

Chapter 14

Social Management Framework

Equality of status and opportunity to all citizens of the country is guaranteed by the Constitution of India which also provides that no individual shall be discriminated against on the grounds of religion, caste or sex. However, the Parliamentary Committee on the Welfare of Scheduled Castes and Scheduled Tribes reported that "even after more than five decades of Independence, the scheduled castes and scheduled tribes people representing over one-fourth of India's population, endure social ostracization".

According to the Census 2001, it is found that there has been an increase in both the number and percentage of SC and ST in Bihar. There are 13.05 and 0.75 million of SC and ST population respectively comprising 15.72 and 0.91 per cent of the total population in Bihar. It is further observed that SC categories are not homogenous and there are a number of sub-castes/groups within each category. There are altogether 23 scheduled castes in Bihar of which the important ones are *Mushhar, Pasi, Dhobi, Bheiya, Rajwar, Bhangji, Batar* and others. The tribal population of undivided Bihar is grouped into thirty different tribal groups which are now mostly concentrated in Jharkhand state. So far as intra-state variations are concerned, there are large variations in the percentage of population of SC and ST across districts of the State. The SC population is highest in Gaya (29.64%) followed by Nawada (24.09%), Aurangabad (23.48%) and Bhabhua (22.21%) districts. Sheohar district is the district with the lowest population of ST (0.01%) where as Katihar (5.87%) has the highest proportion of its population in the State. However the major proportion of the ST population is concentrated in Katihar, Purnia, Banka and Jamui District.

In terms of status of women, high levels of poverty, landlessness, limited livelihoods opportunities, low wage rates, and huge out migration of especially men from the poorest households, place a disproportionate burden on women in Bihar of both reproduction and production functions. High fertility, and maternal and child mortality rates are due to poor access to health services. Rural Bihar has low literacy and awareness levels, especially among the poorest households. Social and cultural practices of child marriages, dowry, and liquor consumption have all added to indebtedness. Migration and trafficking among girl children from poor households is on the increase while boys are also trafficked for labor in hazardous enterprises. High occurrence of seasonal migration among men leads to a number of women headed households in the rural areas subject to exploitation, food insecurity and vulnerability to HIV.

14.1 Outreach under the different Social Benefits Programme

14.1 Education

In the state, the benefits of growth have not reached the socially disadvantaged groups primarily comprising of Schedule castes and Schedule tribes. The following comparative situation presents the story of deprivation amongst the excluded groups with respect to parameters such as educational attainments, health indicators, income, employment status, land ownership etc.

Table: 14.1 (a) Educations

Indicators	Status of SC			Status of ST			All		
	Person	Male	Female	Person	Male	Female	Person	Male	Female
Non Literacy rate of Adults	75.55	62.43	89.48	74.19	61.35	87.94	55.84	40.97	71.84
%of School Attending children - Class V	30.70	36.52	24.9	28.10	33.64	21.95	47.27	52.34	41.61
%of School Attending children -Class VIII	39.38	48.9	28.54	36.98	46.9	26.41	58.58	65.68	50.58

As in the case of accessibility of elementary education, there is also a significant disparity across social groups in respect of children at school. The percentage of children in the 6-11 age groups (Class I-V) and 11-14 age groups (Class VI-VII) attending school was relatively lower among SC/ST than the other community (See Table above). Broadly, children belonging to these socially excluded communities specially SC were out of school; this means these community children were either engaged in low level economic activity or ere sitting ideal.

Adult members, particularly female adults of the socially excluded groups could not avail benefit from literacy campaign. The school attendance of the socially excluded group children is better in urban areas than rural areas. (Source: Census 2001). This data, thus, clearly indicate that the incidence of education deprivation is higher among children belonging to SC and ST communities than the children belonging to other communities.

Before planning on health intervention of the project with the view of inclusion of socially discarded group, we should know status of the group in comparison with others. In following indicators the status of SC and ST is as follows:

Table: 14.2 (b) Status of SC, ST, OBC and Other Castes.

S. No.	Indicators	SC	ST	OBC	Others	Total
1.	Total Fertility Rate	4.78	-	4.03	3.36	4.00
2.	Infant Mortality Rate	71.0	-	57.2	52.2	65.00
3.	Family Planning	49.1	-	57.4	61.9	56.9
4.	Delivery at Home	88.8		80.9	70.1	80.1

Source: NFHS II and III

The indicators itself tell the story of exclusion of these social groups from the mainstream of development. Including these health indicators, Nutrition status is critical for the women for their own health as well as the health of children. Across social group in Bihar, the percentage of children categorized as undernourished was higher among SC community. As per data of NFHS II report 71.8% of women are Anemic in compare to 67.4% of OBC and 64.1% from others cast.

