenue. But the small farmers who took to the cultivation of flowers for the domestic market in the big cities of India and for export abroad are again facing a debt crisis due to the imbalance between input and output costs. Input costs—greenhouses, which get damaged very often due to the strong velocity winds, drip irrigation planting materials, costs of fertilisers and pesticides—are more than the prices received, which are not able to cover production and transportation costs. As in the case of tea, manipulation of prices is there by the private traders in collusion with the big farmers. Small farmers who had taken bank loans to support the costs involved have recently been involved in many agitations for the writing-off of the loans, for the formation of a Floriculture Board, co-operative marketing rather than through private dealers. Alienation of the land of small growers to real estate players

is a growing reality. In short, displacement and marginalization of tribal communities has taken place due to an economy based on tourism development, commercial forestry and cash crop cultivation. An agrarian crisis is affecting the small growers hailing mainly from the indigenous Badaga community.

3.35 All in all, the traditional habitats and livelihoods of the STs are in today's situation, marginalized. This process of marginalization started under colonial rule with the erstwhile rulers changing land use for the production of raw materials for their trade and transportation networks. Grasslands and forests passed out of the hands of the original inhabitants into those of the colonizers and other non tribals from the plains causing ecosystem losses and steadily marginalizing the local STs. This process did not stop after 'independence'; rather, it got accentuated with the development of the region as a tourism destination in addition to being a cash crop cultivation area. The STs have been slowly reducing in numbers. So far they have escaped extinction, although the same cannot be said for many endemic flora and fauna of the region that are either already extinct or are highly endangered.

3.36 At present for administrative purposes the Nilgiris district is divided into six taluks, viz., Udagamandalam, Gudalur, Pandalur, Coonoor, Kotagiri and Kundah. The Udagamandalam town, also called as Ooty or Ooctacamund or Udagai, is the head-quarters of the district administration. According to 2015-16 Survey of STs in The Nilgiris, the total population of the Nilgiris district is 7.64 lakhs, out of which the ST population is 32813 constituting 4.46 percent, of which the PVTGs constitute 26,566 persons, with a highly favourable sex ratio among all the groups. The ST/PVTG population in The Nilgiris district is not evenly distributed in the six taluks (table 3.1). 32.08 percent of them live in Pandalur Taluk, 24.10 percent of them live in Kotagiri Taluk, 14.33 percent of them are in Udagamandalam Taluk and the remaining 6.96 percent live in Coonoor Taluk.

Table 3.1 Population of STs in Nilgiris

SNo	ST	House hold	Percentage of Household	Population		Total Population	Percentage of Total Population	Area of concentration
				Male	Female			
1	Toda	418	6.39	785	695	1480	4.98	Udhagamandalam, Kotagiri
2	Kotas	491	7.5	1009	976	1985	6.68	Udhagamandalam
3	Kurumbas	2076	31.71	5196	5157	10353	34.86	Coonoor
4	Irulas	1913	29.22	4219	4495	8714	29.34	Kundah Coonoor, Kotagiri
5	Paniyas	1197	18.28	2795	2746	5541	18.65	Pandalur, Gudalur
6	Kattudayakan	452	6.9	824	805	1629	5.49	Pandalur, Gudalur
Total		6547	100	14828	14874	29702	100	

Source: Census of 2011

Education among Scheduled Tribes

3.37 The current levels of education and health of the STs are low compared to the SCs and other nontribal communities. In Tamil Nadu the average literacy rate is 80.33%. The male literacy rate is 86.81% and the female rate is 73.86%. In rural areas the average male literacy

rate is 82.08% and female literacy rate is 65.52% a significant gap. While the gap between average male and female literacy levels has come down to 12.95%, in rural areas it is high at 16.56%, and needs to be closed. The 2011 Census for Nilgiris estimated overall literacy at 89% for males and 74% of females are literate. The decadal growth in female literacy is 10% and male literacy is up by 4%. However literacy levels among the STs and PVTGs remains at a lower level, 46% in 2001.

3.38 Among the STs of the Nilgiris, the presence of PVTGs is most remarkable. The following STs are classified as PVTGs: the Todas, the Kotas who are present in only seven settlements, the Kurumbas of The Nilgiris are very specific and are the only Kurumbas recognised as an ST and within that a PVTG. The Irulars are one of the major tribes and are found in 12 districts of the state. They are the PVTG which lives in the plains areas. The Paniyans are only found in the Gudalur and Pandalur taluks. The Kattunaickens are also only found in these two taluks in the district.

3.39 Recent research into the status of STs/PVTGs in the Nilgiris found the literacy and educational status to be quite unequal to the overall levels of literacy and education in the Nilgiris (table 3.2). Among the PVTGs, the percentage of illiterates was found to be relatively high among the Kotas, Kurumbas, Irular, Paniyans and Kattunaickens varying from approximately 15% to 36 %. The PVTG percentages of persons completed primary schooling varied between 12-15% whereas persons completing higher secondary were between 1% to 15% maximum, and the rates of graduation and professional education were almost nil, with some exceptions among the Toda Christians and Kotas.

Table 3.2: Education among the PVTGs of The Nilgiris

Name of the PVTGs	Illiterates	Primary	High School	Higher Secondary	Graduation	Professional and Other Courses	Total
Toda	196	411	494	77	0	123	1301
% of Toda	15.21	31.5	38	6	0.0	9.4	100
Toda Christian	18	103	33	45	3	6	208
% of Toda Christian	8.7	49.5	15.9	21.6	1.4	2.9	100
Kota	122	351	933	233	272	-	2024
% of Kota	6.03	17.3	46.1	11.5	13.4	-	100
Alu Kurumba	725	452	360	35	14	-	1765
% of Alu Kurumba	41.08	25.31	20.4	1.98	0.79	-	100
Betta Kurumba	1298	986	708	77	24	28	3362
% of Betta Kurumba	38.6	29.32	21.05	2.29	0.71	0.83	100
MulluKurumba	219	294	505	223	86	12	1425
% of MulluKurumba	15.37	20.63	35.44	15.65	6.04	0.84	100
Irular	1895	1763	1647	110	55	-	6020
%of Irular	31.48	29.29	27.36	1.83	0.91	-	100
Kattunayakan	1186	570	422	24	6	1	2480
% of	47.82	22.98	17.02	0.97	0.24	0.04	100

Name of the PVTGs	Illiterates	Primary	High School	Higher Secondary	Graduation	Professional and Other Courses	Total
Kattunayakan							
Paniyan	2896	2509	1642	101	12	-	7882
% of Paniyan	36.74	31.83	20.83	1.28	0.15	-	100

Source: Scheduled Tribes of the Nilgiris", under the project Socio Economic survey of Scheduled Tribes in Tamil Nadu, Dr. Sathyanarayana, Tribal Research Center, tribal welfare Department, The Nilgiris, 2011.

3.40 Enrolment rates are high at the primary stage with almost 94% children being enrolled. Male enrolment rates are higher among all tribal groups. Major reasons for non-enrolment are found to be inadequate facilities, lack of income in the family, and poor health of children who may be suffering from malnourishment. Drop-out rates were high in 2000 at 74% among the PVTGs of The Nilgiris as per a Planning Commission study. Non enrolment for secondary schooling are related to lack of easy access, long distances to school, poor infrastructure, inadequate teaching staff in tribal areas, lack of adequate incomes to meet education costs, difficulties of language and comprehension, and lack of awareness. With loss of traditional livelihoods, and large scale engagement of tribes in wage labour, child labour is common both in farm work as well as in the collection of NTFPs, which is seasonal, and the school calendar needs to correspond to tribal livelihoods and festivals.

3.41 Another study analyzed gender wise education levels of sample groups in the Nilgiris among all the taluk as per research carried out in 2011¹⁰. The gender differences among the Kurumbas (Alu) among non-literates are high as well as at higher levels of literacy as well as education (table 3.3). Among the Irulars the gender differences are quite sharp both in terms of lack of literacy as well as educational achievements except among the ones who either succeeded in Class 10 or not, with women having a small edge.

Table 3.3: Status of Formal Education by gender among STs of The Nilgiris

Tribe	Illiterate		Literate		10 th Fail		10 th pass		Graduate	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Todas	580	467	316	285	48	41	29	32	4	12
Kotas	450	628	512	395	75	54	46	45	25	18
(Alu)Kurumbas	1919	2532	1491	625	109	112	92	75	2	0
(Jenu) Kurumbas	233	196	62	79	15	12	6	4	0	0
Kurumbas (Betta)	469	511	55	49	19	14	7	6	0	0
Kurumbas (Murali)	305	486	290	165	85	45	41	35	7	4
Kurumbas(Urali)	241	261	39	35	16	7	9	6	0	0
Irula	2399	3230	2010	985	220	240	125	140	9	6
Paniyas (Urban)	428	345	163	214	260	142	-	-	-	-
Paniyas (Rural)	1559	1565	47	12	11	1	-	-	-	-
Paniyas(Total)	1987	1910	210	226	271	173	-	-	-	-

¹⁰ Dr. V Rajam et Malavizhi, 2011. " A Study of Educational Status of Tribal Children in The Nilgiris District", ZENITH International Journal of Business Economics & Management Research, Vol. 1, Issue 2, November 2011.

Tribe	Illiterate		Literate		10 th Fail		10 th pass		Graduate	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Total	10570	12131	5195	3070	1129	841	355	343	47	40

Source: 1. Tribal Education Status Documentation (2010) 2) Tribal Research Center (TRC) Hill Area Development Program, (HADP), Udhagamandalam, Tamil Nadu pp 58-66.

3.42 While PVTGs exhibit similar rationales for aspiring to education for themselves and their children, such as better chances of nontraditional/white collar employment, improved incomes, better marital prospects for girls in particular, more knowledge, better familial prospects, the chances of PVTGs gaining education depend crucially upon ease of access of schools, availability of free text books, uniforms, midday meals, availability of adequate scholarships, steps to familiarize students with the unfamiliar medium of instruction, improved livelihoods for adults in order to improve the poor household economic status, greater awareness generation of the benefits of education, allocation of teachers, particularly trained tribal teachers for higher retention and better outreach to the communities.

