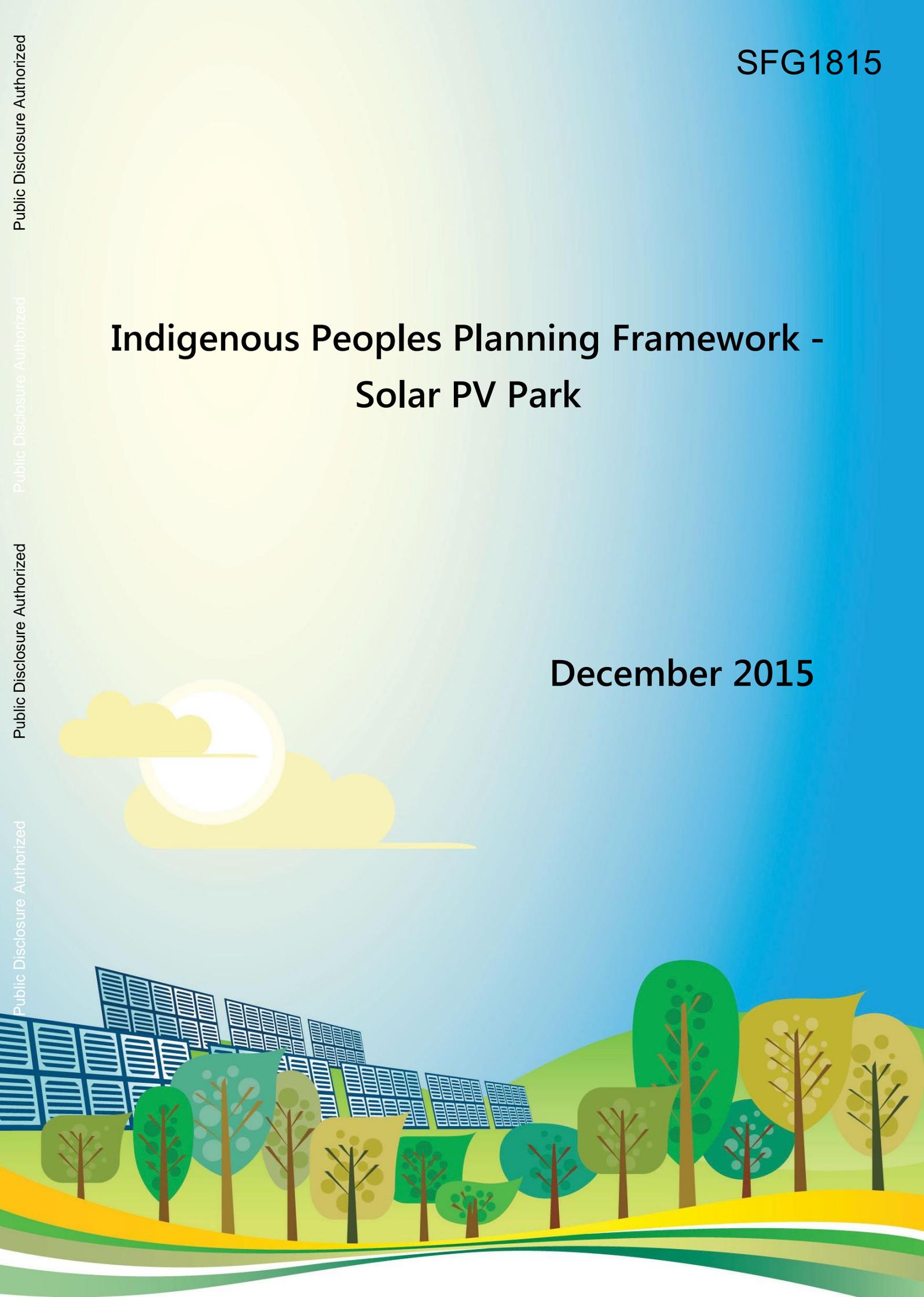


# Indigenous Peoples Planning Framework - Solar PV Park

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# 1 PROGRAM OVERVIEW

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## 1.1 India's Solar Program

The Jawaharlal Nehru National Solar Mission (JNNSM) is a major initiative of the Government of India to promote ecologically sustainable growth while addressing India's energy security challenge with active participation from the States. It will also constitute a major contribution by India to the global effort to meet the challenges of climate change. The objective of the Mission is to establish India as a global leader in solar energy, by creating the policy conditions for its large scale diffusion across the country as quickly as possible. The Mission had set a target, amongst others, for deployment of grid connected solar power capacity of 20,000 MW by 2022 to be achieved in 3 phases (1000 MW in first phase up to 2012-13, 9000 MW in second phase from 2013 to 2017 and 10,000 MW in the third phase from 2017 to 2022). Currently, the Government of India is considering to substantially scaling up targets of solar capacity additions in the country to 100 GW by year 2022.