Socially excluded groups are also disadvantaged in term of household amenities, landholding and others. Low level of living in economic terms including level of consumption

also indicates the same. NSS consumption expenditure survey data clearly indicate that In Bihar, average consumption expenditure is Rs. 417.11 and 58% of rural population is below this level and in case of SC it is 80.4% .According to census 2001 report in Bihar, about 89.75 per cent of households did not have electricity connection. The percentage of households without electricity is highest among SC 95.42 per cent followed by ST 92.82 per cent, and More than 50 per cent of the ST and SC households live in a single room and about 1 to 2 per cent do not have even that single room.

A Parliamentary Standing Committee noted that "generally SC/ST people avoided reporting crimes and fighting cases just to escape police harassment and fear of cases languishing in courts for long". A study conducted by the National Commission for Scheduled Castes and Scheduled Tribes in 1990 pointed out that various factors were responsible for atrocities. These include economic causes such as land disputes, land alienation, bonded labour, indebtedness, non-payment of minimum wages as well as noneconomic causes such as caste prejudice and practice of untouchability, deep rooted social resentment, political factions on caste lines and refusal to perform (formerly traditional) services like digging burial pits, arranging cremations, removal of the carcasses of dead animals and beating of drum, etc.

Among Indian states, Bihar is fifth and eleventh in terms of crime against SC and ST respectively. In 2007, 2786 and 65 incidents of crime against SC and ST were recorded in the State (Table 11.23). The crime rate (i.e. number of crime incidences per lakh population) was 18.71 and 7.48 for SC and ST respectively in Bihar. Crime corresponding figure at all-India level was 16.35 and 5.87. The crime rate against SC/ST in the State is thus higher than the all-India average.

Mostly, socially excluded society of women suffers from many forms of discrimination and deprivation. These sections of women are victimized by upper castes because they lack the social position to stand up for their rights individually and because assaulting or raping them reinforces the subordination of the whole excluded community to upper castes. Socially excluded women do not know their rights and are too powerless individually to hold the judiciary and the executive accountable for enforcing protective law.

The problems of social inequality and class divide in a country like India, particularly its state Bihar, with heterogeneous groups and sub-Socially excluded group of women suffers from many forms of discrimination and deprivation as compared to other groups of women. This Groups needs to be recognized and resolved by all available democratic measures including special legislations to deal with particular acts constituting offences against such excluded section of the society. "Scheduled castes and scheduled tribes" are two such identified social groups, article 46 of the constitution of India expressly provides that the "state shall promote the educational and economic upliftment of the weaker section of the society, in particular of SC and ST with special care and protect them from injustice and all from of exploitation."

14.2 PROPOSED INITIATIVES

The following initiatives would ensure total inclusion of all poorer irrespective of their caste, religion, geographical location etc:

14.2.1 Capacity Building of all Project Staff: To reach the benefit to all SC and ST first, will be the Non Negotiable for all project team. All grass root team will be trained on mobilisation process for those who need special attention such as Disabled, ST, SC and Minority. All community Cadres, CRPs, VRPs, Health Worker and all will be equally trained on the issue and their performance will also be judged on the basis of Remote Hamlets Coverage, SC & ST Coverage, Disable coverage and others.

14.2.2 Initiative to ensure the betterment of their life in term of improvement in status of Health and Education:

- **Education:** This is one of the common visions of every mother and they contribute their best to reach their goal, but due to lack of confidence and lack of best practices within them is a major hurdle in attaining their motive. It would, therefore, be the responsibility of the project and community to create best practices. With some interventions such as to provide support with tuition class / capacity building of existing tutors / send some students outside to districts or state level for better coaching facility and others new innovative idea will be practiced by the VOs.

For good facilitations and fund support project will design fund support in form of Social CIF. Good practitioners in community education will be hired by the project to support the community.

- **Health and Nutrition:** Successful piloting of regular counseling and Mobile health support to the community will enable to improve the health status of poor. Through impact assessment of the interventions done by BRLPS, the conclusion is that in 40 villages no mothers have died during pregnancy or after child's birth. Three PNC and ANC made a huge difference in Child and mothers health. As a rough estimation, the health expenditure has been reduced by Rs. 10000 to 4000 annually.