3.43 With regard to the type of housing the STs/PVTGs live mostly in tiled houses with a smaller percentage having RCC houses. Most have power connections with lesser percentage of households connected to electricity among the Paniyans and Betta Kurumbas . While access to piped water in PVTG settlements is widespread, there is still a relatively higher level of dependence upon wells and streams for water. Lack of sanitation facilities in homes and even in the settlements is widespread except for the Christian Todas.

3.44 As regards access to land for farming, the state adopted policies to grant farm land with title deeds to ST households. In The Nilgiris, the percentage of STs/ PVTGs possessing title deeds is almost nil among the Kotas (8.64%), Alu Kurumbas being slightly better off with 27% approximately having title deeds, but all the other PVTGs including the Irular, Kattu Naickens, Mulu Kurumbas, Paniyan almost have no title deeds to land. This is an indicator of the precarious nature of their livelihoods, and their large scale participation in wage labour. Loss of lands is also related to indebtedness, and loss of lands to the traders cum moneylenders and land grabbers. Some communities are also leasing out their lands in order to avoid the cost of cultivation and engaging in wage labour instead on plantations owned by non tribals.

3.45 The entry of modern forms of economic organizations promoted by the state for financial services to rural communities, the self help group (SHG) is also limited in the tribal settlements. As per the survey of STs in the Nilgiris carried out in 2015-16, the percentage of PVTGs not covered by any SHG was approximately 80-90% and more. This deprives them of the potential of financial empowerment through savings, bank financing, development of financial security, investment potential for both livelihoods and consumption, as well as opportunities for interaction with the outside market, and access to new techniques for forest and farm based livelihoods and non- farm economic activities.

Need for Tribal Development Plan

3.46 The initial scoping and preliminary assessments made during the social assessment has established that the profiles of tribal households in the hills are diverse, comprising of a number of societal and ethnic sub-groups and other cultural features. The findings of the social assessment in the following chapter brings out this very clearly. There are substantial number of tribal people in the sample pilot district of The Nilgiris; and they do have a collective attachment to the land, speak indigenous language and have a different cultural and social institutions, that are distinct from that of the mainstream population. It is clear that the project interventions will

not affect adversely the tribal people and only positive benefits are envisaged, but, they require special attention from the view point of ensuring inclusion and equity. Accordingly, the Tribal Development Plan (TDP) is developed to address tribal issues up-front and provide culturally compatible resolutions that ensure focused and exclusive attention towards tribal/indigenous people. The objectives of the Tribal Development Plan are to ensure that the: (i) the tribal populations are provided an opportunity for free, prior and informed consultations leading to broad community support for the TNRTP; and are enabled to participate in the project and derive full benefits; and (ii) that the project's institutional and implementation arrangements take due note of the existing governance in the tribal areas as specified under the Constitution of India and relevant legal provisions.

3.47 Tribal Population in the Plains: The social assessment undertaken in the 4-Pilot Districts viz. *Cuddalore, Namakkal, Virudhunagar* and *Tirunelveli*, between December 2016 and January 2017 enumerated a few tribal households also. The respondent women of these household are casual labourers and have been in wage labour for over 17 years, deriving an average annual income of Rs.18,533. The average family income including the wage labour of these women is Rs.1,02,533. The average family size is 5.3 or say 5. They are able to get about 157 days of work on an average per year and have had no training. They were not interested in getting any training, but two-third of them were interested in taking up economic activity if they were to be provided with the required support. One third of the respondent women were members of SHG.

3.48 Travel time to work, low wages, delayed payment of wages and long hours of work are reported by two-third as problems faced by them in wage employment. They own the house in which they live and houses are electrified with two-third using LPG as fuel for cooking. Two-third reported that they are involved in the financial decision of the household. The worker participation rate is 43.8 percent and most (86%) are engaged as casual labourers. The literacy rate of the members of the family is 75 percent with higher secondary being the highest level of educational attainment.

3.49 The socio-economic profile of the Scheduled Tribe in the study area falling under the 4-pilot districts summarized above establishes that they are part of the mainstream population and do not qualify under the indigenous people category as defined in OP 4.10. However, since the project targets the vulnerable as part of the project intervention, these tribal households in the plain area will benefit from the project.

4. Findings of Social Assessment

Methodology

4.1 A sample of 135 households was selected through *Multistage sampling with pps* (probability proportionate to size) method spread across the Kothagiri Block of the Nilgiris District. In Kothagiri Block, 7 Village Panchayats were selected by *pps* method and in each Village Panchayats, 20-households were selected randomly from the TNSRLM's master list of beneficiary households that had been identified through a participative manner as part of the Participative Investment Plan (PIP). The sample village panchayat and the tribal population in these village panchayats is given in table 4.1. Some of the sample respondents selected from the PIP list of Nedugula Village Panchayat turned out to be Scheduled Caste persons and such samples were excluded from the analysis for this report.

Table 4.1: Sample Village Panchayats

SNo	Panchayat Number	Panchayat Name	Population
1	2	Denad	8,284
2	3	Jackanarai	9,553
3	8	Kunjupannai	3,981
4	4	Kadinamala	737
5	5	Kengarai	6,490
6	7	Konavakkorai	7,511
7	10	Nedugula	13,071

4.2 The study had to engage the services of the local community who could speak the dialect of the tribal community which not only established they speak an indigenous language but also reinforced the proposed inclusion of local members from amongst the community in the implementation arrangement. The settlements were not connected up to the last mile and enumerators had to trek to reach these settlements.

4.3 The TNRTP interventions are proposed in 10-Blocks spread across 5-Districts (table 4.2). Focused Group Discussions (FGDs) and case studies were undertaken to supplement the household survey and they are summarized in a later Chapter.

Table 4.2: TNRTP List of Target Blocks

SNo	District Name	Block Name	Total Population ⁹	ST Population ¹¹	Percentage of ST Population
1	Nilgiris	Gudalur	98,460	12,611	12.8
		Kothagiri	66,094	6,197	9.4
		Coonoor	37,983	944	2.5
		Ooty	108,054	3,015	2.8
2	Erode	Thalavadi	63,359	5,900	9.3

¹¹ Source: Census 2011

SNo	District Name	Block Name	Total Population ⁹	ST Population ¹¹	Percentage of ST Population
		Sathyamangalam	95,467	7,455	7.8
3	Salem	Panamarathupatti	95,579	6,589	6.9
4	Dindigul	Kodaikanal	70,018	2,893	4.1
5	Coimbatore	Karamadai	137,448	7,813	5.7
		Periyanaickenpalayam	101,930	3,854	3.8
Total			874,392	57,271	6.6

Demographic Profile of the Respondents

4.4 Household by Sex: Seventy three percent of the households are headed by men and 27 percent are headed by women. The percentage of women headed household is significantly higher than the state average¹² of 13.1 percent comprising of widowed, divorced, separated and never married women. Amongst all members of the respondent households, male members account for 47.7 percent (50.5% is the state average and 49% is Nilgiris District average) and female members account for 52.3 percent (49.5% is the state average and 51% is Nilgiris District average).

4.5 Household by Religion: Majority (93%) of the households belong to Hindus followed by 5 percent who belong to other religious groups and 2 percent Christians.

4.6 Household by Mother Tongue: Tribal language the mother tongue of 60 percent of the respondents, followed by Tamil for 30 percent, Kannada for 7 percent and Telugu for 3 percent households.

4.7 Social Category of the Household: Sixty four percent of the respondents belong to Irula community, followed by 19 percent who belong to Kotha community, 16 percent belong to Kurumba community and 2 percent to Pal Kurumba community.

4.8 Period of Living in the Current Place: Sixty three percent of the respondents are living for over 30 years in the present settlement (table 4.3), followed by 30 percent who have been living for about 6 to 30 years and 7 percent for just 5 years and less.

Table 4.3 Number of Years in the Current Place

Years	Frequency	Percent	Valid Percent
≤ 5 yrs	10	7.4	7.5
>5 yrs to ≤ 30 yrs	40	29.6	29.8
> 30 yrs to ≤ 60 yrs	75	55.6	56.0
> 60 years	9	6.7	6.7
No Response	1	0.7	-
Total	135	100	100

Source: Survey Findings, January 2017

4.9 Educational Level of the Household Members: Thirty four percent amongst females and 18 percent amongst males are uneducated. This in comparison to State average of 27 percent female illiteracy and 13 percent of male illiteracy is high (table 4.4). Female educational

¹² Census, 2011

attainment is comparatively lower than the male educational level till up to higher secondary level. The females are faring better at graduation level. Interestingly there are not many takers for technical education amongst the females compared to the males. Efforts should be made to impart technical skills to women that can easily be picked up even after days of formal education and this would become the driving force in making some girl children opting for technical education and become employable in the nearby towns.

Table 4.4: Educational level of Household Members

Educational level	Male		Female		Total	
	Number	Percentage	Number	Percentage	Number	Percentage
Up to Primary	63	27.3	49	19.4	112	23.1
Middle School	52	22.5	40	15.8	92	19.0
High School	33	14.3	36	14.2	69	14.3
Higher Secondary	24	10.4	25	9.9	49	10.1
Technical	6	2.6	4	1.6	10	2.1
Graduate	7	3.0	10	4.0	17	3.5
Post Graduate	4	1.7	3	1.2	7	1.4
Uneducated	42	18.2	86	34.0	128	26.4
Total	231	100	253	100	484	100

Source: Survey Findings, January 2017

4.10 Occupation of Household Members: Forty seven percent amongst females and 38 percent amongst males are not in workforce, comprising largely of children, students, elderly, housewives and females who do not go for work (the State average of men not in workforce constitute 41 percent and women not in workforce constitute 68 percent). Forty one percent of the men work as casual labourers, followed by 5 percent each of cultivators and agricultural labourers, 4 percent are self -employed and 3 percent are into some form of trading. Amongst the women, 30 percent are casual labourers, followed by 7 percent agricultural labourers, 5 percent are cultivators, 4 percent are self -employed, 3 percent are salaried and 2 percent are into some form of trading (table 4.5). Significant number of women are working as casual labourers and agricultural labourers (37%) and this segment should be provided with required support to take up cultivation and rear livestock as desired by them in the consultations.

4.11 Amongst those who are not in workforce, the employable age group of 25 years to 45 years comprises of 13 percent and most of them are female (85%) women and as housewives they are not in workforce. If motivated and provided option to work at their own convenient time close to their place of living, this segment can very well form part of the workforce. Twelve percent of the workforce travel outside their village for work and the rest (88%) work within the same place.

