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Development of Education of Scheduled Tribes in Orissa: The Role of PESA Act

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The present paper aims at examining the educational status of tribals in a scheduled state i.e, Orissa and also makes an attempt to study the role of PESA Act in the development of education of the tribals. The study analyses the results using (i) Sopher's disparity Index, (ii) Co-efficient of Equality and (ii) Gender parity index. The analysis of the results mainly concentrates to two groups of districts i.e (i) Scheduled districts (more than 50 % tribal population) and (ii) Non-Scheduled districts (Less than 50 % tribal Population).

The main findings of the study are: i) The literacy rate of male, female and total population of scheduled tribes in the scheduled districts is lower than the non scheduled districts with an exception to one of the scheduled districts (Sundergarh). The tribal female literacy rate was found to be as low as 7.5 percent in Malkangiri district (scheduled district), which is really a matter of serious concern. ii) About 27 percent of the habitations with predominantly scheduled tribe population did not have a primary school within a radius of one kilometer. iii) The gender parity index indicates that it is the lowest in the Scheduled Districts and highest in non-scheduled districts. The survival rate (47 percent) of ST children is found to be the lowest when they reach class-V while the same is 65 percent among others. iv) The percentage of tribal teachers is only 8.4 percent in the state and only 16 percent in tribal dominate areas, which are considered to be below the prescribed norm. v) The PESA Act of 1996 after more than a decade does not seem to empower the tribals to realise their basic rights particularly in respect of education, health etc.

Hence, it is now high time to make its implementation more vigorously and effectively through institutional means.

1. Introduction

Despite the sincere and concerted efforts by the government for the overall development of the scheduled tribes, they are still far

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behind in almost all the standard parameters of development. They are not able to participate in the process of development, as they are not aware of most of the progrmmes and policies made for their upliftment. This is mainly due to the high incidence of illiteracy and very low level of education among the tribal people. Hence, the educational status of the scheduled tribes and the role of governance in this direction merit discussion.

The present paper aims at examining the educational status of tribals in a scheduled state (Orissa). Orissa occupies a special position in the tribal map of India. It is regarded as the homeland of the tribals having a total tribal population of about 81, 45,081, which is 22.21 percent of the State's total population according to Census 2001. The state has the 3rd highest tribal population in the entire country, which accounts for roughly 11 percent of the total tribal population of India. The literacy rate among tribals (39.60 percent) was very less compared to the state literacy rate (63.61 percent) in 2001 census. It is well documented that the educational background of tribals is very discouraging as compared to the rest of the population. Many special programmes and policies implemented for scheduled tribes seem to have not borne the fruits yet. In this connection one may raise some questions:

i) What is the educational status of tribals so far vis-à-vis their non tribal counterparts?

ii) What is the role of governance in development of education of the tribals?

iii) Has the government's endeavour in respect of tribal education achieved the desired result?

iv) Has there been any attempt by the government to empower the tribal community for self governance in respect of education in their villages particularly after the 73rd and 74th Amendments and the PESA Act?

These are some of the issues that need to be examined in the context of Orissa which is considered as one the scheduled states of the country, pocketing slightly higher than 22 percent of the scheduled tribe population.

The paper is divided into five sections. The first section presents the introduction and the researchable issues in respect of tribal education. In the second section a brief methodology for analysing the data is presented. The third section has discussed the development of education of scheduled tribes in Orissa. The PESA Act and its role are presented in brief in the fourth section. The last section summarises the main findings along with some concluding observations.

2. Methodology

The analysis of the present paper is based mainly on secondary data collected from Economic Survey of Orissa, Statistical Abstract, Orissa Development Report (2002), Orissa Human Development Report (2004), Office of the Directorate of Public Instruction (DPI), Government of Orissa, Census of India, New Delhi etc. In order to have a better understanding of the demographic situation of the tribal communities, Scheduled Areas[1] have been identified taking into consideration the concentration of scheduled tribe population in different parts of the State. Accordingly, the 30 districts of the state are grouped into two broad categories on the basis of ST population: (i) Scheduled Districts and (ii) Non-Scheduled Districts.