The mission aims at reducing the cost of solar power generation in the country and to achieve grid tariff parity by year 2022 through (i) long term policy measures; (ii) large scale deployment goals; (iii) aggressive R&D; and (iv) domestic production of critical raw materials, components and products. Currently the mission is in Phase - 2 (2013 – 2017) of its implementation. Phase-I of JNNSM (2010-13) has generated huge interest in the solar sector wherein Grid connected and off-grid projects were commissioned throughout the country. Achievements of Phase-I have exceeded the target set for the period.

The Phase-2 of Jawaharlal Nehru National Solar Mission focuses more on a state-led solar power growth through setting up of solar ultra-mega power projects, solar parks and facilities, and promoting new financing models for implementation through private sector participation. The success of JNNSM and state solar policies will proceed on the basis of the technology advancements and cost reduction, which will be necessary for achieving the target of 20,000 megawatts of grid-connected solar power.

World Bank (WB) intends to partner in the efforts of the Ministry of New and Renewable Energy (MNRE), Government of India (GoI) to rapidly scale-up the solar installations in the country through a long term engagement in the program.

India is endowed with vast solar energy potential. About 5,000 trillion kWh per year energy is incident over India's land area with most parts receiving 4-7 kWh per sq. m per day. Hence both technology routes for conversion of solar radiation into heat and electricity, namely, solar thermal and solar photovoltaic, can effectively be harnessed providing huge scalability for solar in India. Solar also provides the ability to generate power on a distributed basis and enables rapid capacity addition with short lead times. From an energy security perspective, solar is the most secure of all sources, since it is abundantly available. Theoretically, a small fraction of the total incident solar energy (if captured effectively) can meet the entire country's power requirements. It is also clear that given the large proportion of poor and energy un-served population in the country, every

effort needs to be made to exploit the relatively abundant sources of energy available to the country. While, today, domestic coal based power generation is the cheapest electricity source, future scenarios suggest that this could well change.

## 1.2 Concept of Solar Park<sup>1</sup>

The solar park is a concentrated zone of development of solar power generation projects and provides developers an area that is well characterized, with proper infrastructure and access to amenities and where the risk of the projects can be minimized. Solar Park will also facilitate developers by reducing the number of required approvals. Large size projects have a potential to bring down the cost of Solar Power. Therefore, Ultra Mega Solar Power Projects having capacity of 500 MW or above have been planned in India. Large chunks of land are available in some States for solar park development. There are some developers who are keen to individually take up very large projects. Land has so far been identified in Gujarat, Madhya Pradesh, Rajasthan, Telangana, Andhra Pradesh, Arunachal Pradesh, Karnataka, Kerala, Uttar Pradesh, Meghalaya, Nagaland, Punjab, Tamil Nadu, Andaman & Nicobar Islands and Uttarakhand. Smaller parks in Himalayan & other hilly States where contiguous land may be difficult to acquire in view of the difficult terrain are also being considered. Smaller parks are also being considered in States where there is acute shortage of non-agricultural lands.

MNRE has rolled out a scheme plans to set up 25 solar parks, each with a capacity of 500 MW and above; thereby targeting around 20000 MW of solar power installed capacity. These solar parks will be set up within in a span of 5 years commencing from 2014-15 and the solar projects may then come up as per demand and interest shown by developers. At the State level, the solar parks will enable the States to bring in significant investment from project developers, meet its Solar Renewable Purchase Obligation (RPO) mandate and provide employment opportunities to local population. The State will also reduce its carbon footprint by avoiding emissions equivalent to the solar park's installed capacity and generation. Further, the State will also avoid procuring expensive fossil fuels to power conventional power plants.

The solar park will provide a huge impetus to solar energy generation by acting as a flagship demonstration facility to encourage project developers and investors, prompting additional projects of similar nature, triggering economies of scale for cost reductions, technical improvements and achieving large scale reductions in Greenhouse Gas emissions. Some Ultra Mega Solar Power Projects may be set up in these Parks or the entire park may individually be an Ultra Mega Solar Power Project.

