

PMGSY Rural Roads Project

Vulnerability Framework

Strategic Context

Though India has one of the largest road networks in the world with a total of 3.3 million km (2.65 million km of it being in rural areas), connectivity and accessibility of rural areas remains low due to capacity constraints at the national and secondary level, poor condition of the overall network, and lack of all-season roads especially in hilly areas. About 30 percent of India's 855,042 villages (or 300 million people) are without all-season access to social services and economic opportunities. Consequently, “empowering” rural India through the strategic provision of all-season road access has emerged as one of the key priorities for the Government of India (GoI).

In an effort to address the problem of poor rural accessibility in a more systematic way, GoI launched the Prime Minister's Rural Roads Program, named Pradhan Mantri Gram Sadak Yojana (PMGSY) in late 2000. PMGSY is implemented by National Rural Roads Development Agency (NRRDA) and funded through the Central Road Fund (CRF) borrowing from multi-lateral agencies. The overarching objective of PMGSY is to provide connectivity to all unconnected habitations, through good all-weather roads with a population of more than 500 persons and 250 persons in hilly tribal regions where social exclusion is exacerbated by limited physical access. The PMGSY aims to achieve new connectivity to nearly 1, 78, 000 habitations involving construction of about 3,75,000 km of roads apart from upgrading of 3,72,000 km of existing rural roads (in poor condition). This involves an expenditure of about Rs 1, 330 billion (US \$ 33 billion).

The World Bank through its Country Assistance Strategy commits to a series of loans/credits to support PMGSY. Starting from the First Rural Roads Project (RRP-I) approved in 2004 and currently under implementation, the Second Rural Roads Project (RRPII) will be the second World Bank operation to support PMGSY.

Project Background

The World Bank financed RRPII aims to increase the efficiency of the PMGSY through systematic capacity enhancement in the participating states to provide and maintain all-season access to beneficiary communities for enhanced access to economic opportunities and social services.

RRPII will optimize the traffic conditions to link every administrative village to the highway network and thus the nearest small towns. In tandem the project seeks to promote comprehensive rural transport efficiency by ensuring socially inclusive service frequency, as well as road building and maintenance programs. It will make effective linkages with the National Rural Employment Guarantee Program in order to improve livelihoods and tackle the challenges of poverty created in part by diminishing natural resource employment. Mobilization of vulnerable populations in RRP1 has set the stage for mainstreaming of participatory approaches in PMGSY.

The project will be a US\$1.5 billion Specific Investment Loan (SIL) that uses a SWAp approach to support implementation of PMGSY over a five-year period in participating states. RRPII has two Components:

- **Component A: Program Support to PMGSY (US\$ 1,440 million).** This comprises two sub-components: (i) Enhancing operations of the PMGSY; and (ii) Systematic maintenance of assets. The objectives of Component A are to: (a) enhance cost effective village connectivity, (b) operationalize routine maintenance activities through a variety of methods; (c) monitor through Online Monitoring and Management System (OMMAS) by

developing key management reports at the National (NRRDA), State (SRRDA) and PIU levels; and (d) contribute to state level maintenance policies for rural roads management.

- **Component B: Institutional Strengthening (\$60 million).** This comprises four sub-components, namely: (i) Research and development; (ii) Independent means of verification; (iii) State Level Project Management Technical Assistance; (iv) Equipment; and, (v) Training for Skills Development. The component will support institutional strengthening, organizational effectiveness, and individual skills development to complement achievement of the program outcomes.

The states identified for the first phase are Jharkhand, Uttar Pradesh, Rajasthan, Meghalaya, Uttarakhand Himachal Pradesh and Punjab.

Vulnerability in the Context of Rural Access

In rural India vulnerability is characterized by social isolation and marginalization resulting from gender bias or social identities, e.g. scheduled caste and tribes. For the purpose of the project, vulnerability is understood in the context of the *rural access through the roads and transport*. This requires a clear framework for the Project, described below, for achieving greater equity and inclusion of these populations in the distribution of project benefits.

The VF designates as vulnerable populations (i) Below Poverty Line (BPL) households (with a valid proof thereof) (ii) Women headed households with women as sole earners, (iii) Scheduled Caste/Tribes; and (iv) physically challenged within levels specified by state norms; and, that are subject to *any of the following impacts*, i.e. loss of:

- a) more than 10% of the total land holding¹;
- b) shelter; and,
- c) source(s) of livelihood on account of a) or b).

Objective of the Framework

The objective of the Vulnerability Framework ('VF', or 'the Framework') is to ensure that the development process generated by the PMGSY fully addresses the needs of the vulnerable populations and enables measures to promote distributional equity among the project affected populations (PAPs). The Framework underscores the importance of participatory approaches, including information sharing, consultation and collaboration, as a way to give voice to, and strengthen the capabilities of PAPs - especially vulnerable groups, to influence the project's outcomes.