Scheduled Districts (8 districts): The districts where the proportion of Scheduled tribe population is 50 percent or more are defined as a scheduled district (Orissa Development Report, 2002; p441).

Non-Scheduled Districts (22 districts) include all the districts other than the scheduled districts.

The list of the districts is presented in Table 1.

Table 1: Scheduled and Non Scheduled Districts in Orissa

Scheduled Districts(> 50 percent ST popn)	Non Scheduled Districts		
Gajapathi	Angul	Dhenkanal	Khurda
Koraput	Baleswar	Ganjam	Nayagarh
Kandhamal	Baragarh	Jajpur	Nuapada
Malkangiri	Bhadrak	Jharsuguda	Sambalpur
Mayurbhanj	Bolangir	Jagatsinhpu	Sonepur
Nabarangpur	Boudh	Kalahandi	Puri
Rayagada	Cuttack	Kendrapara	
Sundargarh	Deogarh	Kendujhar	

The analyses of the study concentrate to the literacy level and the primary education only.

Tools/Techniques used in the analysis

i. The gender disparity index in literacy

The gender disparity index in literacy is calculated by using Sophers' Disparity Index with the help of the following formula:

Disparity Index = $\text{Log}(X_2/X_1) + \text{Log}[(Q-X_1)/(Q-X_2)]$,
Where, $X_2 > X_1$ and $Q = 200$

See foot note 3

X_2 = Male Literacy Rate
X_1 = Female Literacy Rate
The higher the value of the index higher is the extent of gender disparity.

ii. Co-efficient of Equality in Education

The coefficient of equality is estimated by using the following formula:

$$Q = (E_t / E_o) / (P_t / P_o)$$

Where Q = Coefficient of equality for Scheduled Tribes

E_t = Enrolment of Scheduled Tribes in any particular types of education.

E_o =Enrolment of other communities in the same type of education

P_t = Population of Scheduled Tribes

P_o = Population of other communities.

If the value of co-efficient of equality is 100, it indicates that Scheduled Tribes are at *par* with other communities and availing the same facility of education like others. If it is less than 100, it indicates that these communities are lagging behind their counterparts. This would provide us the educational status of Scheduled Tribes vis-a-vis Non Scheduled Tribes.

iii. Gender Parity Index in Enrolment (GPI)

$$GPI = (ENR_G / ENR_B) * 100$$

Where ENRG = Enrolment of girls
ENR_B = Enrolment of Boys
If the value of GPI for example is 86, it implies that there are 86 girls per 100 boys.

3. Educational Development of Scheduled Tribes in Orissa

It is well documented that there is a positive impact of literacy and basic education on economic productivity of the recipients of education. Many empirical research on this topic from a handful of studies found that the number of years of schooling (mostly primary schooling) is closely related with income or job productivity. For example in the agriculture sector, studies have supported the notion that an additional year of primary schooling can directly affect wages and farm output. Studies also suggest that an additional years of schooling lead to economic returns that are greater than the cost of education itself (Haddad et.al, 1990). In view of the contribution of education in general and primary education in particular to the overall development of the recipients of education we have made an attempt to examine the educational achievement of the scheduled tribe population in the state of Orissa (a scheduled state).

According to the provision of the Indian Constitution there are 62 communities listed as STs in Orissa. More than 80 percent of them live in designated scheduled areas. There are 13 sections of these tribes in the state identified as Primitive Tribes, who are very primitive in nature from the cultural and

technological standpoints. (Orissa Development Report, 2002). Tribal communities in Orissa, like their counterparts in other parts of India, live under a subsistence economy. Agriculture is their main occupation and most of the tribes have subsidiary occupations such as collection of minor forest produce, forest labour and other non-agricultural labour, primary government work, apart from the main occupations. There is considerable divergence, differentiations among various tribal groups in terms of rites, rituals and functions. Since Independence, there has been a growing realisation that development would never become self-sustaining unless it is accompanied by corresponding changes in the attitudes, values, knowledge and skills of the people in general and scheduled tribes in particular. The only way of accomplishing this change is through education. In this background the analysis of education of tribals in Orissa assumes great significance.