Table 4.5: Occupation of Household Members

Occupation	Male		Female		Total	
	Number	Percentage	Number	Percentage	Number	Percentage
Petty/Tea shop	2	0.9	0	0.0	2	0.4
Repair shop	3	1.3	0	0.0	3	0.6
Small Trade	0	0.0	2	0.8	2	0.4
Trading	3	1.3	2	0.8	5	1.0

Occupation	Male		Female		Total	
	Number	Percentage	Number	Percentage	Number	Percentage
Self employed	8	3.5	10	4.0	18	3.7
Salaried	4	1.7	7	2.8	11	2.3
Professional	2	0.9	3	1.2	5	1.0
Casual labourer	95	41.1	77	30.4	172	35.5
Cultivator	12	5.2	12	4.7	24	5.0
Agri labourer	11	4.8	18	7.1	29	6.0
Livestock	2	0.9	0	0.0	2	0.4
Unemployed	2	0.9	2	0.8	4	0.8
Not in workforce	87	37.7	120	47.4	207	42.8
Total	231	100	253	100	484	100

Source: Survey Findings, January 2017

4.12 Status of Banking and Identity: Eighty seven percent of the respondents reported of having a bank account out of which 97 percent of the respondent women reported that they have an account and the rest (3%) reported that a family member had an account (table 4.6). Ninety nine percent are having their Aadhar identity, 66 percent are in possession of MGNREGA card and 26 percent are having tribal welfare card.

Table 4.6: Having Bank Account and Other Identity Cards

	Frequency	Percent
Having bank account	118	87.4
Having Aadhar ID	133	98.5
Having MGNREGA card	89	65.9
Having Tribal Welfare Card	35	25.9

Source: Survey Findings, January 2017

4.13 Marital Status of Respondent Women: The marital status of the respondent women, who in some instances was the adult lady of the household, who was either into employment or into economic activity and not necessarily the head of the household is in table 4.7. Sixty three percent were married and 5 percent unmarried. The never married, widowed, divorced and separated constitute 32 percent.

Table 4.7 Marital Status

Status	Frequency	Percent
Married	85	63.0
Unmarried	7	5.2
Never married	3	2.2
Widow	36	26.7
Divorced	1	0.7
Separated	3	2.2
Total	135	100

Source: Survey Findings, January 2017

4.14 **Family Income:** The annual family income of 31 percent is Rs.36,000 and less, followed by 27 percent who reported an income between Rs.36,001 and Rs.72,000, followed by 15 percent whose family income is between Rs.72,001 and Rs.1,08,000, 10 percent each have a family income between Rs.1,08,001 and Rs.1,44,000 and over Rs.1,44,000 (table 4.8). The average annual family income of the respondent households is Rs.75,668.

Table 4.8: Annual Family Income

Annual Income (in INR)	Frequency	Percent	Average Income
≤ ₹36,000	42	31.1	₹20,943
>₹36,000 and ≤ ₹72,000	37	27.4	₹54,308
>₹72,000 and ≤ ₹1,08,000	20	14.8	₹90,524
>₹1,08,000 and ≤ ₹1,44,000	13	9.6	₹1,24,969
>₹1,44,000	13	9.6	₹2,41,108
Not disclosed	10	7.5	
Total	135	100	
Average annual family income ₹75,668			

Source: Survey Findings, January 2017

4.15 The number of households that come under the below poverty line¹³ category is 64 percent (87 out of 135 household). The percentage of rural poor is much higher than the 2011-12 BPL estimates for Tamil Nadu as per revised methodology of the planning commission of India (24.3%). Amongst the 24 respondent households who are into economic activity the BPL households is 50 percent (12 out of 24 households), lower than the number of overall BPL households. This reinforces that the households where women are involved in economic activity contribute to reducing poverty levels.

Women and Self-help Group

4.16 **Member of SHG:** Seventy three percent of the respondent women were members of self-help group (SHG) and the rest (27%) were not. The number of SHG members is higher compared to the members amongst the respondents in the 4-Pilot Districts and the project intervention could try an increase the membership further.

4.17 **Years in SHG:** Fifty percent have been members of SHG for the past 2 years, followed by 34 percent who have been members for 3 to 5 years, followed by 14 percent who had been members for 6 to 10 years and 3 percent have been members for over 10 years (table 4.9). The SHG membership should sustain and unless the members see tangible benefit in being a member, there could be dropouts from the group. Towards this, if the project intervention facilitates enterprise, finance and skill development as a group, the appreciation of being in a group would be greater.

¹³ As per Planning Commission of India, the state specific poverty line for rural Tamil Nadu is Rs1,081.94 per capita per month for the year 2011–12 and the same updated for January 2017 (the survey period) based on CPIAL is Rs1,789. This is based on 'Dr. C. Rangarajan committees' methodology.

Table 4.9 Number of Years in SHG

Year in SHG	Frequency	Percent	Valid Percent
≤ 2 yrs	65	48.1	49.6
>3 yrs to ≤ 5 yrs	44	32.6	33.6
> 5 yrs to ≤ 10 yrs	18	13.3	13.7
> 10 years	4	3.0	3.1
No Response	4	3.0	-
Total	135	100	100

Source: Survey Findings, January 2017

4.18 Source of Occupational Skill: Forty six percent of the women reported that they have not had any training (table 4.10). The occupational skill had been traditional for 34 percent, self-acquired for 10 percent and 11 percent had acquired by attending formal training programs.

Table 4.10 Traditional Occupational Skill

Type	Frequency	Percent	Valid Percent
Traditional	41	30.4	33.9
Self-Acquired	12	8.9	9.9
Training	13	9.6	10.7
No	55	40.7	45.5
No Response	14	10.4	-
Total	135	100	100

Source: Survey Findings, January 2017

Women and Economic Activity

4.19 The respondent women were asked about the economic activity that they were currently doing and out of the total respondent women, 18 percent reported that they were into an economic activity.

4.20 Status of Economic Activity: Amongst those who are in economic activity, those carrying out the activity at individual level and as a family are the same number and there were no group activities.

4.21 Type of Economic Activity: Seventy one percent of the respondent women are into cultivation, followed by 13 percent who are growing coffee, 8 percent are into tailoring and 4 percent each are into rearing livestock and into pottery (table 4.11). It can be seen that majority (88%) are either into agriculture, coffee and livestock, which is their preferred activity that was indicate during the consultations. The interventions proposed amongst these tribal community should keep their aspirations and collective attachment to land in mind while facilitating enterprise.

Table 4.11 What Economic Activity

Type of Activity	Frequency	Percent
Agriculture	17	70.8
Coffee Estate (small holding)	3	12.5
Tailoring	2	8.3
Livestock	1	4.2
Potter	1	4.2
Total	24	100

Source: Survey Findings, January 2017

4.22 Category of Economic Activity: Those who are involved in economic activity were asked if the activity was started by them or if it was being traditionally carried out passed on by their family. Eighty seven percent of the women reported that the activity is being done traditionally by the family, followed by 13 percent who said that they started during their time.

4.23 Ownership of the Economic Activity: Sixty seven percent of the economic activity are owned by the respondent women, followed by 25 percent owned by the family, 4 percent each are owned by another member and by the group.

4.24 Managing the Economic Activity: Eighty percent of the women interviewed reported that they themselves manage the day-to-day affairs of the economic activity, followed by 20 percent who reported that their husband manages the activity.

4.25 Employees in Economic Activity: Twenty five percent of the women involved in economic activity employ people in their activity (table 4.12). Seventeen percent reported that they employ 2 to 5 persons, followed by 8 percent women who reported that they employ 6 to 10 persons.

Table 4.12 Employees

Number of Employees	Frequency	Percent
1	-	-
2 - 5	4	16.7
6 - 10	2	8.3
>10	-	-
None	18	75.0
Total	24	100

Source: Survey Findings, January 2017

4.26 Years in Economic Activity: Thirty eight percent of those involved in economic activity have been doing the current economic activity for 11 to 30 years, followed by 31 percent who have been doing it for over 30 years (table 4.13). 19 percent have been doing it for 6 to 10 years and 6 percent each for 3 to 5 years and for 2 years and less.

Table 4.13 Years in Economic Activity

Years	Frequency	Percent	Valid Percent
≤ 2 yrs	1	4.2	6.3
> 2 yrs to ≤ 5 yrs	1	4.2	6.3
>5 yrs to ≤ 10 yrs	3	12.5	18.7
> 10 yrs to ≤ 30 yrs	6	25.0	37.5
> 30 years	5	20.8	31.2
No Response	8	33.3	-
Total	24	100	100

Source: Survey Findings, January 2017

Economics of the Economic Activity

4.27 Investment Mobilized: The investment mobilised for the economy activity ranges from Rs.1000 (tailoring) to Rs.1,00,000 (agriculture) (table 4.14). Fifty six percent reported of having

mobilised an amount in the range of Rs.10,001 to Rs.30,000, followed by 22 percent each who reported of having mobilized an amount ranging from Rs.30,001 to Rs.1,00,000 and Rs.5,000 and less. The average amount mobilized works out to Rs.32,056.

Table 4.14: Amount Mobilized for the Economic Activity

Amount Mobilized (in INR)	Frequency	Percent	Valid Percent
≤ ₹5,000	4	16.7	22.2
>₹5,000 and ≤ ₹10,000	-	-	-
>₹10,000 and ≤ ₹30,000	10	41.6	55.6
>₹30,000 and ≤ ₹1,00,000	4	16.7	22.2
>₹1,00,000	-	-	-
No Response	6	25.0	
Total	24	100	100
Average amount mobilised ₹32,056			

Source: Survey Findings, January 2017

4.28 Investment Made for Economic Activity: The respondent women who are into economic activity were asked to indicate the amount that they invested further in the activity at the time they started it. Twenty one percent each of the respondents reported of having invested in goods and raw material, the average investment made was Rs.5,400, and in machinery and equipment the average of which was Rs.9,800 (table 4.15). Twenty five percent had made some deposit related to their activity and the average deposit made was Rs.4,333. Seventeen percent had invested on building and the average investment made was Rs.2,875.