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<sup>1</sup> Source: <http://mnre.gov.in/file-manager/UserFiles/Solar-Park-Guidelines.pdf>

### 1.3 Indigenous Peoples Policy Framework

The Indigenous People (IPs) in India are categorized as tribal who often become vulnerable in development projects because of their cultural autonomy which is usually undermined and also because this group endure specific disadvantages in terms of social indicators of quality of life, economic status and usually as subject of social exclusion. The term "Indigenous Peoples" is used in a generic sense to refer to a distinct, vulnerable, social and cultural group possessing the following characteristics in varying degrees:

- i. Self-identification as members of a distinct indigenous cultural group and recognition of this identity by others;
- ii. Collective attachment to geographically distinct habitats or ancestral territories in the project area and to the natural resources in these habitats and territories
- iii. Customary cultural, economic, social, or political institutions that are separate from those of the dominant society and culture; and
- iv. An indigenous language, often different from the official language of the country or region.

There were no indigenous peoples identified in any of the case study sub-projects. There was presence of ST population in the case study sub-projects however they did not confirm to any of the above criteria's and are a part and parcel of the dominant society and culture. Some of the issues directly related to Indigenous People in future sub-projects could be:

- i. Loss of agriculture income
- ii. Loss of employment of daily wagers in farms.
- iii. Loss of shelter
- iv. Loss of community facilities
- v. Physical displacement

Other Issues:

- i. Low level of agriculture productivity
- ii. Lack of employment opportunities
- iii. Low income levels
- iv. Poor health
- v. Low level of education
- vi. High levels of debt

In case of significant impacts being anticipated on the indigenous community, an IPDP need to be prepared incorporating following steps:

- i. Social screening to establish the presence of tribes in the project area or have collective attachment to the project area.
- ii. Based on a detailed social assessments establish baseline data on the tribal people (subsistence, employment, community networks) in the project area;
- iii. Review Acts / policy guidelines applicable in the respective states regarding tribal groups and also the central Acts / Policies;

- iv. Identify the impacts (both positive and negative) and prepare an IPDP;
- v. Disclose the draft IPDP

### **1.3.1 Screening**

During the ESA stage of sub project, survey will be carried out based on group discussion with the communities in the sub project area in order to identify presence of any tribal group or any such group that have collective attachment to the project area. Apart from the consultation with the community members, consultations / in depth interviews will also be carried out with the NGOs working in the area and representative of local self-government. The screening will look into the details of tribal households, assessing the number of such households along the zone of influence of the proposed sub project. If the result shows that there are tribal households, the issues related to the community will be included in the social impact assessment (SIA) survey.

### **1.3.2 Social Assessment**

The SPPD would be responsible for conducting SA and the development of an action plan with the help of indigenous community and organizations working for them. The SA will gather relevant information on demographic, social, cultural; economic and networking aspects of each household and needs of the community as a whole. The information on individual household will be collected through household survey whereas, community based needs will be assessed through group discussions with the community as a whole as well as in discussion with the community leaders and government and non-governmental officials working in the area on tribal issues. The discussion will focus on both positive and negative impacts of the sub project. The suggestion and feedback of the community on the design and planning of the sub project will also be documented.

### **1.3.3 Entitlement:**

Based on the Operational Policy 4.10 of the World Bank and as one of its significant R&R requirements; special provisions for the Scheduled Tribes (ST) has been made in the project R&R Policy (apart from the general compensation and assistance to be received as Project Affected Persons (PAPs)/Project Affected Households (PAHs)) of sub-project for loss of assets. Apart from compensation at replacement value and R&R assistance for any adverse impact, each IP family will be entitled for additional benefits as one time grant.

### **1.3.4 Monitoring & Evaluation**

The SPPD will set up an internal monitoring system comprising its own staff, tribal people to monitor the IPDP implementation. Monitoring indicators will be established. In addition, an external independent monitoring agency will be employed by SPPD. Some of the relevant indicators for monitoring of both physical and financial progress are listed below as a guideline:

<b>Sl. No.</b>	<b>Monitoring Indicators</b>	<b>Methods to asses and measure</b>
A.	<b>Indicators for Physical Progress</b>	

<b>1</b>	No. of ST beneficiaries villages / settlement	Through concurrent monitoring and independent evaluation.
<b>2</b>	No of ST households benefited	
<b>3</b>	Total No. of ST beneficiaries provided project employment	
<b>4</b>	No. of ST women provided project employment	
<b>5</b>	Total No. of ST beneficiaries provided training for employment	
<b>6</b>	No. of ST women provided training for employment	
<b>7</b>	No. of community facilities constructed in villages with ST population	
<b>B.</b>	<b>Indicators for Financial Progress</b>	
<b>1</b>	Total amount spent	Review of SPPD documents and concurrent monitoring
<b>2</b>	Amount spent on construction of community assets	Review of SPPD documents and concurrent monitoring
<b>3</b>	Amount spent on training and capacity building activities for employment generation	Review of SPPD documents and concurrent monitoring