3.1 Literacy rate

Overall literacy rate

Literacy is considered as one of the crucial indictors of education. There is a significant difference between a literate and an illiterate person in respect of overall attitude of the concerned individuals. The overall literacy rate in Orissa has increased by about 15 percent, between 1991 and 2001 from 49.09 percent to 63.61 percent. This increase is roughly the same as for all-India and for states with comparable levels of literacy in 1991. However, as per the 2001 Census, Orissa still ranks 24th among 35 states/Union Territories. The state is slightly below the national literacy rate **(**65.38percent) in 2001 census in respect of overall literacy rate. The male literacy rate (75.85percent) of India is marginally higher than that of Orissa (73.34 percent) while the female literacy rate of India was 54.16 percent and that of Orissa was 50.5 percent. Across districts, as per 2001 census, the overall literacy rate is the highest in Khurda district at 80.19 percent (Non-Scheduled District) and lowest in Malkangiri District at 31.26 percent (Scheduled District). While male literacy rate is the highest (88.96 percent) in Jagatsinghpur district (non scheduled dist) and the lowest (41.21 percent) in Malkangiri district (scheduled dist), the female literacy rate is the highest (71.06 percent) in Khurda district (non-scheduled dist) and the lowest (21.02 percent) in Nabarangpur district (scheduled dist). Thus, *the male, female and overall literacy rates are the lowest in the Scheduled Districts of the state while they are the highest in the non scheduled districts of the state.* The details of district wise literacy rate are presented in Table A-1.

Scheduled tribe literacy rate

As expected, the level of literacy among scheduled tribes has always been a matter of concern. In the case of Scheduled Tribes in Orissa, it is in fact much lower than for the

rest of the population. As per the Census 2001, around 39.60 percent of the tribal population in the state was literate as against the State average of 63.61 percent. There exist significant regional disparities in the state across districts. In the Scheduled districts the overall literacy rate varied from the lowest of 31.26 percent to the highest of 65.22 percent in 2001 for all population. The corresponding literacy for ST population was 14.69 percent and 52.75 percent. In non Scheduled Districts, the literacy rate for all population varies from a low of 42.29 percent to a high of 80.19 percent while the same for ST population is 27.44 percent to 58.72 percent. This indicates that the literacy rate of Scheduled tribes in the non-scheduled districts is higher than those in scheduled districts.

Moreover, literacy among tribal females is depressingly low. Three out of four tribal females are still illiterate (average literacy rate for tribal women as per the 2001 Census is 27.38 percent) even after more than 5 decades of planning and development. Female Literacy was extremely low in most of the Scheduled Districts. The lowest female literacy rate is found to be less than 7.5 percent in Malkangiri district (scheduled district), which is really a matter of serious concern.

Inter and Intra District Variation in Literacy Rate

There is variation in literacy rate between different districts of the state and within different groups of districts there is variation in literacy rate between ST and all population. Within each group of population the variation is found between male and females. The inter and intra district variations in literacy rate are reflected through coefficient of variation and is presented in Table 2 and Table 3 for 1991 and 2001 respectively. It is found that the coefficient of variation in literacy rate for the ST population is higher than that of the general group of population. Within each category of population the coefficient of variation of females is much higher than that of males.