Table 4.15: Investment Made in the Economic Activity

Type of Investment	Number of Women who had Invested	Percentage out of Total Women into Economic Activity	Average Amount of Investment Made
Building	4	16.7	₹2,875
Raw Material / Goods	5	20.8	₹5,400
Machinery / Equipment	5	20.8	₹9,800
Deposits	6	25.0	₹4,333
Total of Some Investment	7	29.2	₹16,214

Source: Survey Findings, January 2017

4.29 Business Loan: Only 12 percent had borrowed from formal banking sector towards their economic activity as loan for investment and interestingly all of them are SHG members, indicating that formal banking sector are accessible to members of SHG more easily than the non-members. The average amount borrowed is Rs.1,04,000 and the individual borrowing ranges from Rs.13,000 to Rs.2,00,000. All have borrowed for cultivation purpose. Loan from private financiers has been availed only by 4 percent towards investment for the activity. Loan from private sector has been availed by SHG member only. The amount borrowed is Rs.5,000 and for cultivation purpose (table 4.16).

4.30 None had been able to borrow for working capital either from bank or from private financiers. This indicates that finances for agricultural activity is not accessible to these tribal

community, who during the consultations had expressed their desire to do cultivation and requested for financial support.

Table 4.16: Borrowings for Economic Activity

Type of Loan	Number of Women who had Borrowed	Percentage out of Total Women into Economic Activity	Average Amount of Borrowing
Bank Loan as Capital	3	12.5	₹1,04,000
Private Loan as Capital	1	4.2	₹5,000
Bank Loan for Working Capital	-	-	-
Private Loan for Working Capital	-	-	-

Source: Survey Findings, January 2017

4.31 **Income from Business:** The respondents into economic activity provided details of the income derived annually from their economic activity and the average annual income reported was Rs.35,888 ranging from Rs.3,000 (through livestock) to Rs.1,08,000 (through cultivation). It is of interest to note that the average annual family income of these families who are into economic activity is Rs.97,788 and the income through economic activity contributes to about 37 percent of the annual family income. The annual income derived from the economic activity amongst the respondent women who are SHG members (75%), is about Rs.40,000 and is marginally higher than the overall annual income from economic activity.

4.32 **Awareness to Standards:** Ninety two percent were aware of the requirement of quality standards in their product/produce, 58 percent were aware of the environmental impact of their activity and only 8 percent had insured their activity.

Difficulties in Undertaking the Economic Activity

4.33 Eighty eight percent reported that lack of working capital was a difficulty faced by them in their economic activity, followed by 83 percent reported of difficulty in marketing (table 4.17). 75 percent cited non-availability of raw material as a difficulty faced by them, 67 percent reported of non-availability of finance at low interest as a difficulty, 58 percent each reported of delayed payments as a difficulty and lack of business knowledge, 46 percent each reported of lack of equipment / machinery as a difficulty and shortage of skilled labour and 25 percent reported that health issues related with their activity as a difficulty.

Table 4.17: Difficulties in the Economic Activity

Difficulties	Frequency	Percent
Lack of Working Capital	21	87.5
Non-availability of Finance for Low Interest	16	66.7
Non-availability of Raw Material	18	75.0
Payment (receivables) delayed	14	58.3
Health Issues Involved in the Activity	6	25.0
Lack of equipment/machinery	11	45.8
Lack of skill / business knowledge	14	58.3
Difficulty in Marketing	20	83.3

Difficulties	Frequency	Percent
Shortage of Skilled Labour	11	45.8

Source: Survey Findings, January 2017

Support Required to Expand Activity

4.34 Respondents who are into economic activity were asked to assign the level of importance that they attribute to 8-support measures. In order to identify the requirement, weightage were given by assigning 5 to *most important requirement* through 1 to *not at all required*. It can be seen from table 4.18 that the requirement of working capital for the economic activity has been regarded as *most important support required* and all other support measures are reported as *important* except training that is reported as *may be useful*.

Table 4.18: Support Required to Expand Activity

Support Required to Expand	Most Important	Important	May be Useful	Not Required	Not at all Required	Weighted Average of Responses	Importance of Support
Working capital	83.3	12.5	4.2	-	-	4.8	Most Important
Term loan	56.5	26.1	13.0	4.3	-	4.3	Important
Training	29.2	12.5	25.0	29.2	4.2	3.3	May be Useful
Raw material made locally available	54.2	16.7	16.7	8.3	4.2	4.1	Important
Marketing support	37.5	41.7	4.2	12.5	4.2	4.0	Important
Guidance at times of difficulty	20.8	37.5	25.0	12.5	4.2	3.6	Important
Technical support	29.2	41.7	16.7	12.5	-	3.9	Important
Linkage to other Govt. schemes	39.1	30.4	17.4	13.0	-	4.0	Important

Source: Survey Findings, January 2017

Women in Employment / Wage Labour

4.35 Fifty two percent of the respondents are in employment or wage labour and are not into any economic activity (table 4.19). Amongst them, 46 percent have been in employment/wage labour for about 11 to 30 years, followed by 27 percent for about 6 to 10 years, 19 percent for over 30 years and 9 percent for 2 years and less.

Table 4.19 Years in this Job / Work

Years Working	Frequency	Percent
≤ 2 yrs	6	8.6
> 2 yrs to ≤ 5 yrs	-	-
>5 yrs to ≤ 10 yrs	19	27.1
> 10 yrs to ≤ 30 yrs	32	45.7
> 30 years	13	18.6
Total	70	100

Source: Survey Findings, January 2017

4.36 Seventy one percent are paid wages once a week, followed by 20 percent who are paid monthly, 6 percent daily and 3 percent fortnightly. Fifty seven percent get work for over 180 days, followed by 23 percent who get work for about 91 to 180 days, 9 percent get work for about 30 days and less and 3 percent about 31 to 90 days (table 4.20). Eighty six percent are employed in the private sector and 14 percent work in government sector

Table 4.20: Days of Work in a Year

Days of Work	Frequency	Percent
≤ 30 days	6	8.6
> 30 days and ≤ 90 days	2	2.9
>90 days and ≤ 180 days	16	22.8
> 180 days	40	57.1
No Response	6	8.6
Total	70	100

Source: Survey Findings, January 2017

Difficulties in Employment

4.37 Respondents who are either employed or into wage labour were asked about the difficulties/problems that they encounter in being employed and were asked to assign the level of importance to each of the problems that they face. In order to assess the level of seriousness of the issues, weightage were given by assigning 5 to *most important problem* through 1 to *not at all a problem*. It can be seen from table 4.21 that the all are reported as *a problem sometimes* other than harassment at workplace, delayed wage payment and accommodation which are reported as *not a problem* as such.

Table 4.21: Problems Faced in Employment

Problems Faced in Employment	Most Prob lema	Prob lema tic	Som etim es	Not a Prob lem at all	at all a Prob	Weighted Average of Responses	Gravity of the Problem
Travel time/ Connectivity	33.9	14.5	12.9	25.8	12.9	3.3	Sometimes a Problem
Managing Household Chores	14.5	41.9	19.4	16.1	8.1	3.4	Sometimes a Problem
Managing Children	9.8	37.7	9.8	23.0	19.7	2.9	Sometimes a Problem
Harassment at Workplace	4.8	6.5	11.3	50.0	27.4	2.1	Not a Problem
Safety during Commuting	16.1	9.7	22.6	41.9	9.7	2.8	Sometimes a Problem
Delayed Wage Payment	1.6	17.7	24.2	32.3	24.2	2.4	Not a Problem
Underpaid	9.7	27.4	9.7	35.5	17.7	2.8	Sometimes a Problem
Long house of Work	3.3	16.4	24.6	39.3	16.4	2.5	Sometimes a Problem
Health issues related to Work	1.6	19.7	26.2	31.1	21.3	2.5	Sometimes a Problem
Lack of proper Accommodation	11.6	4.3	4.3	46.4	33.3	2.4	Not a Problem

Source: Survey Findings, January 2017

Women Not in Workforce

4.38 The women who are not in workforce (30%) were asked for the reason for not taking up any work or employment. Thirty four percent of them reported that they have no education, followed by 31 percent who said that their family will not approve of them going for work (table 4.22), 20 percent reported that they do not possess the required skill, 9 percent said that there is no need for them to work and 6 percent said that the society will not approve of them going for work.

Table 4.22 Reason for Not taking up a Job

Reason for Not Working	Frequency	Percent	Valid Percent
Not Required	3	7.3	8.6
No Education	12	29.3	34.3
No Skill	7	17.1	20.0
Family Restrictions	11	26.8	31.4
Society Restrictions	2	4.9	5.7
No Response	6	14.6	
Total	41	100	100

Source: Survey Findings, January 2017

4.39 The women who are not in workforce (30%) were asked for the reason for not undertaking an economic activity. Lack of finance was reported by about 49 percent, followed by 17 percent who said that they do not possess the required skills (table 4.23). 14 percent said that the family would not permit, 9 percent said that there is no need for them to do any activity, 3 percent had no specific reason and 9 percent had some reason or other.

Table 4.23 Reason for Not Doing any Economic Activity

Reason for Not Doing any Economic Activity	Frequency	Percent	Valid Percent
Lack of Finance	17	41.5	48.6
Lack of Skill	6	14.6	17.1
Not Sure	1	2.4	2.9
Not Required	3	7.3	8.6
Family Restrictions	5	12.2	14.3
Other Reasons (not specific)	3	7.3	8.6
No Response	6	14.6	
Total	41	100	100

Source: Survey Findings, January 2017

4.40 The women who are not in workforce were asked if they were willing to take up economic activity, if they were provided with the required support and assistance. Eighty six percent expressed interest in undertaking economic activity and the rest (14%) were not interested. The 86 percent who want to take up economic activity are potential entrepreneurs, and most of them could be supported to take up economic activity.

5. Consultations

The Community

33 women in Kokkal

5.1 Kothagiri located at about 6,500 feet above MSL, in Nilgiris –the Queen of hills in India. The hill town of Kothagiri is surrounded by impressively beautiful and rough forest and fields. Kokkal is a small and yet more beautiful village in Keezh Kothagiri area of Devnad Panchayat. The entire population of the village is tribal in nature and they are called the Kothas. The people of this community are among the reserve’s most marginalized people; and they have a low rate of literacy and high morbidity.