To ensure the reduction in IMR and MMR and to check the flow of health expenditure at HH level there would be a partnership with National Rural Health Mission to establish Mobile Health Clinic at community level and a community Cadre on Health will support the activity with the support of Village Organisation.

- **Capacity Building of Community Cadre and Staff:** Project will take support from expert agency to educate the Cadre and Staff on RCH, Community health and general health problems. Cadre will also be trained on Nutritional behaviour of the poor especially for pregnant and lactating mother.

Data shows that in comparison with others, fertility rate among the SC is high and percentage of Family planning is low as compared with others. The project, therefore, will give special attention on family planning.

- **Capacity Building of Community and Development of Cadre on rights:** State's status on lodging the complaint against atrocity is very less among the SC and it has also been observed that in case of Women very few cases have been registered. 59 per cent of married women in Bihar suffer domestic violence with 50 per cent of wives enduring physical violence, 19 per cent sexual violence, two per cent emotional abuse and 59 per cent experiencing both physical and sexual violence.

Towards reduction in Domestic violence a Community Cadre would be trained to support the members and ensure that 'NO WOMEN WILL BE HARRASSED ". These cadres will also be trained on process of filing the case and other necessary support. If there is need of fund, VO will support the victims by "vulnerability Support Fund ". These community cadres are basically the counselor for both sides.

For educating the community on their rights, project will develop the IEC and insure that information reaches to all. Project will hire or tie up with agencies who have some experience on working in these area. Some agency such as, Helpline –An Initiatives of Women Development Corporation of Bihar, SERP- An Initiatives of Andhara Pradesh, have done an excellent work to support the victims.

14.2.3 Innovative Award and rewards

Any programme or activity that has been designed by the specialist team either from Institution Building, Capacity Building, Micro Finance, Livelihoods or Social Development, every deprived section will get benefitted through programme will be a prime agenda. An award would be designed by the project in such a way so that the deprive sanction must get benefit of the programme .Any agency will also be part of the nomination. Awards should be designed on the basis of:

- Remote village Coverage: No. of Beneficiaries covered, No. of hamlets covered etc.
- Coverage of Beneficiaries from SC and ST and disabled.
- No. Of Social Capitals are being developed from SC and ST and disable.
- Any new innovation

14.2.4 Vulnerability Reduction Grant fund

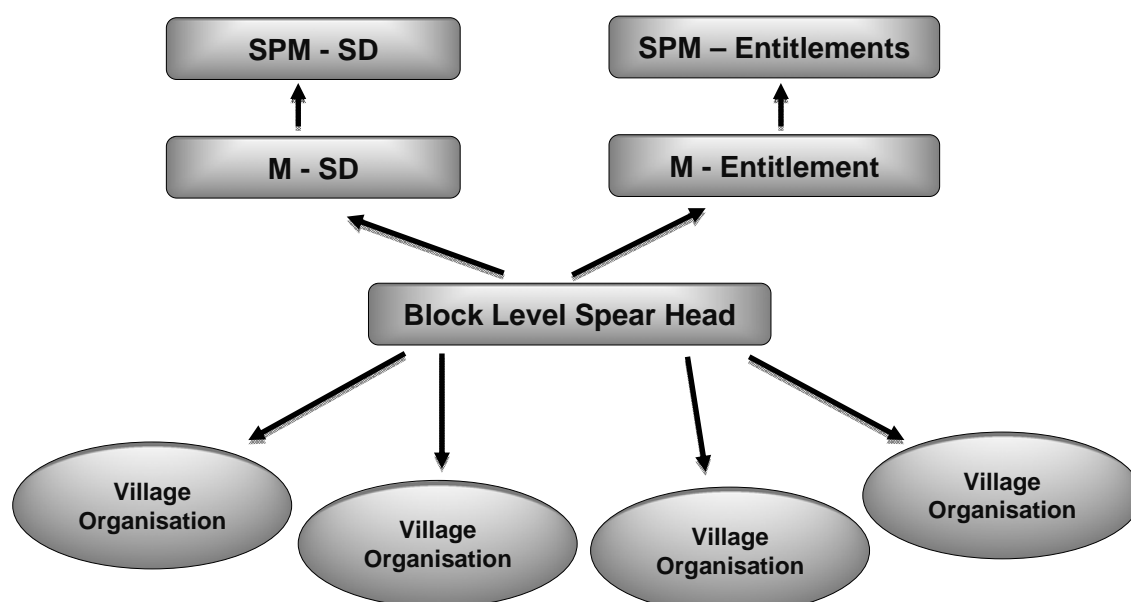
When we mobilize the poor in mass level, it is experienced that most vulnerable and poorest are left back. Some unavoidable reasons compel the poor to withdraw from the membership of SHG or prevent them to join the group. Due to elevated poverty or any disaster in personal life or loss of the bread earner of the family or lack of regular income, a member fails to continue savings regularly. This fear of humiliation of irregularity in saving results into members avoiding participation in the group meetings. As a first, to cater to this vulnerable group the project proposes a short term soft loan to care to a specific group of members. We are promoting self reliant and strong grassroots' level people's federation (VO); it will be a major responsibility of these institutions to support these Households. There will be a need to design a special fund for the SHGs federation for caring specific group of people.

