

Indigenous Peoples Development Planning Document

Indigenous Peoples Development Framework
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India: Kerala Sustainable Urban Development Project

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The indigenous peoples development framework is a document of the borrower. The views expressed herein do not necessarily represent those of ADB's Board of Directors, Management, or staff, and may be preliminary in nature.

INDIGENOUS PEOPLE'S DEVELOPMENT FRAMEWORK

1. Introduction

1. The Kerala Sustainable Urban Development Project (the Project) will finance investment in the sectors of (i) water supply; (ii) sewerage and sanitation; (iii) urban drainage; (iv) solid waste management; (v) roads and transportation; and (vi) poverty alleviation in a selected number of municipal corporations and urban local bodies (ULBs) in Kerala.

2. No negative impacts on any indigenous peoples group are envisaged in any of the sub-projects to be identified for funding under the Part C of the Project. However, during the course of subproject identification and surveys, if any indigenous peoples communities, especially scheduled tribal communities and 'primitive groups' (see below) are identified, the impacts (both positive and negative) of the subproject on the affected community will be addressed according to this Indigenous People Development Framework (IPDF). The IPDF sets out the policy, principles, and implementation mechanisms to address such impacts. A Resettlement Framework has also been prepared, for the benefit of all project-affected persons regardless of their ethnicity. The IPDF will specifically address the developmental needs of an affected scheduled tribal community as a distinct community, which is entitled to the benefits of sustainable development arising from the Project.

3. Kerala has a very small segment of tribal population accounting only for 1.14% of the State's total population. The Scheduled Tribes (synonymous with tribal/indigenous people) are spread through out the State. Most Scheduled Tribes are found in the forest regions of the State. However, they are concentrated in the three districts of Waynad, Idduki and Kasargod accounting for 61% of the total Scheduled Tribal population in the State. They are Idukki (14%), Palakkad (10%) and Wayanad (37%), There are 36 tribal groups in the State, according to information provided by the Scheduled Tribes Development Department, 2004-2005. In addition, GoK has identified five primitive groups (PTG) viz. (i) Kattu Naikar; (ii) Chola Naikar; (iii) Koragar; (iv) Kurambar; and (v) Kadars. The distribution and list of Scheduled Tribes in the State's districts is given in **Annex A**. Under the Project, there were no Scheduled Tribes identified within the Project Cities. Equally, Scheduled Tribes are unlikely to be found in the urban centers covered by the Part C of the Project. However, any indigenous persons identified during detailed design surveys will be covered under the IPDF.

2. Legal and Policy Framework

4. Scheduled Tribes in the State are protected by the Kerala Land Reforms (KLR) Act, 1962, Restriction on Transfer of Lands and Restoration of Alienated Lands (RTLAL) Act, 1975, and Prevention of Atrocities Act, 1989.

- Under the KLR Act, 1962, Scheduled Caste (SC) and Scheduled Tribe (ST) families are eligible for 50% of lands identified as surplus land in the State. Based on the surplus land identified, Government of Kerala (GoK) has distributed about 2,250 Ha of land among 8,089 tribal persons.
- The RTLAL Act, 1975 enacted in 1982 intends to restrict land transfer by Scheduled Tribe members to non-tribal persons, and to restore lands that have been alienated to non-tribal persons. The State Revenue Department received 8,088 applications requesting to restore some 6,817 Ha of land to tribal people and so far. The attempt of the State Legislative Assembly to amend the RTLAL Act in 1996 was rejected by the President of India. Subsequent to the rejection, the State Government drafted a new Act - Kerala Scheduled Tribes (Restriction on Transfer of Lands and Restoration of Alienated Lands) Act, 1999 - effective from 1986. Its provisions have been challenged by the State High Court; and at present, the implementation of the new Act awaits the Supreme Court's judgement. As a result, the Scheduled Tribes (STs) in the State effectively has only the RTLAL Act, 1975 to protect their rights.