5.2 The predominant occupation of the village is vegetable cultivation. Unlike villages in the plains the Kokkal village has population who are land owning too. Every family has a small piece of land – about an acre owned by them. But the cultivation in the land will not be adequate for them to keep going for the entire year. On the one hand women face problems but on the other they also make an attempt concretely towards finding solution. Thirty three women in Kokkal village, from different SHGS and women groups have come together, formed a federation and collected their financial contribution; and they also borrowed loan from the bank in the name of the federation. With the money mobilized through contribution and loan they leased out 2 acres of land and make a collective farming.



5.3 The workforce of the women is divided as follows:

- One third of the working time (not necessarily on a daily basis – but as it requires) is spent working on the land which belongs to the family.
- One third of the time spent working on the land collectively owned by 33 women
- One third of the time spent on gardens of other owners

5.4 This gives them way to make additional income instead of depending upon a single source or small piece of land. The women need additional support in terms of programs, practice or training and resources in order to cultivate market and make profit.

Kunjappannai, Kothagiri

5.5 Kunjappannai is a village in Kothagiri Taluk of the Nilgiris District, located 25 KM towards East from District headquarters Udhagamandalam. The village is surrounded by Coonoor Taluk the, Udhagamandalam Taluk, Karamadai Taluk towards South and the Nilgiris Taluk towards

west. The population of the entire village is of one community called Irullas (Irullas of the Nilgiris).

- Kunjappannai is considered to be the birthplace of the Irulla community and certainly one of the most important places for Irullas irrespective of the geographical location they currently live in. It is also said that they consider it to be a honour to be buried after the life time in Kunjappanni; and for those who die elsewhere, it is considered that a part or a piece of the mortal remains be brought to be buried here.
- Pongal is the only festival the village celebrates and the entire population of the village get together and celebrate it for few days in the month January.

5.6 Growing vegetables and plantation of Coffee nursery are the major activities of women in the village. The hill is hiker's paradise, with plenty of nature trails does not appear to be very



conducive for the local inhabitants; when the people grow vegetables and other farm produces they need to walk some distance in the forest to reach the nearby small town to find market for the produce and while doing so they encounter wild animals and the venture could become risky and fatal too. In off seasons they go to the plains and work in places where they grow betel nut; where the women learn to make plates from the leaves of betel nut leaves (used as replacement for plates while eating), Fruit jam, fruit jelly and pickle.

5.7 The problems and issues of women in Kunjappannai can be summarized as follows:

- Inadequate farm products
- Transporting the produce
- Alternate employment/ income opportunity

Susheela, Kozhikarai

5.8 Ability to fight against odds and move towards achievement has always been concealed with women – Susheela is yet another exemplar for such pursuit. Susheela (32), single women, lives in Kozhikarai, a small tribal village in Kothagiri area of the Nilgiris. Kozhikarai is a tribal village, consist people belong to Irullas, Krumbas and Kothas out of whom Irullas are the majority.

5.9 Most of the people especially women work in plantation and vegetable gardens. Every household in Kozhikarai owns a small piece of land and cultivate. As the produce from their land stands insufficient they go for farm work in others land for wages. The women also have access to produce of local reserved forests like Cinnamon, Amla, Honey, Pattai and similar products which are uncommon for people from the plains. The produces which they bring from the

reserved forest are bought by a middleman and they transport it to places outside the Nilgiris. Though the produces are available the women have problem in reaching reserved forest also as they encounter the risk from the wild animals.

5.10 Kozhikarai women belong to an SHG and they meet regularly. During the course of discussions in the regular meetings of the SHG the women, under the leadership of Susheela decided to expand the scope of creating additional income for them. As a follow up they also had discussion with few NGOs working in the geographical boundaries of Kothagiri and they had round of discussions also with officials in the Tea Board.



5.11 Based on the knowledge they gained and the possibility they could explore they discussed with SHGs of neighboring villages and extended their idea; and as a result of it the SHGs of the following villages Kozhikarai, Kozhithurai, Sandappatti and Mel koopu have come together and formed a federation under the leadership of Susheela. There are 52 Members in the federation and they brought the entire land owned by the individual members of the federation and thus they could collect 50 acres of the land with which they approached the Tea Board. Tea Board has a provision, for those who own more than 50 acres, to make available subsidy of 50% cost to buy a vehicle for transporting the products such as coffee nursery, produce and vegetables, to the nearby places.

5.12 The federation under Susheela, based on the 50 acres land collectively owned got Rs. 3,50,000 (50% of the cost) as subsidy from Tea Board and borrowed the remaining 50% (Rs. 3,50,000) as a loan from the Indian Bank. The success story of the women group headed by Susheela has achieved the following:

- Cooperative farming in 50 acres
- Transport their produce in their own vehicle
- Employed and manage a driver for the vehicle
- Mange running cost of the vehicle
- Sell the produce at a better price in the market convenient to them
- Share the profit
- Rent the vehicle for other and make additional money
- Regular repayment of the monthly dues against the loan from Indian Bank
- Continue to work in others farm whenever it is required

Kamaraj, Kadasolai

5.13 Kamaraj (47) is a school drop-out lives in Kadasolai village in Kothagiri block. Kamaraj has been running a small provision store in Kadasolai. This is the only shop in this small village and he feels that his shop caters to the needs of that village for all immediate day-to-day requirements. Kamaraj acknowledges that there is adequate infrastructure development in his village, the village is well connected with other places by road, and there is a bus service with regular timing. There is a school nearby which can accommodate all children of the village for primary education, there is a Primary Health Centre and some time the 'hospital people' also come to villages for providing checkup for people of our village. But there are some places towards forest where the roads are very bad. People from the village need to go to forest to collect forest products and since the approach road is very bad they are not able to go particularly during rainy season.



5.14 The women of the village find it more difficult to travel to interior places to collect forest produce. Youngsters of the village go to places which are 30 to 40 k.ms away seeking job and women also travel some extent to work in estates. Kamraj feels that if some arrangement is made to create opportunity for women to work would certainly benefit the village.

Priyanka, Anjanagiri

5.15 Priyanka (26) lives in Anjanakkarai village and has been managing her small family of two children. She had a problem with her husband for not having taken care of the family and now she lives alone with her children. She goes for farm work like tending vegetable nursery and also in tea estates. She is included as one of the village animators by an NGO working among the tribal population in the area. She has reasonably good knowledge about her village, culture and the people. She strongly feels that the people of their community (Kurumbas) need to be given knowledge about the rights that they have with respect to using forest products, land and other government schemes.



5.16 She feels education should be made available across all tribal settlement and women empowerment should be given priority. Once education and empowerment are extended she feels that the economic programs will also be successful. SHGs, according to Priyanka have not

done well to achieve the expected results other than helping them to have some money in circulation.

Masi Karupparayan. Kengarai

5.17 Masi Karupparayan (65) is one of the traditional leaders of his village Kngarai in Kothagiri Block. Masi says that, most of the people in his village work as daily laborers and they do not have regular job or income. The village is located in such a way that there is a school (up to 12th Standard) in 3. Km. Bank, Police Station and health facility are also located within a short distance. Masi says that almost every family in the village owns land and they do not have enough resources to start cultivating.



5.18 They need some initial grant to cultivate in their own land They need some motivation to start working in the field instead of working as daily laborers. He wants women of the village to be trained in handicrafts.

Institutions and Other Stakeholders

5.19 India has one of the largest Tribal concentrations in the world. Tamil Nadu has a very small percentage of Tribal population, but the State has several dozens of distinct Tribal (Adivasi) communities scattered over large areas. There are a few concentrated pockets in the State and the Nilgiris biosphere is one of them. In the Nilgiris it is Kothagiri Block, which has higher than average concentration of Tribal population. As per the 2011 Census, the ST population of Tamil Nadu accounts for 0.76% of the total ST population in India, while in the Nilgiris district ST account for 4.13% of the total ST population in the State and 4.46% of the general population in the District.



5.20 Kothagiri's dense shola forests and steep cliffs are home to several indigenous tribes of the Nilgiris. In fact, the name 'Kothagiri' means the hill of the Kota tribes. A unique feature of this tribe is their half-barrel shaped homes, crafted from mud, wood and straw, which have tiny two feet high doors; but all of them have started disappearing.

5.21 To understand the capacity of the tribal population to articulate the level of access to infrastructure and services, livelihoods resources, training and skills building opportunities, markets which can give better incomes, in relation to the components of the TNRTP the following category of people were met and discussed during 30th January and 3rd February 2017:

- SHG members
- Women of the Tribal Community
- Youth in the village
- Elected leaders
- Traditional
- School Teachers
- Local traders
- Private Sector representatives
- NGO
- Doctor at the Primary Health Centre
- Research Institute

Major Problems Identified:

5.22 The Tribal communities were dependent on common property resources like forest and pastureland for livelihood (agriculture); the access of the tribal people to the common resources played an important role in holding the community together. In the recent years there has been large scale encroachment on the common resources and Government departments, development organizations and NGOs have been working in clearing these hurdles. Further, only a section of the tribal population continues to think that they have a right over common resources and places, while the others do not show such attachment to the common resources as either they do not see much scope in common resources or are in the process of migrating to other forms of economic activity.



5.23 The other major problems identified include:

- The people of tribal community often fall sick
- Lack of nutritious food is one of the reasons for the low immunity which increased the susceptibility to diseases.
- The women of Tribal communities suffer from low blood count and anemia. Traditional practices which these tribes followed are on the decline.
- There is also a shift in the agriculture from food to plantation crops.
- Exploitation by middlemen and traders in the process of getting their produce to the market
- Degradation of forests at a rapid pace

5.24 In shifting cultivation, cultivators do not stick to a particular piece of land for cultivation. A patch of land is selected; all the shrubs herbs and trees are cut down and then set on fire; the clearings thus done is taken up for cultivation. The lands belonging to the Adivasis in the Kothagiri and Coonoor regions have low biomass content. Most of these lands lie in the rain shadow region and are prone to landslips and erosions. The following are the important problems caused by shifting cultivation:

- Damage to the vegetative cover which leads to soil erosion, depletion of nutrients in the soil and floods
- There is reduction of the forest cover thus accelerated erosion, wastage of valuable herbals, timber and other forest produce.
- There is loss of fertility of soil in the areas of slash and burn cultivation.