This small grant found will be reserved at the Federation level and on behalf of member fund would be deposited at SHGs in form of saving or loan installment. It will

be treated as grant for SHG as well as the individual needy member. This provision would boost needy members' zeal to remain intact in the SHG and would act as an assurance for new member to come into the ambit of SHG and check the tendency of drop out from the SHG.

In addition of this proposed grant the project is also proposing a soft term loan for members. There will be some amount kept at federation (VO) level. This fund may be utilized as **Bridge Finance**. Benefit of govt. sponsored programme like MNREGA, PDS and Social Security Pensions etc usually materialized in gap/or a period of time. This gap or period of time compels the most destitute member to move towards deep penury. Hence saving these poorest/needy the federation must have the provision of a fund as bridge finance which would support the needy member in need. Amount given to the member would be recovered back to VO through SHGs in certain period with small interest.

To look after all these programme, following institutional model is proposed.



14.2.5 Community Investment Support.

Poverty, food insecurity and other vulnerability criteria will be applied in selection of villages/groups for (i) community food, health and nutrition centers; (ii) community-managed food credit and distribution system; (iii) health risk mitigation fund; and (iv) small grants for destitute, old, infirm and disabled household for emergency food and health purchase; and establishment of these mechanisms. Consultations with key stakeholders and social screening of plans involving rural enterprises and value chains for potential land donation or other adverse impacts will be undertaken. Social accountability mechanisms (e.g., social audits, performance reports/scorecards, community notice displays, grievance hotlines, call centers) will be designed and implemented at community level. Large scale pilot programs on livelihoods and public services, CSO interventions in conflict areas, and innovations and partnerships will be based on consultations with the targeted beneficiaries, particularly women and youth from tribal areas. The inclusion of the identified poor households in the institutions, interventions and partnerships will be monitored by the SMMUs.

14.2.6 Tribal Development Plan

The Social Assessment undertaken for the JEEViKA project clearly brought out that rural landless and those belonging to the Scheduled Caste (SCs) and also Scheduled Tribe (STs) community form an integral part of poverty-stricken and marginalized groups. Access to education and other capacity building inputs, sources of production, technology and institutions define and determine level of poverty as they are important tools to ensure access and control over opportunity and productive assets. The findings further indicated that the poor can open up, build capacity for articulation and innovation given an enabling environment and participative frame work.

The tribal population in the state is 0.9 percent of the population and of the six project districts of Muzaffarpur, Nalanda, Gaya, Khagaria, Madhubani and Purnea, it is only Purnea that has Scheduled Tribe (ST) population of 6 percent of the total population. The socio-economic data for the STs reflect a status very similar to the SCs and marginalized sections of the Bihar rural society. However, in order to gain a better understanding of the ST population, a separate study was commissioned which involved wide ranging consultation with ST population and their representatives. The STs in Purnea possess primitive traits, distinctive culture, geographical isolation, shyness of contact and backwardness. Other key findings were:

- a) The tribal population brought from the erstwhile Santhal Paragana to clean the forest and make the land cultivable, were subsequently given plots of land to cultivate in lieu of the labor they offered to the land lords.
- b) After independence a system of temporary settlement of land (called “*Sikemy*”) was worked out and given to some of the tribal families but the land rights remained illusive.
- c) The seventies saw skirmishes between the tribal communities and the landlords including court cases.
- d) The tribal communities have deficient land base and do not have access to technology and inputs to turn their land into productive asset.
- e) Tribal are not part of any social or economic institutions.
- f) As tribal population constitutes less than one percent of the state’s population, the state has no special programs nor is it a beneficiary of any central programs for tribal.