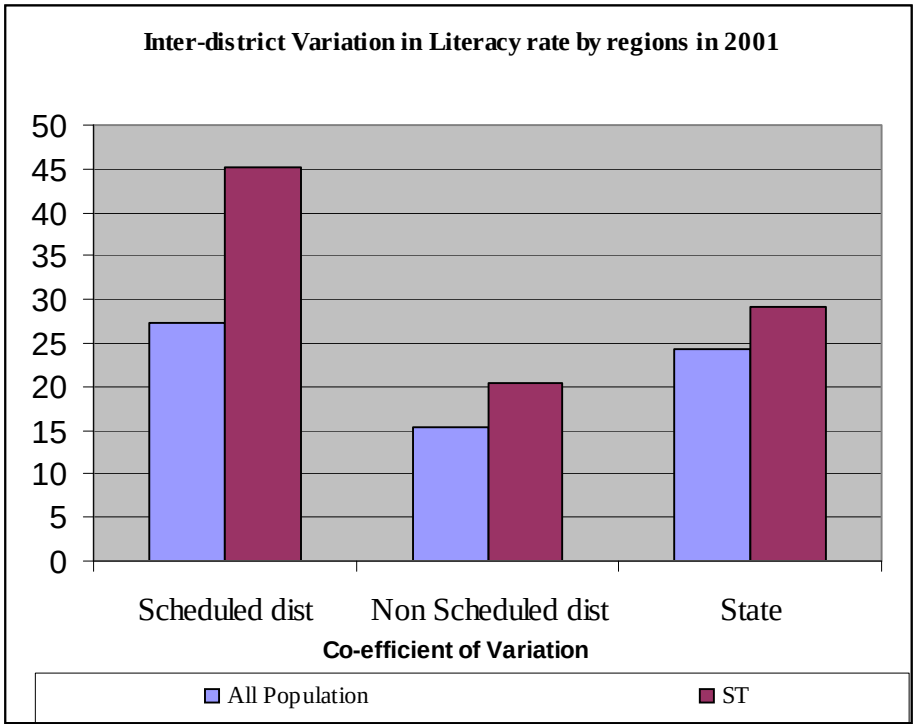
Table 2: Variation in Literacy rate in Orissa,1991

Districts/state	Literacy rate					
	All Population			Scheduled tribes		
	Total	Male	Female	Total	Male	Female
Scheduled districts						
Mean	30.85	42.57	19.88	17.5	27.31	7.87
SD	11.4	13.52	9.02	11.02	14.72	7.74
C.V.	36.97	31.77	45.37	63.01	53.89	98.32
Non Scheduled districts						
Mean	51.56	66.23	36.46	24.83	38.36	10.84
SD	11.2	9.71	12.38	6.64	8.92	4.72
C.V.	21.73	14.66	33.95	26.73	23.24	43.56
State total						
Mean	46.03	59.92	32.64	22.87	35.41	10.05
SD	14.46	15.02	13.64	8.49	11.6	5.69
C.V.	31.41	25.07	42.59	37.12	32.75	56.64

Table 3: Variation in Literacy rate in Orissa,2001

Districts/state	Literacy rate					
	All Population			Scheduled tribes		
	Total	Male	Female	Total	Male	Female
Scheduled districts						
Mean	43.71	56.34	31.13	30.17	42.8	17.9
SD	11.92	12.7	11.35	13.64	15.99	11.69
C.V.	27.27	22.55	36.46	45.22	37.35	65.32
Non Scheduled districts						
Mean	66.91	79.51	53.98	43.03	58.25	27.38
SD	10.22	7.94	12.54	8.76	9.53	8.34
C.V.	15.27	9.98	23.24	20.36	16.35	30.46
State total						
Mean	60.72	73.33	47.89	39.6	54.13	24.85
SD	14.79	13.9	15.83	11.57	13.25	10.08
C.V.	24.36	18.96	33.06	29.22	24.49	40.45

Chart 1 below shows clearly the coefficients of variation in literacy rate for ST population vis-à-vis other population, which gives a clear idea about the extent of variation in literacy rates between these two groups of population.



The variation in literacy rate is different in different groups of districts. More interestingly, the mean literacy rate is the highest in the non scheduled districts where the scheduled tribe population is the lower while the mean literacy rate is the lowest in the scheduled districts where the concentration of ST population is very high (more than 50 percent). The coefficient of variation in literacy rate is the lowest in non-scheduled districts and the same is the highest in scheduled districts. The coefficient of variation in literacy rate for females is higher than that of males but it is the highest in the scheduled districts. It is found to be as high as more than 98 percent (in 1991) and 65.32 percent (in 2001) for females. This gives a clear idea that *the scheduled tribes in non-scheduled districts perform better than those in the scheduled districts.*