A couple of training programs were suggested related to organic farming techniques, credit facilities and revolving fund and assistance to the community to revive the traditional farming practices

Discussion with Head Master, Government Adivasi Residential School

5.25 When discussed with him, Mr. Vinu Das, Head Master, Government Adivasi Residential School at Kunjappanai says that there are enough of government schemes and programs for the Tribal people to get benefited but the biggest problem that he had seen among the tribal population is the unwillingness to move out of their places for education or any other employment perspectives. He feels that they are attached to their habitation more than anybody we can think of. There are opportunities provided by the government specified for tribal communities go vacant every year. Mr. Das further says that it requires an intensive campaign by the government, voluntary organization and any other like-minded groups, to create awareness among the people about the need for and the importance of education.



They also need to be oriented properly on how safe it is to go out for higher education or for employment.

5.26 Mr. Das says that a team needs to be formed with people of tribal community who were educated and reached to certain levels of employments, and with the help of such people a motivational program can be started and also create awareness about the provisions and eligibility available to tribal population.

Discussion with Medical Officer in-charge of PHC

5.27 Dr. Ashokan, In charge of Government Primary Health Centre says that the Mobile Medical Unit (MMU) of the PHC goes for village visit and by doing so they would be visiting every village at least once month. Dr. Ashokan said their unwillingness to access even Medicare is surprising. He quoted an example that a pregnant woman from the tribal village was brought to PHC by the medical team for delivery and she ran out of hospital without anybody's knowledge in the hospital and went back to her village. The MMU went in search of her could

not convince her to come to PHC. By staying at the village she developed complication and after the team rushed to the village they were able to save only the mother.

5.28 Dr. Ashokan feels that the infrastructure facilities are improving year by year. The villages are getting connected however there are some places due to the geographical location the medical van could not reach and he feels that a provision for an additional vehicle - smaller in size but a 'four wheel drive' would help them reach better. Dr. Ashokan feels that the awareness campaigns need to go for some more time – till such time the health seeking behavior of the people becomes good.

Discussion with few NGOs in the region

5.29 Some of the key areas of concern identified by NGOs consulted were:

- Tribal population have a Problem of illiteracy
- Tribal population have a Problem of indebtedness
- The Toda community people are naturally skilled in doing embroidery work
- The Kotta community people are good in Carpentry, Blacksmiths and Poultry
- The Kurumbas are very good in Honey hunting and Painting
- Irullas are experts in Bamboo related work – making baskets, broomstick etc.
- Government can identify the possibility of providing skills and training in the respective trade and make their natural ability fine-tuned.
- Arrangement to be made to help this community to make products, crafts and other materials and they should be helped in marketing them
- Involve organizations like Tribal Cooperative Marketing Development Federation of India (TRIFED) more in order to help the tribal community becomes internationally acclaimed.
- Introduce more capacity building programs for the tribal people through
 - Sensitization,
 - formation of Self Help Groups (SHGs) and reviving the old SHGs
 - imparting training to them for undertaking a particular activity
 - exploring marketing possibilities in national as well as international markets
 - creating opportunities for marketing tribal products on a sustainable basis
- Collaborate with Textile Ministry in making use of the embroidery skills

5.30 Buntan, a traditional village leader had to say that they have access to road, transport, bank, health facilities. They also have access to their land – demarkated by forest rights; but people do not cultivate vegetable or any other farm products. They should be encouraged to cultivate by providing soft loans.

5.31 SHG women had to say that:

- 1) They have access to road, bus, bank, post-office, PHC Women have access to revolving fund.
- 2) People take loan and use it for other domestic purposes.
- 3) Voice of the women is very much considered – it is not easy to sideline them.
- 4) Women go for work outside the village – Erode, Avinasi.



5) Drinking water is a biggest problem in the village.

5.32 Indira, a descendant of a traditional village leader had to say that:

- Land belongs to the people
- We need to protect our tribal culture
- We do not want us to be alienated in the name of development
- Leave us to live us Adivasi with our food, culture, worship, dance etc.



5.33 The Women’s group discussion, Kengarai Village had to say that:

- Basic infrastructure is available
- Water scarcity is a problem
- People go for work as laborers – earn around Rs.200 per day
- They do not get job all through the year
- They do not have enough money for starting our own work or employment unit.

5.34 The summary of issues and concerns raised during the consultations have been presented in Table 5.1 along with the TN-RTP interventions that would address them.

Table 5.1: Summary of Consultations

S.No	Stakeholder	Concerns / Issues	Approach of TNRTP to Address the Concern / Issue
1	Kotha Tribal women in Kokkal village	Land holding being small, the income derived is inadequate to meet household requirement	Facilitate loan for agriculture, markets for produce that pay higher value, skilling for enabling off seasonal employment, support for taking up economic activity, promoting traditional skills and connecting to niche markets
2	Irula Tribal women in Kunjapannai village	Marketing the vegetables cultivated and lack of adequate off seasonal employment opportunities	Facilitate easy access to markets through mechanisms devised in consultation with the community including empowering some amongst them to handle market players, strengthen traditional skills and providing skills for income during off season
3	Irula Tribal women in Kozhikarai village	NTFP are bought by middleman and risk of animal in forest areas	Facilitate access to markets that give fair value for NTFP, link to information from TN Forest on safe areas for collection of NTFP

S.No	Stakeholder	Concerns / Issues	Approach of TNRTP to Address the Concern / Issue
			where animal movement is absent/minimal, encourage the use of traditional methods of collection
4	Tribal in Kadasolai	Difficulty in gaining access to interior places for collecting NTFP, travel to far off places for work	Connect tribal community and Forest officials to integrate NTFP traditional collection practices with technology and developments in forest research, skill imparting and facilitating employment opportunity in nearby places
5	Kuruma Tribal women in Anjanagiri	Education of women and continuance of financial support for SHG	Identify and assist in removing barriers in female education, facilitate scholarship and other support available for education and flexible non-formal education for those who are out of school, strengthening federations and ensuring institutional support for sustaining finance support
6	Traditional tribal leader, Kengarai	Finance for cultivation and training in handicrafts	Ensuring financial support and inclusion, providing skills that promote traditional handicrafts and other for which raw material are locally available
7	Medical Officer in-charge of PHC	Low nutrition, frequent illness, women are anemic	Facilitate effective implementation of ICDS and intervention from Health Department
8	NAWA and RDO, NGOs	Traditional practices in decline, exploitation by middlemen and traders, degradation of forest	Facilitate easy access to markets through mechanisms devised in consultation with the community including empowering some amongst them to handle market players, strengthen traditional skills and providing skills for income during off season. Facilitate intensity of NAP intervention
9	Head Master, Government Adivasi Residential School	Lack of interest amongst tribal on higher education as they are reluctant to travel outside	Facilitating enrolment for higher education while ensuring they do not have to move away from their habitation by identifying suitable courses within the region

6. Findings and Conclusion

6.1 The initial scoping and preliminary assessments made during the social assessment has established that the profiles of tribal households in the hills are diverse, comprising of a number of societal and ethnic sub-groups and other cultural features. The findings of the social assessment, in Chapter-4 and summary of consultations in Chapter-5, brings this out very clearly. There are substantial number of tribal people in the sample pilot district of The Nilgiris; and they do have a collective attachment to the land, speak indigenous language and have a different cultural and social institutions, that are distinct from that of the mainstream population.

6.2 The socio-economic profile of the Scheduled Tribe in the study area falling under the 4-pilot districts analysed and presented in Chapter-3 establishes that they are part of the mainstream population and do not qualify under the indigenous people category as defined in OP 4.10. However, since the project targets the vulnerable as part of the project intervention, these tribal households in the plain area will benefit from the project.

6.3 Seventy three percent of the households are headed by men and 27 percent are headed by women. The percentage of women headed household is significantly higher than the state average¹⁴ of 13.1 percent comprising of widowed, divorced, separated and never married women. Tribal language the mother tongue of 60 percent of the respondents, followed by Tamil for 30 percent, Kannada for 7 percent and Telugu for 3 percent households

6.4 Sixty four percent of the respondents belong to Irula community, followed by 19 percent who belong to Kotha community, 16 percent belong to Kurumba community and 2 percent to Pal Kurumba community. Female educational attainment is comparatively lower than the male educational level till up to higher secondary level. The females are faring better at graduation level.

6.5 Significant number of women are working as casual labourers and agricultural labourers (37%) and this segment should be provided with required support to take up cultivation and rear livestock as desired by them in the consultations.

6.6 Amongst those who are not in workforce, the employable age group of 25 years to 45 years comprises of 13 percent and most of them are female (85%) women and as housewives they are not in workforce. If motivated and provided option to work at their own convenient time close to their place of living, this segment can very well form part of the workforce.

6.7 The number of households that come under the below poverty line¹⁵ category is 64 percent (87 out of 135 household). The percentage of rural poor is much higher than the 2011-12 BPL estimates for Tamil Nadu as per revised methodology of the planning commission of India (24.3%). Amongst the 24 respondent households who are into economic activity the BPL households is 50 percent (12 out of 24 households), lower than the number of overall BPL households. This reinforces that the households where women are involved in economic activity contribute to reducing poverty levels.

6.8 Fifty percent have been members of SHG for the past 2 years, followed by 34 percent

¹⁴ Census, 2011

¹⁵ As per Planning Commission of India, the state specific poverty line for rural Tamil Nadu is Rs1,081.94 per capita per month for the year 2011–12 and the same updated for January 2017 (the survey period) based on CPIAL is Rs1,789. This is based on 'Dr. C. Rangarajan committees' methodology.

who have been members for 3 to 5 years, followed by 14 percent who had been members for 6 to 10 years and 3 percent have been members for over 10 years. The SHG membership should sustain and unless the members see tangible benefit in being a member, there could be dropouts from the group. Towards this, if the project intervention facilitates enterprise, finance and skill development as a group, the appreciation of being in a group would be greater.

6.9 Eighteen percent reported that they were into an economic activity and amongst them 71 percent of the respondent women are into cultivation, followed by 13 percent who are growing coffee, 8 percent are into tailoring and 4 percent each are into rearing livestock and into pottery. It can be seen that majority (88%) are either into agriculture, coffee and livestock, which is their preferred activity that was indicated during the consultations. The interventions proposed amongst these tribal community should keep their aspirations and collective attachment to land in mind while facilitating enterprise.