5. In 2004, the Ministry of Tribal Affairs, Government of India (GoI), instructed all States to consult the National Policy on Resettlement and Rehabilitation (2004) for matters relating indigenous peoples. The Policy provides guideline for the provision of minimum facilities and compensations towards resettlement and rehabilitation of persons displaced by the acquisition of land for public purposes. This Policy embraces STs in Kerala who will be affected by the Project. However, the National Policy on Resettlement and Rehabilitation falls short of the ADB's Indigenous Peoples Policy requirements of "the potential vulnerability of indigenous peoples" should be recognized, and "development interventions that affect indigenous peoples should ensure that they have opportunities to participate in and benefit equitably from the interventions" (1998 para 6). However, the recent directive from the National Commission on Scheduled Castes and Scheduled Tribes to establish Scheduled Caste/Tribe Commission is a landmark in State level attention to indigenous peoples affairs and development needs.

6. The above policy and legal instruments available in India and Kerala are supplemented by ADB's Indigenous Peoples Policy (1998). The Policy ensures equality of opportunity for indigenous peoples. It aims to ensure that any Bank-assisted development interventions which will have any impact on indigenous peoples will be consistent with the needs and aspirations of affected indigenous peoples and compatible in substance and structure with affected IPs' culture and social and economic institutions. The cardinal policy principle is that any intervention should not impose any negative effects on IPs without appropriate and acceptable compensation and assistance (1998 para 58).

7. As most of the scheduled tribal populations and primitive groups are concentrated in hilly areas and the Project scope does not extend to these areas, the chances of having direct project impacts on indigenous peoples in general and on STs in particular, are minimal. However, in the event the Project activities will have any impacts on them, such impacts, both positive and negative, will be addressed through Indigenous Peoples Development Plan (IPDP) formulated as per IPDP.

3. Indigenous Peoples Development Plan

3.1. Identification of IPs

8. ADB' Indigneous Peoples Policy uses the following characteristics to define indigenous peoples: (i) descent from population groups present in a given area before territories were defined; (ii) maintenance of cultural and social identities separate from dominant societies and cultures; (iii) self identification and identification by others as being part of a distinct cultural group; (iv) linguistic identity different from that of dominant society; (v) social, cultural, economic, and political traditions and institutions distinct from dominant culture; (vi) economic systems oriented more towards traditional production systems rather than mainstream; and (vii) unique ties and attachments to traditional habitats and ancestral territories. Essentially, indigenous people possess a social and cultural identity distinct from the 'mainstream' society which makes them vulnerable to being overlooked or marginalized in development processes.

9. The need for a formulation of an IPDP will be established on the basis of the following criteria set out in ADB's Indigenous Peoples Policy to determine if the Project impacts on them are significant. Among these impacts are: (i) adverse impacts on customary rights of use and access to land and natural resources; (ii) negative impacts on socio-economic and cultural identity; (iii) impacts on health, education, livelihood, and social security status; and (iv) any other impacts that may alter or undermine indigenous knowledge and customary institutions.

10. The main thrust of an IPDP is to address the development issues taking into consideration the marginality status of tribal community. The IPDP will offer development options addressing community-based needs of the affected indigenous peoples, while respecting their socio-cultural distinctiveness. The IPDP aims at strengthening the existing capacity of the affected tribal community to participate and benefit from project interventions.