Table 4
Gender disparity in literacy rate

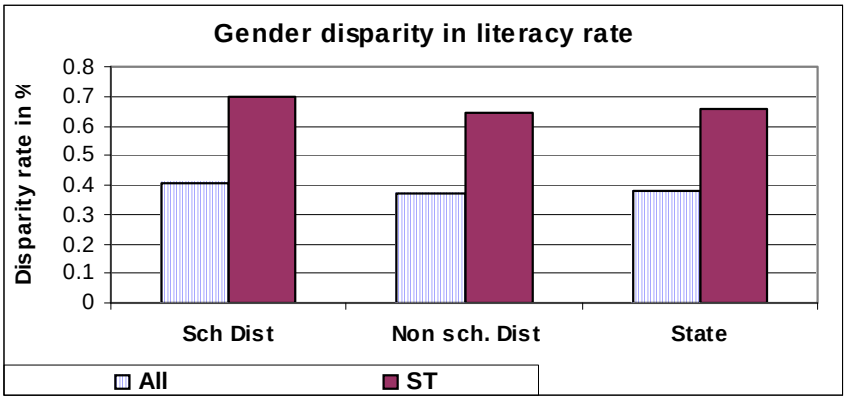
Gender Disparity Index in Literacy Rate

Districts/State	1991 Census		2001 Census	
	All	ST	All	ST
Scheduled Dist	0.39	0.7	0.33	0.46
Non scheduled Dist	0.33	0.62	0.24	0.41
State	0.35	0.61	0.19	0.42

The literacy rate of females is always found to be lower than their male counter parts. As stated earlier, the literacy rate of ST females is extremely low particularly in the scheduled districts of the state, which ultimately leads to a higher gender disparity in literacy rate. We have estimated the gender disparity rate by using Sopher's Disparity index formula given earlier. The details of gender disparity index are provided in Table A-2 for all types of districts. Across districts, as per 2001 Census the disparity index is the highest (0.59) in Nuapada district (Non-scheduled District) and the lowest disparity index (0.29) is found in Sundergarh district (Scheduled District). The lowest disparity in Sundergarh may be largely due to the fast growing urbanization and the industrialization (steel plant in Rourkela). Table 4 presents the summary of the gender disparity index in literacy for three groups of districts.

The gender disparity index in literacy of the scheduled districts is found to be higher than that of non-scheduled districts and the state average. The gender disparity index for ST is found to be higher than all population. The lower gender disparity index for ST in non-scheduled districts indicates that the literacy rate of ST females in this category of districts is relatively good. The chart 2 shows the gender disparity index in literacy rate.

Chart-2



From the above analysis it is very clear that the extremely low level of literacy rate among the tribals in general and females in particular may be one of the most important reasons for their overall backwardness as they are not able to participate in the process of development.

3.2 Primary Education

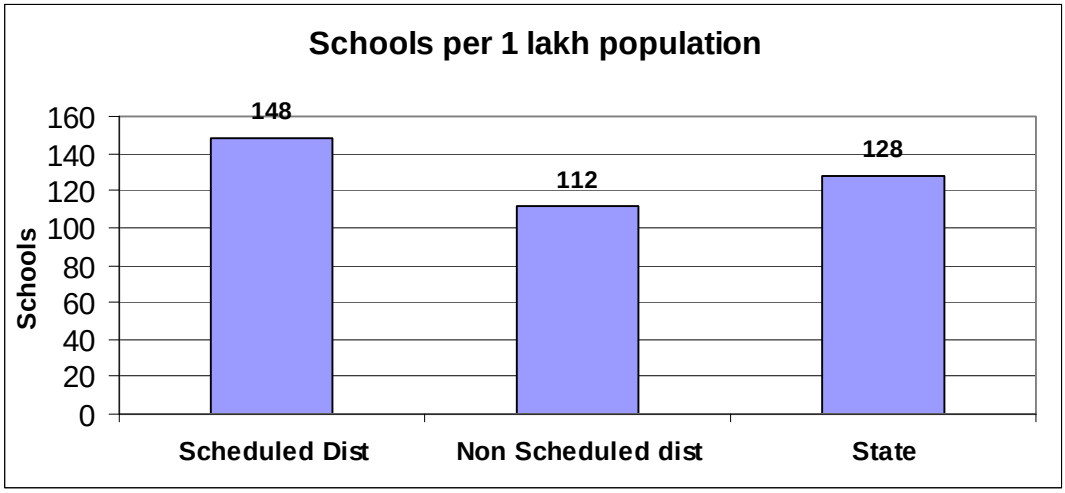
Article 45 of the Indian Constitution requiring the state to provide within a period of 10 years from the commencement of the Constitution and the Supreme Court ruling in 1994 that 'a child has a fundamental right (Article 21A states education as fundamental right) to free education up to age of 14 years' clearly enjoin the state government about its responsibility in this connection.