Vulnerable Populations

According to the 2001 Census, and as stated in the matrix below, the participating states have significant representation of the three categories of vulnerable populations. Each group will require targeted assistance in order to benefit fully and meaningfully from the project: .

State	Total Population in Millions	% of Tribal population	% of Women	% of Scheduled Caste
Jharkhand	26.93	28%	48.57%	11.84%
Uttar Pradesh	166.20	0.1%	42.97%	21.1%
Rajasthan	56.51	12.6%	47.94%	17.15%

¹ The total land holding includes any other land parcels owned elsewhere by the PAP.

State	Total Population in Millions	% of Tribal population	% of Women	% of Scheduled Caste
Meghalaya	2.32	85.9%	31.27%	0.5%
Uttaranchal	8.49	3%	44.19%	17.9%
Himachal Pradesh	6.08	4.02%	49.18%	24.7%

Source: Census of India, 2001

Framework Approach

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

Gender

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

1. establishing a gender base line for the sub-projects
2. disseminating project information to women in the sub-project areas.
3. taking account of women's concerns in the planning and implementation of the sub-projects;
4. including women in the transect walks and consultations;
5. ensuring gender-sensitivity in road safety awareness and training.
6. ensuring that the Grievance Redress Mechanism effectively addresses the concerns and grievances of women
7. engendering the MIS and citizen based monitoring of roads construction.

Scheduled Caste

Scheduled Caste have a prominent position in the Indian development agenda, and are often not fully included in the program planning or implementation. The VF advocates their effective inclusion in design, implementation and monitoring as primary stakeholders.

The project will greatly optimize connectivity of all-season feeder road networks that link areas dominated by Scheduled Caste in every administrative village to the highway network. The Framework advocates that ten percent of the total connected roads should link Scheduled Caste dominant locations which are described as 'areas where 80% or more of the population belong to the Scheduled Caste community'. The project will promote employment opportunity by including them in road works. It will also collaborate with National Rural Employment Guarantee Program to in promoting their employment.

Scheduled Tribe

The scheduled tribes in rural India are distinguished by their distinct language, script or living pattern. They have a clearly defined national legal framework and Bank policy OP 4.10 will be operative to promote their well being. Among the participating states, Meghalaya, followed by Jharkhand, has the largest percentage of Scheduled Tribe populations (85.9% and 28% of the total population).

In an effort to fully address the distinctive needs of *Scheduled Tribes*, the project will align with the Indian legal policies and regulations relating to Scheduled Tribe populations , and also OP 4.10. According to the classification issued by Indian Constitution, there are numerous legal documents to address the subject ranging from comprehensive laws to documents dealing with specific subjects such as economic development, education, health, religion etc. The Constitution, coming into force on 19th

February 2004, following its 89th Amendment, set up National Commission for *Scheduled Tribes* under Article 338 A, to oversee the implementation of various safeguards provided to them under the Constitution.

Among the numerous duties and functions endowed by the Constitution of India on the Commission under Article 338A, the following are particularly relevant to PMGSY Rural Roads Project.

1. safeguard distinct language, script or culture under Article 29(i);
2. prevent alienation of tribal people from land and improve the efficacy of relief and rehabilitation measures for tribal groups displaced by development projects;
3. inquire into specific complaints with respect to the deprivation of rights and safeguards of the Scheduled Tribes; and
4. ensure full implementation of the Provisions of Panchayats (Extension to the Scheduled Areas) Act, 1996 (40 of 1996);

The primary objectives of OP 4.10 are to ensure that:

1. opportunities are provided to participate in planning those that affect them;
2. opportunities consider culturally appropriate benefits; and,
3. any project impacts that cause adverse impacts are avoided or otherwise minimized and mitigated.

Where over ten percent of any participating village is *Scheduled Tribe*, the project will undertake or promote the following to enable effective connectivity of Scheduled Tribes dominant locations:

1. dissemination of project information in local language in a culturally appropriate manner;
2. representation of Scheduled Tribes as a stakeholder in transect walk;
3. inclusion of Scheduled Tribe in road construction and maintenance works;
4. collaboration with NREGA to enable participation of *Scheduled Tribe* in its employment programs;
5. participation of Scheduled Tribes in the monitoring of roads construction

Possible Adverse Impacts

Land requirement for road alignments, which involves purchase or donation of land, may also affect these populations. In order to mitigate any adverse impact arising from land donation and acquisition, the project's Social Management Framework (SMF) will be applied. The SMF stipulates land donation procedures, resettlement planning and entitlement provisions, and has been worked out to meet the project related land requirements in the participating states.

Program Planning and Implementation Arrangements

Where vulnerable communities are impacted by any roads under the project, the PIUs will identify District level community organizations that represent women, scheduled caste and tribes to support participation of these groups in project planning and implementation.