4. Policy Principles that Govern IPDP

11. The indigenous peoples policy principles applicable to the Project and its subprojects will ensure that the subproject's initial social assessment includes specific considerations of the indigenous peoples, if any in the area, as a potentially affected population. If the initial social assessment identifies indigenous peoples specifically as a significantly and adversely affected population, or vulnerable to being so affected, the Executing Agency (EA) of the Project or the ULB/Implementing Agency (IA) of the subproject will prepare an IPDP and submit to ADB for approval. The key elements in an IPDP include:

- All development plans for indigenous peoples should be based on full consideration of the options and approaches that best meet the interests of individuals and communities affected by the Project;
- The scope and impacts of adverse effects, if any, be assessed, and appropriate mitigation measures are identified;
- Project should take into account the social and cultural context of the affected peoples, and their skills and knowledge relating to local resource management;
- During project preparation, formation, and strengthening of indigenous peoples organization; communication to facilitate their participation in project identification, planning, execution and evaluation should be promoted;
- Where previous experience and knowledge of working successfully with indigenous peoples is lacking, pilot operations should be conducted and evaluated before executing the IPDP; and
- In case EA or IA does not possess the capacity to formulate and implement an IPDP, experienced community organizations, non-government organizations (NGOs), and consultants will be hired to prepare it.

5. Steps of Formulating an IPDP

12. An IPDP is an integral part of the project design and includes provisions for project implementation, monitoring and evaluation. An IPDP will consist of the following:

5.1 Preliminary Screening

13. The EA and project design and implementation consultants will visit the indigenous communities affected by the subproject. During these visits, EA and project design and implementation consultants will arrange public meetings with village leaders of communities to collect information about their views on project activities and how they address their needs.

5.2 Social Impact Assessment:

14. Project consultants appointed by the borrowing ULB would undertake an Initial Social and Poverty Assessments (ISPAs) to evaluate projects. Based on IPSA, the Community Development Officer from the PMU will recommend if an IPDP is required or not.

15. The screening process is involved with the identification of indigenous peoples, their groups, community based organizations, cultural traditions and their community structures. If required, a social impact assessment (SIA) will be prepared to gather relevant information on population and its social, cultural and economic conditions, and the anticipated social, cultural and economic impacts of the project, both positive and negative. In addition, focused group meetings will be held with community leaders; groups of men and women who have been severely affected and with those who live in the 'zones of influence' of the proposed subproject. If SIA indicates that the subprojects would significantly threaten cultural practices and sources of livelihood of indigenous peoples, every attempt will be made to avoid or minimize such adverse impacts in the formulation and implementation of IPDPs.

5.3 Mitigation Measures

16. All affected indigenous households will be provided with assistance, which would help them to improve their living standards without exposing their communities to disintegration. As vulnerable groups, they are entitled to receive special assistance not only to restore and improve their income and livelihood, but also to maintain their distinct cultural identity. If the subproject impacts are not significant, and if they could be addressed by resettlement plans that will be prepared according to the agreed Resettlement Framework, 'specific actions' could be built into resettlement plans to safeguard their entitlements. This decision will depend on the severity of impacts on them.

5.4 Development Assistance

17. In case a subproject impacts on indigenous peoples, they are entitled to all assistance that will be provided to other affected communities. In addition, they are entitled to receive support to continue their distinct living arrangements and to maintain their unique cultural system.

5.5 Land Acquisition

18. In case of land acquisition, they are entitled to receive land-for-land compensation for the acquired land. As indigenous peoples, they will have traditional land rights and these will be honored and the absence of land titles will not be a bar for receiving compensation and alternative land. Their compensation entitlements will be the same that are listed in the approved Resettlement Framework of the Project. Land-for-land will be provided before any subproject activity is started.

6. Consultation and Information Disclosure

19. The affected indigenous peoples will be informed and consulted in preparing an IPDP. Their participation in planning will enable them to benefit from the project and to protect them from any potential adverse impacts of the project. Therefore, consultation with and participation of the communities and their continuous interaction with local government officials will be an integral part of the formulation of an IPDP. The plan will be translated into the local language of indigenous peoples and made available to them before implementation by EA with the assistance of NGOs.

20. Local communities and community-based organizations (CBOs) will be involved in implementing IPDPs and all issues in dispute will be resolved through consultation and facilitation. The EA will ensure that adequate funds will be available for consultation and facilitation.