3.2.1. Growth of Primary schools

After Independence, there has been a substantial growth in the number of schools in the state. In 1947-48, the primary schools numbered 6814 and it increased to 42824 in 2002-03, showing a compound growth rate of 3.5 percent per annum. However, the number of primary schools by habitation is a better indicator than the mere growth and number of schools.

According to the Sixth All-India Educational Survey (1993), there was 73,148 habitations in the state of which 60,289 (82.42 percent) had primary schooling facility within one kilometer of walking distance from the home of a child. It may also be noted that 27 percent of the habitations with predominantly Scheduled Tribe population did not have a school within a distance of one kilometer. We have estimated the number of primary schools per 1 lakh population for different districts of the state and presented in Table A-4. The number of schools per one lakh population in the scheduled districts is the highest (148) and the same is the lowest (112) in non-scheduled districts. The non scheduled districts have lower number of schools per one lakh population than the state average (128). Across districts the highest number of schools (234) is found in Kandhamal district (scheduled district) while the lowest number of schools (67) per one lakh population is found in Khurda district (non scheduled dist). Chart 3 presents the schools per one lakh of population.

Chart-3



Here one may raise a question that in spite of the larger number of schools in the scheduled districts why are these districts behind the non scheduled districts in respect of development of education? It is generally believed that the supply of schools to the scheduled tribes may enhance their enrolment and overall quality of education. But contrary to this belief it is found that despite the existence of very large number of schools in the scheduled districts they are lagging behind their counterparts in respect of education. Mere existence of schools may not enhance the standard of education unless (i) it is properly equipped with the teaching and other inputs and (ii) the children should come and attend the school. It is noticed that in the remote tribal areas the teacher absenteeism is a regular phenomena and this affects largely the quality of education. Lack of basic infrastructure (roads, electricity and other communications) in the area as well as in the schools also is responsible for poor attendance in the schools by the teachers and students. Most of these schools have become dysfunctional in tribal areas. The role of governance is also found not to be very effective in this case which has been emphasized in the PESA act. The tribals may be empowered to manage their village schools by making the schools more functional.

For promoting the education of the backward population (SC and ST) in the state the government of Orissa has established special schools for them like Sevashramas, Kanyashramas etc. As revealed from Table 5 that there is not much improvement in the number of schools in recent years. The number of schools on the other hand either remains stagnant or declined as in case of Sevashramas, for example there was a decline in the Sevashramas from 951 in 1995-96 to 919

in 1998-99 and afterwards it became stagnant. The Kanyashramas have become stagnant from 1997-98 onwards.

Table 5

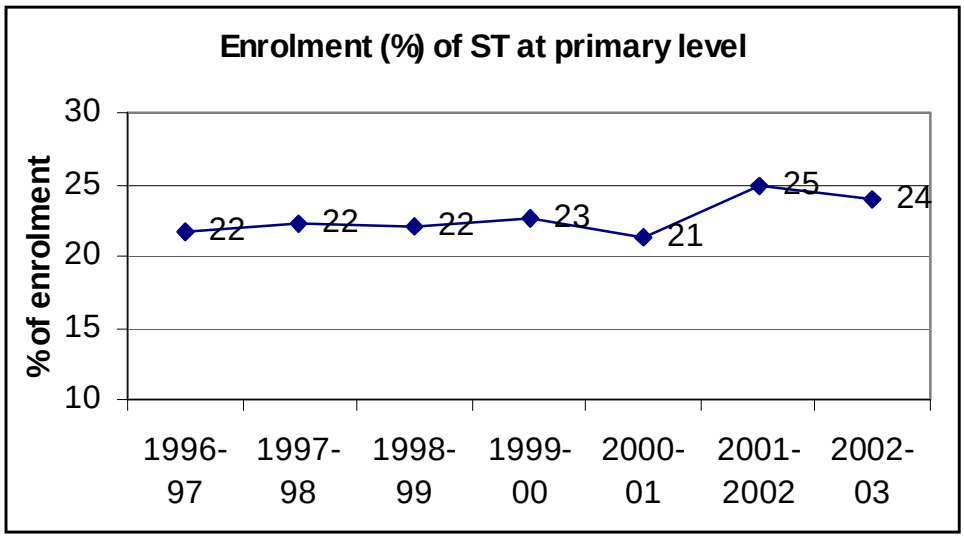
Special Schools for ST and SC in Orissa			
Year	No. of Schools		
	Sevashrams	Ashrams	Kanyashrams
1995-96	951	109	34
1996-97	940	110	35
1997-98	929	110	37
1998-99	919	112	37
1999-00	919	112	37
2002-03	919	112	37