6.10 Only 12 percent had borrowed from formal banking sector towards their economic activity as loan for investment and interestingly all of them are SHG members, indicating that formal banking sector are accessible to members of SHG more easily than the non-members. None had been able to borrow for working capital either from bank or from private financiers. This indicates that finances for agricultural activity is not accessible to these tribal community, who during the consultations had expressed their desire to do cultivation and requested for financial support.

6.11 The average annual income reported by respondents into economic activity was Rs.35,888. It is of interest to note that the average annual family income of these families who are into economic activity is Rs.97,788 and the income through economic activity contributes to about 37 percent of the annual family income.

6.12 The requirement of working capital for the economic activity has been regarded as *most important support required* and all other support measures are reported as *important* except training that is reported as *may be useful*.

6.13 Fifty two percent of the respondents are in employment or wage labour and are not into any economic activity. Thirty percent of the women are not in workforce and amongst them 86 percent were willing to take up economic activity, if they were provided with the required support and assistance.

6.14 The traditional skills of the tribal community in the Nilgiris is given below, which can be tapped with project interventions while ensuring that the uniqueness of the traditional skill is not lost in large scale commercialization.

a) **The Badagas** are skilled in farming and are economically advanced. They are a large group that is spread across several areas in the district. They are economically advanced and not recognized as a ST community. At present they are engaged in a movement to gain ST status. Millets were grown traditionally by agriculturalist Badaga communities who had migrated in waves from Karnataka to this region centuries back. Badagas also served as traders for goods from the plains together with incoming Chetties. Clothes, grains, jaggery, salt and other commodities including opium derived from poppies grown by the Badagas were obtained from them by the Todas.

- b) **The Kota** people were the blacksmiths and smiths in gold and silver, artisans and musicians. They live scattered in seven settlements in the Nilgiri district and there is one settlement in Wayanad.
- c) **The Kurumbas** - Traditionally they have been hunters and gatherers and now occupy the hills, forested areas of The Nilgiris. The Kurumbas were the forest based tribes and they provided forest produce to the others, such as honey, bees wax, herbal plants and therapy, baskets, winnows and large grain storage baskets.
- d) **The Irulars** grew millets and fruit trees like lime, jack, orange and bananas in gardens around their settlements. The two ethnic groups helped each other in growing their crops in shifting cultivation. The Kotas received brooms, bamboo artefacts, honey, resin incense and other forest produce from Irulars. In return, the latter got field and garden implements from the Kotas. As the Kurumbas, the Irulars also supplied baskets, winnowers and winnowing fans of split bamboo to the other neighbouring communities.

6.15 Some of the indicative livelihood options are:

- a) Agriculture and Livestock
- b) Promotion of ecotourism
- c) Promotion of Tribal tourism
- d) Value addition of NTFPs
- e) Increasing the intensity of collecting more number of NTFPs in Nilgiris
- f) Collection of parking charges by the federation in tourist places
- g) Rearing of white pigs (white Yorkshire) for pork, this could be marketed in Mysore, Bangalore and Chennai (This could be done if those tribes have habit of rearing pigs) – Climate is favourable for rearing pigs (white)
- h) Vermi-composting is the very good business, manure is the most wanted for tea and coffee estates.
- i) As the climate is favourable, viable micro enterprises such as mushroom culture, rearing rabbits and sericulture could be encouraged.
- j) Goat rearing in cages is also an appropriate option to increase income of project target community
- k) Cold storage could be installed to store vegetables and seasonal fruits for marketing based on demand
- l) Exportable flower cultivation in polyhouse mist chambers could fetch significant income

Table 6.1: Tribal Development Implementation Design Framework

Key Issue	Strategy	Likely activities	Project Component	Primary Responsibility	Support Institutions
Analysis ,Participatory growth plan and Community Mobilization					
Identification of market driven enterprise opportunities to initiate economic activities involving tribal women	Identification of commodities having potential to promote value chain for tribal HHs.	<ul style="list-style-type: none"> ▪ Diagnostic analysis and Value chain prioritization for tribal clusters and blocks 	1a	<ul style="list-style-type: none"> ▪ TN-RTP Block and DPMU 	<ul style="list-style-type: none"> ▪ TSA ▪ All line Departments
Community Mobilization to expand livelihood options and scaling up primary activities.	Strengthening CBO's, Federations to	<ul style="list-style-type: none"> ▪ Mapping, Analysis and consolidation of communities and SHGs ▪ Facilitate participatory management of community assets and planning ▪ Orientation towards natural risk management ▪ Orientation on tribal rights and related legislations ▪ Training on land management, produce and technology support ▪ Providing services for enterprise promotion ▪ Expansion / consolidation of federations. ▪ Activities on - 	1a, 1b, 2a, 2b,3b	<ul style="list-style-type: none"> ▪ TNRTP ▪ TCEFs along with project staff and MaKaMai 	<ul style="list-style-type: none"> ▪ TWD ▪ Forest Department

Key Issue	Strategy	Likely activities	Project Component	Primary Responsibility	Support Institutions
		<ul style="list-style-type: none"> consolidation of holdings to enable access to credit and programmatic facilities ▪ Strengthening community schools ▪ Establishing community radio networks for information dissemination 			
Identification of Livelihood opportunities for women in tribal locations	Identifying and promoting economic activities that are land based NTFP	<ul style="list-style-type: none"> ▪ Assistance in identifying suitable activities for Tribal HHs ▪ Providing required support ▪ Convergence with ongoing programs 	1a,1b,1c	<ul style="list-style-type: none"> ▪ TNRTP 	<ul style="list-style-type: none"> ▪ TWD ▪ Forest Department
Lack of knowledge on agriculture, horticulture, livestock	Identifying suitable agricultural crops, horticultural plants	<ul style="list-style-type: none"> ▪ Promoting region specific crops / plants / livestock ▪ Promoting traditional methods of farming ▪ Value addition for the unique farming practices 	2a, 2b	<ul style="list-style-type: none"> ▪ TNRTP 	<ul style="list-style-type: none"> ▪ TWD ▪ Forest Department ▪ Agri Dept / Animal Husbandry
Raw Material and Marketing	Identifying source and markets	<ul style="list-style-type: none"> ▪ Facilitate in getting raw material ▪ Facilitate access to markets that gives higher value 	1b	<ul style="list-style-type: none"> ▪ TNRTP 	<ul style="list-style-type: none"> ▪ TWD ▪ Forest Department ▪ Agri Dept / Animal Husbandry/

Key Issue	Strategy	Likely activities	Project Component	Primary Responsibility	Support Institutions
					TRIFED
Livelihood					
Enhancing livelihood Opportunities	Improved access to resources Promotion of tribal focused natural resources and NTFP based value chains and enterprise activities.	<p>Mapping of Livelihood options and Skill upgradation Needs for tribal HHs</p> <p>Promotion of individual and group Enterprises</p> <p>Organizing Producers into Producer Groups and formation of Producer Collectives</p> <p>Indicative Actions:</p> <ul style="list-style-type: none"> ▪ Tourism: development of eco tourism- Trails, tribal living and linkages with forest departments programs/ guest houses ▪ Cattle rearing/ poultry- extension support services ▪ Organic farming and gathering ▪ Ayurveda and traditional medicinal practices: Documentation and 	<p>1a, 1b 2a, 3a, 3b</p> <p>1c, 2a, 3b, 3c</p>	<ul style="list-style-type: none"> ▪ TNRTP 	<ul style="list-style-type: none"> ▪ TWD ▪ Forest Department ▪ Animal Husbandry Department, Agriculture Department, TNAU

Key Issue	Strategy	Likely activities	Project Component	Primary Responsibility	Support Institutions
		dissemination.			
Improving Traditional skills	Investment on human resources for the project potentially from the local areas who relate well with tribal culture and practices.	<ul style="list-style-type: none"> ▪ Soft skills relating to tourism- hospitality, communication ▪ Promoting traditional skills- carpentry, blacksmith, knitting, pottery ▪ Access to agricultural extension services ▪ Pprotection of intangible tribal arts and culture <ul style="list-style-type: none"> ○ Documentation of tribal arts, skills, history and culture ○ Documentation and dissemination of traditional medical practices ○ Inclusion of understanding of traditional tribal cultures as part of induction to TWD/ Forest Departments ○ Response to human animal 	3b, 3c 3a, 3b, 3c	<ul style="list-style-type: none"> ▪ TNRTP 	<ul style="list-style-type: none"> ▪ TWD ▪ Forest Department ▪ NIFT / NID ▪ Agriculture Department, Agri.Marketin g ,

Key Issue	Strategy	Likely activities	Project Component	Primary Responsibility	Support Institutions
		conflict issues and management			
Process Support					
Continuous access to livelihood support facilities	Strengthening product and geographic clusters Entrepreneurial support	<ul style="list-style-type: none"> ▪ Based on mapping and needs, define: ▪ The roles and scope of technical support agencies; ▪ Establish support facility/ helpline: ▪ Services and facilities <ul style="list-style-type: none"> ○ Cold Storage ○ Organic Farming: Orientation on practices, agricultural extension services, marketing channels, value addition and scaling up. ○ Technical Incubators <ul style="list-style-type: none"> ▪ Design ideas ▪ Common manufacturing facilities ▪ Business Incubators <ul style="list-style-type: none"> ○ Business Planning- 	<p>1b,1c,2a</p> <p>1c, 2b</p> <p>1a, 1b, 1c 2a, 2b</p> <p>1b,1c, 3c</p>	<ul style="list-style-type: none"> ▪ TN-RTP ▪ TWD 	<p>NABARD DTE</p> <p>MSME, DIC, KVIC, Ministry of MSME, NABARD THADCO</p>