21. If an IPDP is recommended, the formulation and implementation of an IPDP will be linked with State's administrative setup for tribal affairs (as explained above) with maximum participative orientation. The ULB's Council shall authorize the consultants appointed for project design to prepare an IPDP in consultation with the concerned ULB staff and the Tribal Extension Officer (TEO). Once the IPDP is formulated, the IPDP will be approved by the Director, ST Development Department. Financing allocated under the Part C of the Project to the selected ULB is contingent upon the approval of the IPDP by Director, ST Development.

7. Specific Action

22. If the impacts of the subproject are not significant, the EA/IA could decide to prepare a 'specific action' to address the IP issues without preparing an IPDP. A 'specific action' could take the form of a common community action plan where the indigenous peoples groups live with non-indigenous peoples in the same subproject location. Another 'specific action' is to incorporate IP issues and their benefits into the Resettlement Plan, if any. If the above are not feasible, it is possible to specifically include them into the subproject beneficiary group.

8. IPDP/SPECIFIC ACTION IMPLEMENTATION

8.1 Institutional Arrangements in the State of Kerala

23. The State Department for Scheduled Castes and Scheduled Tribes Development manages all matters related to SC and ST development in the State. A Principal Secretary heads the Department, who is assisted by a Secretary. There is a Director for ST Development and another Director for SC Development in the Department.

24. At the Department-level, the Director (ST Development) is supported by a Joint Director and two Deputy Directors (one for Education and the other managing the Sub-Plan Cell). An Accounts Officer and a Finance Officer manage the Department's fund flows and disbursements. Other officials of the Department comprise two Assistant Directors (one for Publicity and the other for Education), two Senior Superintendents (one for Establishment and the other for Audits) and a Training Officer.

25. At the field-level, the Department has seven Integrated Tribal Development Project and nine Tribal Development Offices; 48 Tribal Extension Offices support the above set-up. The Tribal Extension Offices are established based on the tribal population identified in different areas. The Department also manages 18 model residential schools, 109 pre-metric hostels, one post-metric hostel, 20 training centers and three Industrial Training Centers. All plans and schemes for tribal development should be approved by the Director, ST Development.

26. Responsibility for ensuring the application of policy principles outlined in Section 4 above will be with the responsibility of the borrowing ULB. ULB will either recruit a full-time resource person with an appropriate background to manage IPDP activities or assign the responsibility to the Urban Poverty Alleviation (UPA) Cell within the ULB. The designated staff will coordinate all IPDP activities with the Tribal Extension Office (TEO) in the ST Development Department. The roles and responsibilities of Project Consultants and the NGOs are given in **Annex B**.

27. The implementation of IPDP of a subproject will be the direct responsibility of the borrowing ULB. An NGO appointed by ULB with financial assistance from the Project will facilitate IPDP Action Plan implementation. The Community Development Officer (CDO) will monitor IPDP implementation periodically along with an Independent Agency appointed by the PMU.

9. Monitoring and Evaluation

28. Monitoring and Evaluation (M&E) help ameliorate problems faced by project implementing agencies and develop solutions without delay. Monitoring will be a periodic assessment of planned activities providing inputs, facilitating changes, and giving necessary feedback on activities. Evaluation, on the hand, will take place at the end of the Project or subproject, assessing whether the prescribed activities have actually been achieved their intended goals and purposes.

29. A set of monitoring indicators will be included in IPDP, and they will be reviewed during project implementation. Chief among the indicators are:

- Reactions from the indigenous community;
- Information from the community on plan preparation, implementation, time taken at each stage;
- Visits to sites to observe physical progress of plans;
- Socio-economic status of the community;
- Degree of community participation;
- Utilization of funds; and
- Interaction between Implementing NGO and the community.

30. The CDO with the help of the Implementing NGO will carry out internal monitoring. NGO will be thoroughly briefed about the ADB's Policy on Indigenous Peoples. An external agency will be engaged to monitor and proactively evaluate the IPDP objectives. The external agency will submit quarterly progress reports to ULB and will be responsible for the mid term and end term evaluation.