### 1.3.5 Suggested Format for IPDP

The suggested format for the IPDP is as follows

- i. Description of sub projects and implications for the indigenous community
- ii. Gender disaggregated data on number of tribal households by impact category
- iii. Social, cultural and economic profile of affected households
- iv. Land tenure information
- v. Documentation of consultations with the community to ascertain their views about the project design and mitigation measures
- vi. Findings of need assessment of the community
- vii. Community development plan based on the results of need assessment
- viii. Modalities to ensure regular and meaningful consultation with the community
- ix. Institutional arrangement and linkage with other national or state level programmes
- x. Institutional mechanism for monitoring and evaluation of IPDP implementation and grievance redress
- xi. Implementation Schedule and cost estimate for implementation

### 1.3.6 Key Elements of IPDP and Participatory Approach

The key elements in an IPDP include:

- i. All development plans for indigenous people should be based on full consideration of the options and approaches that best meet the interests of the communities.
- ii. Scope and impact be assessed and appropriate mitigation measures are identified
- iii. Project should take into account the social and cultural context of affected peoples, and their skills and knowledge relating to local resource management

- iv. 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.
- v. In case SPPD is not capable of preparing and implementing IPDP, experienced community organizations / NGOs can be involved as intermediaries.

### **1.3.7 Participatory Approach for Preparation of IPDP**

The main thrust of IPDP is to address the developmental issues of the project taking into consideration the marginality status of tribal community. The IPDP will offer developmental options addressing community based needs of indigenous people while respecting their socio-cultural distinctiveness. The IPDP aims at strengthening the existing capacity of the affected tribal community. The strategy of IPDP therefore would be to promote participation of the tribal people, initiating and identifying people's need, priorities and preferences through participatory approaches. Therefore, the action plan for a particular village will be prepared by the community themselves. These plans would be prepared on yearly basis.

Participatory Rural Appraisal (PRA) initiates the process of people's participation, facilitating decision-making through mutual discussion and direct consultation. Participatory approach is intended to promote participation of all stakeholders creating development opportunities for the affected community. It is therefore, mandatory that appropriate PRA tools along with Focus Group Discussion (FGD) is employed to initiate participation in IPDP for collection of qualitative data. The areas of enquiry would mainly include:

- i. Identification of tribal groups
- ii. Access to natural resources, likely impact on land ownership and land distribution, share cropping and lease holder
- iii. Participation in the livelihood security component of the project
- iv. Employment and income generating opportunities in agriculture, trade and business and services
- v. Poverty
- vi. Women and Gender relation
- vii. Felt needs and community organization

With a view to assess the life patterns of the affected indigenous population and to prepare IPDP in consistent with community and region specific background, pertinent baseline information shall be collected, compiled and analyzed. The baseline information on socio-economic characteristics including land tenure, land holding categories, occupational pattern, usual activity status, income – expenditure pattern, access to natural resources, health status, literacy level, age structure, gender, marital status, etc shall be collected in order to facilitate the planning process. The baseline data shall be collected through pre-tested structured schedules.

The most important component of IPDP is to assess the type and magnitude of impacts, both positive and negative on the tribal communities. The assessment of impacts on tribal population in the projects shall focus on the probable consequences of the project according to specific criteria / indicators.

The indicators may include:

- i. Access to natural resources (such as forest, grazing land, weekly markets, etc.)
- ii. Job opportunities through wage labour within or outside agriculture
- iii. Employment and income generating opportunities in agriculture, trades, services and business
- iv. Tribal community rights, institutions, values and way of life
- v. Social infrastructure and public services such as sources of water, health facilities, schools, etc
- vi. Reduction in political power, marginalisation and social disarticulation
- vii. Changes in farming methods, cropping pattern, crop yield, income, expenditure pattern, etc.

One major activity during the course of the survey would be to identify, various community specific developmental needs linked to their socio-economic and cultural life. The needs shall be identified for infrastructure development and community service facilities such as weekly markets, drinking water facility, sanitation, health facility, schools, community halls, post office, watershed structure, drainage, etc.

### **1.3.8 Implementation Issues and Strategy**

It is envisaged that proper implementation of IPDP is possible only through community participation. The participatory approach will ensure:

- i. Promotion of community concern and involvement
- ii. Proper organization and management of resources
- iii. Setting up of criteria and fixing criteria and procedures for project execution are done at the grass root level
- iv. Identification, selection and strengthening of implementing agency at the grass roots level

Steps will be taken to ensure that (i) tribal community participates in the project, (ii) is fully aware of their rights and responsibilities; and (iii) are able to voice their needs during IPDP preparation. The community would be encouraged to prepare their own plan that caters to the needs of the community.