Key Issue	Strategy	Likely activities	Project Component	Primary Responsibility	Support Institutions
		activity design, marketing and value add approaches to individuals and groups <ul style="list-style-type: none"> ○ Marketing ○ Warehousing ▪ Value chain Management <ul style="list-style-type: none"> ○ Integration of processes with produce marketing boards and facilities (KVIC, tea/ coffee Board, Plantation corporations) 			
Finance as capital investment and working capital	Access to sustainable financial sources	<ul style="list-style-type: none"> ▪ Financing including improved access to bank/s intermediaries and loan facilitation; ▪ Establish credit Guarantee mechanisms; 	2a	<ul style="list-style-type: none"> ▪ TN-RTP ▪ TWD 	NABARD DTE MSME, DIC, KVIC, Ministry of MSME, NABARD THADCO
Health and Nutrition	Health care, nutritious food intake	<ul style="list-style-type: none"> ▪ Promoting traditional nutritious food consumption ▪ Encouraging appropriate traditional methods 	1c,2a	<ul style="list-style-type: none"> ▪ TN-RTP 	DPH

Key Issue	Strategy	Likely activities	Project Component	Primary Responsibility	Support Institutions
		<ul style="list-style-type: none"> Access to health care facilities 			
Inclusive Management					
Enhance role of women in managing facilities and groups	<ul style="list-style-type: none"> Women and vulnerable centric Inclusive management Strategic position of OSF. 	<ul style="list-style-type: none"> Positioning women in one stop facility and strengthening management skills in community and process management Training of women managers/ facilitators 	1a, 2b	<ul style="list-style-type: none"> TN-RTP TWD 	TN-RTP State Level
Transport, knowledge and Information access	<ul style="list-style-type: none"> Communication services through ICT services 	<ul style="list-style-type: none"> Transport services through enterprise development ICT services for sharing of knowledge, sharing of information 	1a,1b,1c, 4d	<ul style="list-style-type: none"> TNRTP-Block Team, DPMU 	Private partners
Language and locational barrier	<ul style="list-style-type: none"> Field Staff from the Tribal Community 	<ul style="list-style-type: none"> Engage field staff from amongst the tribal community special provision to support human resources in hilly locations i.e.; one CPs per Village Panchayat for enterprises. 	1d	<ul style="list-style-type: none"> TN-RTP 	-
Difficult terrain and distances	<ul style="list-style-type: none"> Project staff with hilly allowance 	<ul style="list-style-type: none"> Project support HR policy to adapt support to hilly 	4a	<ul style="list-style-type: none"> TN-RTP 	MaKaMai

Key Issue	Strategy	Likely activities	Project Component	Primary Responsibility	Support Institutions
		allowances to staff			

CBO= Community Based Organization, DIC= District Industries Centre, DTE= Directorate of Technical Education, KVIC= Khadi and Village Industries Commission, MaKaMai= Makkal Katral Maiyyam (2nd level institutional learning centre), MSME= Medium and Small Enterprise, NABARD= National Bank for agriculture and Rural Development, OSF= One Stop Facility, NTFP= Non Timber Based Forest Produce, SHG= Self Help Group, CPs= Community Professional, TNAU=Tamil Nadu Agricultural University
TCEFs= Tribal Community Enterprises Facilitator.

Note: Component Description

Components	Subcomponents
1. Business Ecosystem Development and Enterprise Promotion	1a: Inclusive Strategic investments, Analytics, and Planning.
	1b: Business Development Support Services.
	1c: Enterprise promotion and Value chain strengthening.
2. Enterprise Business Plan Financing and Innovations	2a: Facilitating Business Plan Financing
	2b: Innovation Promotion
3. Skills and Job Opportunities	3a: Pre & Post training services to enhance employment outcomes.
	3b: Community Based Skilling
	3c: Skilling for prioritized value chain.
4. Project Management, Results Monitoring and Implementation Support Systems	4a: Implementation Support Systems: Human Resource, Financial Management, Procurement, Safeguards and ICT
	4b: Monitoring, Evaluation and Grievance Redressal
	4c: Knowledge, Communication and Learning Systems

6.16 The following Project staff structure in implementation will support the focused intervention for tribal development:

Table 6.2: Implementation Arrangement

S. No	Institution	Organization/individual	Roles and Responsibility
1	State level	Social Development Experts	<ul style="list-style-type: none"> ✓ Develop strategic interventions, monitoring implementation of project, and deepening tribal interventions as per Tribal Development Plan. ✓ Knowledge enhancement of Project functionaries with relevance to Tribal intervention. ✓ Scouting, identifying resource institutions/ persons for establishing, scaling and sustaining enterprise/skill activities of Tribal. ✓ Support Districts for developing and preparing viable Tribal Community Business Plans. ✓ Establishing and bringing in convergence of schemes and program benefits, Public private partnership for aggregation and innovation of enterprise activities.
.		Young Professionals for Tribal Development and Social Safeguards	<ul style="list-style-type: none"> ✓ Support in implementation of project interventions for supporting institutions such as OSFs and MaKaMai, and promotion of tribal enterprises, producers collective. ✓ Support in Monitoring, consolidating implementation activities of project interventions.
2	District level	DPMU and YP responsible for Tribal Development	<ul style="list-style-type: none"> ✓ Co-ordination and implementation of Project interventions on social mobilization, Tribal inclusion, capacity building, and enterprise development and promotion as per project guidelines. ✓ Monitor and provide field level guidance and support.
3	Block level	Block Team and Tribal development Facilitator	<ul style="list-style-type: none"> ✓ Targeting HHs, Institutional, Promotion and Capacity building of Target members into Enterprise promotion. ✓ Facilitate and support in preparing business plans for individual and group enterprises, micro-plans, and demand driven sub projects investments plan, as per project guidelines. ✓ Coordinate and bring in technical/expert services for establishing and scaling enterprise activities of Tribal. ✓ Assisting MIS consolidation progress.
4	Village level	Tribal Community Enterprise CPs	<ul style="list-style-type: none"> ✓ Mobilizing and facilitate beneficiaries for individual/group enterprises with focus on strengthening traditional economic activities of tribals. ✓ Coordinate with OSF, technical experts/institutions for support service delivery to the tribal people in their enterprise/entrepreneurship development.

S. No	Institution	Organization/individual	Roles and Responsibility

Implementation arrangements:

- Tribal Community Enterprises Facilitator (TCEF) will be identified and oriented on participatory planning for tribal enterprise activities with focus on NTFP and other local produce in tribal areas.
- These TCEFs along with project staff and MaKaMai will support the implementation of project interventions including identification of HHs for various enterprise activities.
- Technical agency would be hired to provide implementation support in value chain investment and analysis, Participatory Growth plan for hilly blocks for first two years.

Cost Estimate for Tribal Development Plan

6.17 The project cycle for hilly locations requires adequate time for preparations ie; to ensure placement of local staff; to ensure tribal community participation in institutional development; and business development services suits the needs and caters to tribal livelihoods and developing value chain, internal learning process. Hence preference to hilly blocks (with tribal HHs) in the first phase of the project implementation to allow the interventions with adequate preparatory and learning process is recommended.

6.18 The tribal population in Tamil Nadu Rural Transformation Project (TNRTP) project locations of 120 blocks is estimated to be 1.35 lakh (2011 Census). Indigenous hilly tribes live in ten hilly blocks located in Nilgiri, Dindigul, Coimbatore, Erode, Salem and Tiruchy districts, and plain tribes are found in five blocks in the districts of Salem, Namakkal, and Tiruvallur accounting for more than two percent of total population.

6.19 The required budgets will form part of the Annual Plans and Budgets of the DPMU based on the village level participatory growth plan comprises of the project interventions to support target beneficiaries includes women, youth, differently abled, tribal HHs have assets and interested to promote livelihoods through organized collective set up. Considering their low levels of development, the target tribal population to be covered under TNRTP is expected to be around 30,000HHs with the larger coverage of the HH populations.

6.20 The budget form part of the project components and it is allocated in increasing of 50% of the investment for the components specific to the hilly blocks and STs beneficiaries to address the given implementation challenges and enhanced inputs.

Table 6.3: Budget for Tribal Development Plan

Project Components	Project Coverage	Budget in Rs. Lakhs	Project Target for Tribal	Budget for Tribal Blocks in Rs. Lakhs
Component 1: Business Ecosystem Development and Enterprise promotion				
1a. Inclusive Strategic Investments, Analytics and Planning				
A. District Diagnostics Study	26 Districts, 120 Blocks	71.10	10 blocks	9
B. Value Chain Analysis	10 commodities	862.90	2 commodities	173

Project Components	Project Coverage	Budget in Rs. Lakhs	Project Target for Tribal	Budget for Tribal Blocks in Rs. Lakhs
C. Development of Participatory growth plans (PGPs)	3994 Village Panchayats(VPs)	3019.7	87 VPs	98
D. Facilitation Cost and ICT	120 Staff	3034.5	10 staff	327
1b. Business Development Support Services				
A. Service Delivery by Makamai	2460 CPs	955.89	174 CPs	101
B. One Stop Facility (OSF)	60 OSFs	756.5	5 OSF	93
C. Facilitation cost and ICT, TSA	71 Staff	688.5	5 Staff, TSA	75
1c. Enterprise Promotion and Value Chain strengthening				
A. Individual and group enterprises	6620	15211.9	950	1868
B. Group Enterprises	7000 PGs from 325,000HHs		500	
C. Producers Groups D. Producer Collectives	50PCs		5	
2. Business Plan Financing and Innovation Promotion				
2a. Business Plan Financing	(325,000 targeted households)	37237.47	(30,000 HHs)- Training, Capacity building on Financial education and Business Management	5137.30
Component 3: Skills and Job Opportunities				
3a. Youth Mobilization through Convergence	80,000 beneficiaries	14699.25	4000 beneficiaries	1355
3b. Community Based Skills	40000 trainees		3000 beneficiaries	
1. Community Skill Schools (CSS)				
2. Community Farm Schools (CFS)				
3c. Skilling for prioritized value chains	180,000 beneficiaries	9000 beneficiaries		
4a. Project Management				
A. Block Project Management	120 BPMU	9881	10 Hilly BPMU	1233

Project Components	Project Coverage	Budget in Rs. Lakhs	Project Target for Tribal	Budget for Tribal Blocks in Rs. Lakhs
Offices (BPMU)				
4c. Knowledge Management and Learning				
A. Workshops and Publications	Web ,Publications	451	Block and Dt , State level workshops	50
Total Project investment	Intervention	86869.71		10519

*Includes 20%hilly allowances to staff and communication support

** includes enterprises beyond commodity like health and services

Project Investment cost per beneficiary in tribal development over a period of 6 years is Rs.22867/-.