31. Reporting and monitoring formats will be prepared for an effective internal and external monitoring. These reports will be submitted to ADB for review and comments.

32. Each IPDP will be submitted by EA to ADB for review and approval before any subproject activity is started. This particularly applies to land acquisition and compensation payment.

10. IPDP Budget

33. EA/IA of a subproject will provide sufficient resources to formulate an IPDP if the subproject will have any impact on indigenous communities. It will implement IPDP through district, divisional and local agencies and with the assistance with NGOs and CBOs. A detailed budget will be prepared by EA/IA by taking into account all the activities associated with the formulation and implementation of IPDPs. Each IPDP will have its own budget. Such budgets will be an integral part of the project cost, and will be made available during project implementation.

Annex A Distribution of Scheduled Tribes in Kerala

Table-A1: Distribution of Scheduled Tribes in Kerala, 2001

SI No	District	General			Schedule Tribes			Schedule Tribes % Total Popu
		Total	Male	Female	Total	Male	Female	
1	Thiruvananthapuram	3,234,356	1,569,917	1,664,439	20,893	9,890	11,003	0.65%
2	Kollam	2,585,208	1,249,621	1,335,587	5,190	2,447	2,743	0.20%
3	Pathanamthitta	1,234,016	589,398	644,618	6,549	3,184	3,365	0.53%
4	Alappuzha	2,109,160	1,014,529	1,094,631	3,131	1,565	1,566	0.15%
5	Kottayam	1,953,646	964,926	988,720	18,340	8,972	9,368	0.94%
6	Idukki	1,129,221	566,682	562,539	50,973	25,510	25,463	4.51%
7	Ernakulam	3,105,798	1,538,397	1,567,401	10,046	5,079	4,967	0.32%
8	Thrissur	2,974,232	1,422,052	1,552,180	4,826	2,293	2,533	0.16%
9	Palakkad	2,617,482	1,266,985	1,350,497	39,665	19,990	19,675	1.52%
10	Malappuram	3,625,471	1,754,576	1,870,895	12,267	5,996	6,271	0.34%
11	Kozhikode	2,879,131	1,399,358	1,479,773	5,940	2,924	3,016	0.21%
12	Wayanad	780,619	391,273	389,346	136,062	67,394	68,668	17.43%
13	Kannur	2,408,956	1,152,817	1,256,139	19,969	9,793	10,176	0.83%
14	Kasaragod	1,204,078	588,083	615,995	30,338	15,132	15,206	2.52%
	Grand Total	31,841,374	15,468,614	16,372,760	364,189	180,169	184,020	1.14%

Source: Census 2001.

A.1 Scheduled Tribes in Kerala

[As amended by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act. 10. of 2003) Vide Part VII – Kerala – Second Schedule notified in the Gazette of India dt. 8.1.2003]

- 1) Adiyar
- 2) Arandan [Aranadan]
- 3) Eravallan
- 4) Hill Pulaya [Mala Pulayan, Kurumba Pulayan, Karavazhi Pulayan, Pamba Pulayan]
- 5) Irular, Irulan
- 6) Kadar [Wayanad Kadar]
- 7) x x x [Omitted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]
- 8) Kanikaran, Kanikkar
- 9) Kattunayakan
- 10) Kochuvelan [Substituted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]
- 11) x x x [Omitted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]
- 12) x x x [Omitted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]
- 13) Koraga
- 14) x x x [Omitted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]
- 15) Kudiya, Melakudi