Appropriate people's organization and forum need to be built up and strengthened to ensure effective peoples representation and empowerment in the process of selection of specific community development activities and their execution. The conventional top down approach to project implementation through prevailing bureaucratic framework, need to be reoriented for the framework of participative administrative structure to respond to bottom up initiatives based on participatory process for informed community participation and empowerment.

IPDP as a means of sustainable development is based on the strategy of using culturally appropriate, socially acceptable and economically viable opportunities for livelihood of the tribal community including farmers, agriculture and non-agriculture labour, women and wage earners.

The strategy includes:

- i. Participation of tribal community in plan preparation, formulation and implementation by strengthening their existing tribal social, political and community organizations through required legislative measures, positive administrative responses and people's mobilization.
- ii. Strengthening women's traditional role in subsistence economy through organization, capacity building for leadership and skills improvement, access to non-timber forest produce (NTFP), while bringing about greater sharing of household responsibilities between men and women.
- iii. Keeping in view the strong bondage of the tribal community with land and forest, subsistence practices, traditional culture and ways of life, the strategy may create space for innovative policy measures through appropriate legislation / executive actions. Such innovative policy responses may cover any aspect of their needs from food security, income generating activities, right over forest produce, community health measures or any such issue as generated by the community in course of their participation in the plan process.
- iv. Involvement of non-governmental organization (NGO) as an interface between the government and the tribal community to "bind" and strengthen their organizations, develop a mechanism for redress of grievances and facilitate their being a "stakeholder" in the institutional arrangements for IPDP.
- v. To ensure the right institutional mechanism for this strategy, IPDP will be integrated with the existing structures of ITDP/DRDA wherever necessary.

Non-governmental organizations (NGO) are "secondary stakeholders" who can facilitate the participation of "primary stakeholders"-the tribal community. The NGOs must have a clear understanding of the socio-economic, cultural and environmental context of the project.

The social and community organizations of tribal population will be identified to strengthen and involve them in participatory process of IPDP. The IPDP will develop a linkage with the structure and the process of tribal development administration so that the tribal communities can enjoy more benefits. The NGOs will also provide the important interface between tribal administration and the community.

**Grievance Redress Mechanism:** Apart from project GRM, a specific grievance mechanism will be established for indigenous people. A district level grievance redressal cell will be constituted to address the grievances of the tribal community.

**Members of GRC:** The cell will be constituted by the SPPD in the concerned project districts. The GRC will be represented by the representatives of tribal PAPs and also non-tribal, the village head, NGOs contracted for the implementation of RAP and any other opinion leader from the concerned village. It will be chaired by a retired officer, who served as principal/judges/ Deputy commissioner/Additional DC, etc.

**Functions of the Cell:** The district grievance cell will conduct a meeting in the first week of every month to hear the grievances from the PAPs. All the complaints will be forwarded to the

concerned department/officials within 15 days from the date of receiving the complaints. The issues resolved/addressed by concerned officials within 45 days from the receipt of the complaints. All the grievances received shall be discussed by the Chairman of the cell with executive engineer of the concerned PIU for the necessary action.

The committee shall submit a monthly report to the SPPD for the reference regarding the issues received and the cases disposed and forwarded to SPPD. In case aggrieved person is not satisfied by the verdict given by GRC, he or she is entitled for approaching the judiciary.

### **1.3.9 Gender Issues among Tribes**

The tribal women play an important role in the community and family. Women normally constitute half of the total population in any project area and for survival tied themselves to land and forest. These women work as agricultural labourers. Even in agricultural household, women share with men the burden of agricultural operations like transplanting, weeding, harvesting, threshing, winnowing, etc. The concentration of women in agricultural and allied activities is due to the decline of rural industries leading to large-scale reduction of labour force within non-agricultural sector.

In IPDP, therefore, efforts will be made to (i) create an institutional framework to make gender sensitive decisions. SPPD in consultation with SRCA and Women and Child Welfare Department shall constitute Women Interest Groups (WIGs) within a village and Gender Advisor Committee at district and state level, (ii) women members would be trained for upgradation of skills to initiate viable irrigation related income generation activities for their economic empowerment. In addition women members will be trained in fisheries, animal husbandry, value addition to NTFP, development of kitchen garden, home orchards; production of mushroom, rice-cum-fish culture, or any other locally required trades that can help them to generate additional income, (iii) through training, women members will be provided information to make them an active participant in various developmental activities. The activities include (a) provide information on developing a WIG sub plan, (b) linking with other women's development programmes of line department, and (iv) NGO will focus on women's need for social development.