Key Elements of Tribal Plan

The tribal strategy has recognized and incorporated certain key elements related to Institutional strengthening and development, endowment/asset and skill development, capacity building, enabling inputs and policy influencing inputs. They are

Key elements	Key considerations and suggested interventions
Information	<ul style="list-style-type: none">• Project information will be made available in the tribal villages and to tribal families in a culturally sensitive manner at the same time keeping in view the literacy levels and other key characteristics of tribal habitations.• Local artists and local art forms to be used.

<p><i>Inclusion</i></p>	<ul style="list-style-type: none"> • All ST families in villages with both dispersed and concentrated populations, will be organized into SHGs. Villages with large ST population will have exclusive tribal SHGs. • Strengthening of social institutions of the Tribal community along with federations will be taken up. Local tribal traditions and leadership will be involved in the process of institutions building
<p><i>Investments</i></p>	<ul style="list-style-type: none"> • Investments will be supported in land, which many tribal families own, along with improvements in production practices, productivity and marketing. • Economic empowerment through improved livelihoods and incomes will enable Tribal families their de jure rights on agriculture land which they currently possess based on temporary settlement into de facto rights. • Support will also be sought from the District Administration to strengthen land rights. • Support for skill development of Tribal youth • Potential indigenous skills to be explored for other livelihoods opportunities
<p><i>Implementation</i></p>	<ul style="list-style-type: none"> • Staff working in villages with significant tribal population to receive sensitization trainings • Preference for community members who are sensitive to the needs of Tribals to be given preference for para professionals • Partnerships with Technician service providers – individuals and organizations that have experience working with Tribals • Convergence with government programs for tribals to enhance benefits

The overall Monitoring and Evaluation unit of Jeevika through a) input and output monitoring, b) process monitoring, and c) impact evaluation would ensure effective implementation of Tribal Development Plan. Implementation progress will be based on disaggregated data for the ST population, their institutions and livelihoods.

14.2.7 Social Inclusion Plan

The SPIP would support Social Inclusion Plans (SIPs) which would cover BPL households, scheduled castes, people with disability, migrant and agriculture labor and other vulnerable groups with specific measures for tribal groups. These measures include: (i) regular consultations with tribal groups and their community institutions, related government departments and research agencies, and NGOs during state assessments and the village-level community mobilization processes; (ii) identification and prioritized targeting of the tribal people and areas; (iii) tribal representation and participation in community institutions, executive positions and committees; (iv) informed and locally-adapted project norms and mechanisms for project processes and livelihood assistance; (v) support to traditional grievance redress mechanisms; and (vi) periodic community feedback. The social

development staff in SMMUs, DMMUs, and BMMU/PFTs will be trained in socially- and culturally-sensitive ways of working with tribal people.

(Involuntary Resettlement) is not triggered as involuntary land acquisition and land purchase are not envisaged and are included in the project’s negative list. Any community project that involves voluntary land donation would follow consultative and transparent procedures that substantiate the voluntariness of the donation and informed consent of the donor. The consent of the land donor will be minuted in the resolutions of the Federation/SHG. Any voluntary land donor from the vulnerable groups will be eligible for livelihood and other social assistance from the project or Gram Panchayat with the agreement of the Federation. All large pilots on rural enterprise and value chain will be subject to screening by the BMMUs/PFTs for any adverse social/safeguard impacts. The Social Inclusion Plans will lay down the process and templates for social screening.

14.2.8 Community Based Gender Strategy and Action Plan

GoB is committed to women’s social, economic and political empowerment. Bihar is the first state in the country to reserve 50% seats for women in the three tiered panchayat bodies and also passing a legislation requiring 50% of the elected seats in municipal corporations to be reserved for women. The GoB sees Self Help Groups (SHGs) not only as an important vehicle for social and economic empowerment but in addition, the GoB’s Eleventh Five Year Plan proposes to use the network of SHGs to make service delivery effective and accountable.

The World Bank’s gender action plan promotes gender equality as smart economics, stating that women’s economic empowerment is not only a question of rights but the benefits of their empowerment actually benefits their families, communities and national development efforts, thus putting poverty reduction on a faster track.