- 16) Kurichan [Kurichiyan]
- 17) Kurumans [Mullu Kuruman, Mulla Kuruman, Mala Kuruman]
- 18) Kurumbas [Kurumbar, Kurumban]
- 19) Maha Malasar
- 20) Malai Arayan [Mala Arayan]
- 21) Malai Pandaram
- 22) Malai Vedan [Malavedan]
- 23) Malakkuravan
- 24) Malasar
- 25) Malayan, Nattu Malayan, Konga Malayan (excluding the areas comprise the Kasargode, Cannonore, Wayanad and Kozhikode Districts)
- 26) Malayarayar
- 27) Mannan (to be spelt in Malayalam script in parenthesis)
- 28) x x x [Omitted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]
- 29) Muthuvan, Mudugar, Muduvan
- 30) Palleyan, Palliyan, Palliyar, Paliyan [Substituted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]
- 31) x x x [Omitted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]
- 32) x x x [Omitted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]
- 33) Paniyan
- 34) Ulladan [Ullatan]
- 35) Uraly
- 36) Mala vedan (in Kasargode and Kannur districts)
- 37) Ten Kurumban, Jenu Kurumban [Inserted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]
- 38) Thachanadan, Thachanadan Moopan [Inserted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]
- 39) Cholanaickan [Inserted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]
- 40) Mavilan [Inserted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]
- 41) Karimpalan [Inserted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]
- 42) Vetta Kuruman [Inserted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]
- 43) Mala Panickar [Inserted by The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002 (Act 10 of 2003) vide part VII – Kerala – in the Second Schedule]

Annex B Roles and Responsibilities

B.1 Project Consultants

The project consultants appointed by the ULB will be principally responsible for development of the IPDP after its recommendation has been approved by PMU. The activities of the consultant will include:

- Review and analysis of the IPSA, the proposed project design, and other supporting materials and in conjunction with the CDO determine additional information needed to develop a Resettlement Plan (RP);
- Define surveys and other measures to gather data for development of the IPDP;
- Develop the IPDP in conjunction with the CDO, TEO, and tribal members; and
- Provide periodic oversight for implementation of the IPDP.

B.2 Implementing NGO

The NGO will ensure that the benefits from the IPDP flow to the tribal members in the most effective and transparent manner. The success of the NGO inputs will largely depend on their liaison with the tribal and other concerned government agencies involved in IPDP. Other involved agencies are expected to collaborate in the IPDP, based on instructions from the ULB Department and the SC/ST Development Department, in accordance with the policy framework. The role of NGO will be of a facilitator. The NGO will work as an interface between the borrowing ULB and the tribal families. Briefly, the activities of the NGO will be to:

- Develop rapport with the tribal family/community;
- Identify and strengthen existing social organizations among the tribal community;
- Identify appropriate indigenous technology;
- Help form community based organizations including Women Interest Groups, etc.;
- Strengthen the role and status of women;
- Involve the ULB in the implementation of IPDP so that family/community as a whole could participate;
- Help in formulation of participative system of monitoring and evaluation of IPDP;
- Assist tribal households in getting benefits from various government tribal specific and non tribal development programs;
- Train the tribes, if necessary, in acquiring literacy and income-generation related schemes;
- Provide appropriate field staff; and
- Undertake any other responsibility that may be assigned by the ULB for the welfare of the affected communities.

B.3 IPDP Implementing NGO Section Criteria

It is important for successful implementation of IPDP to select an effective NGO committed to the tasks assigned. The payment to the NGO should be linked to performance of the tasks assigned and the time period. Their payment will be arranged as per contract agreement. The NGO will submit a monthly progress report. The monitoring and evaluation will also include the performance of the contracted NGO. Key quality criteria include:

- Experience in direct implementation of programs in local, similar and/or neighboring districts;
- Availability of trained staff capable of including tribal community into their programs;
- Competence, transparency, and accountability based on neutral evaluations, internal reports, and audited accounts;
- Integrity to represent vulnerable groups against abuses, experience in representing vulnerable groups, demonstrable mandate to represent local groups; and
- Should have a clearer understanding to gender and poverty relations within the tribal community and have the ability to pay particular attention to the social and economic needs of women and tribes.