The objective of the gender strategy is to advance the empowerment of women so they can fully participate in the larger growth and empowerment strategy of the state. The project aims to achieve the following gender related goals:

- Strengthen poor women’s asset base, increase livelihoods opportunities and income.
- Reduce gender gaps in human development: education, health and nutrition.
- Expand access of women to gender specific needs such as child care.
- Increase participation of women in local self government and local governance.
- Increase access for poor women to social protection schemes and entitlements of food security, healthcare, child care and employment.
- Enhance the skill base of literate or semi literate young women and link them to jobs.
- Reduce exploitative migration and trafficking of young girls.
- Increase awareness of HIV and access to HIV testing and counseling.

Community based Gender Action Plan in the project will include the following.

Objectives	Actions
Strengthening poor women’s social capital and skill base	<ul style="list-style-type: none"> • Identification of poor women, especially the most vulnerable – women headed households, widows, destitute, sex workers, aged, orphan girls- during the identification of the poor Mobilizing poor women into SHGs and federations; and into livelihood groups • Providing awareness on entitlements, legal and political rights • Awareness and support on issues related to dowry, lack of mobility and

	<p>domestic violence</p> <ul style="list-style-type: none"> • Building skills of enterprise management, value addition, technical training to enable them to interact on fair terms with the market • Increase awareness of legal literacy
Providing women opportunities for livelihoods enhancement and asset creation	<ul style="list-style-type: none"> • Proving access to the community investment fund both for assetization as well as a seed fund to promote credit worthiness of women's groups Increasing access to financial services through promoting bank linkages with SHGs and federations
Promoting grass root leadership of women	<ul style="list-style-type: none"> • Identifying and training community mobilizers, community resource persons, para professionals and health workers Providing exposure visits to community leaders in other states • Office bearers of community organization at all levels to be women
Improving access to reproductive health and day care	<ul style="list-style-type: none"> • Training of health outreach worker in partnership with NGOs • Expanding the network of decentralized health care clinics in project districts Improving access to ANM workers, public drug schemes and PHCs Improving access to anganwadi and ICDS schemes through public and NGO partnerships • Awareness campaigns regarding entitlements and HIV
Promoting household food security	<ul style="list-style-type: none"> • Utilization of CIF for food security programs managed by women Linking women with PDS coupon systems
Reduction of exploitation of women in organized sector, reducing child trafficking and child labor	<ul style="list-style-type: none"> • Awareness building and sensitization of women to their rights Promoting self employment Sensitizing teachers in schools, introducing accountability systems to increase enrollment rates in schools Setting up crèches and bridge schools through partnership with NGO or public programs in project areas
Engendering Project Management	<ul style="list-style-type: none"> • Affirmative action in favor of women being recruited as state, district and field Staff Sensitization of all staff towards gender issues

14.2.9 Consultation and Participation

During implementation, primary stakeholders, community institutions, project staff, other government departments, partner agencies and NGOs will be consulted as follows:

- Community level* consultations with tribal and non-tribal groups during: the state poverty diagnostic exercises, village entry and participatory assessment processes, social mobilization and institution-building processes, preparation of plans for microcredit, livelihoods and rural enterprises, and innovation/piloting proposals;
- District/Block level* consultations with DMMUs, government departments, DRDAs, partner NGOs, PRIs, training and resource agencies, and community institutions during project implementation;
- State level* consultations with district administrations, government departments, partner NGOs, training and resource agencies, some community institutions during the state poverty diagnostic exercise, perspective/annual planning, project review meetings and learning events;

14.2.10 Social Monitoring

A social observatory model of concurrent monitoring will be adopted to guide the social performance and impact of the project, with inputs from community institutions. The monitoring and evaluation system will include socially disaggregated monitoring and reporting of beneficiary participation, capacity building, livelihood assistance, partnerships and other interventions, with a particular focus on tribal and other disadvantaged social groups and areas. Community institutions will be trained on use of Participatory monitoring methods like user satisfaction rating, citizen report card, community scorecards etc. Qualitative and household surveys will be undertaken to assess social, economic and financial changes among the project beneficiaries. Social learning forums would also be organized on an annual basis.

14.2.11 Grievance Redressal Mechanism

The Governance and Accountability Framework (GAF) of the Project includes grievance redress mechanisms at the national, state and community levels. At the community level the grievance redress system would consist of: (i) information provision on the grievance redress system; (ii) recording of grievances raised by Federations and support received from BMMU/PFTs (or higher levels when required) to resolve the grievances; (iii) periodic discussion on the subjects of grievances between the BMMU/PFT and the Federations/SHGs to improve the system and prevent further grievances. SD staff in the management units will monitor grievances through CRPs, project staff and NGOs. Training modules on grievance handling will be part of the core curriculum for project staff.