Source: Economic Survey, Government of Orissa.

3.2.2 Growth of Enrolment

In Orissa, the number of students in primary education increased by 19 times between 1947-48 and 2003-04 (Human Development Report, Orissa 2004). Currently (2003-04), there are 4.9 million children enrolled in primary schools. However, when we compare the decade of the 1980s to that of 1990s, there has been a virtual stagnation in the average annual rate of growth of enrollment i.e 2.7 percent and it increased to 2.8 percent during the period 1990-91 to 2003-04. The scheduled tribe enrolment is always lower than the enrolment of other communities and it is more pronounced in the non-scheduled districts. It is found that in the non -scheduled districts the enrolment in primary level among the ST children is 13 percent while in the scheduled districts the enrolment of ST is 49.5 percent which is quite obvious. The enrolment of ST in the state has either remained constant or has declined over the years, which is a matter of concern. The chart 4 presents the trend in ST enrolment in primary education.

Chart-4



Coefficient of Equality in enrolment between ST and Non – ST

The Coefficient of equality in primary schools for the scheduled and non scheduled districts is 85.61 and 115.9 respectively and for the state it is 107.5. It indicates that Scheduled Tribes in Non-Scheduled Districts are *at par* with other communities as they are availing the better educational facilities when compare to STs of Scheduled Districts. It is interesting to note that the co-efficient of equality is more than 100 for 13 districts (out of 22) in the Non-Scheduled Districts and only 2 districts (out of 8) in case of the Scheduled Districts. The details of coefficient of educational equality are presented in Table A-5. Table 6 presents the summary of the region wise coefficient equality in enrolment.

Table 6

Coefficient of Equality in Enrolment (ST and Non ST) in Primary education

Districts/State	Total	Boys	Girls
Scheduled dists	85.61	91.46	79.15
Non-scheduled dists	115.9	129.8	100
State total	107.5	119.5	93.9

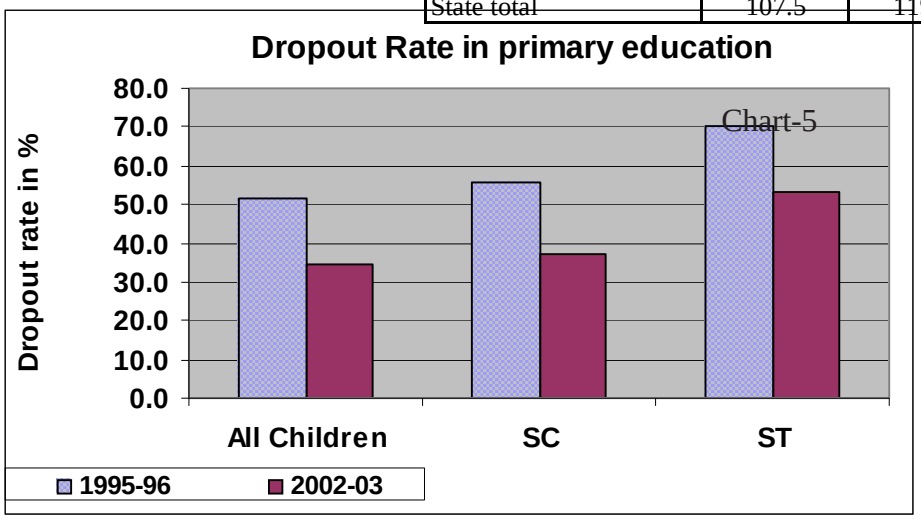


Chart-5

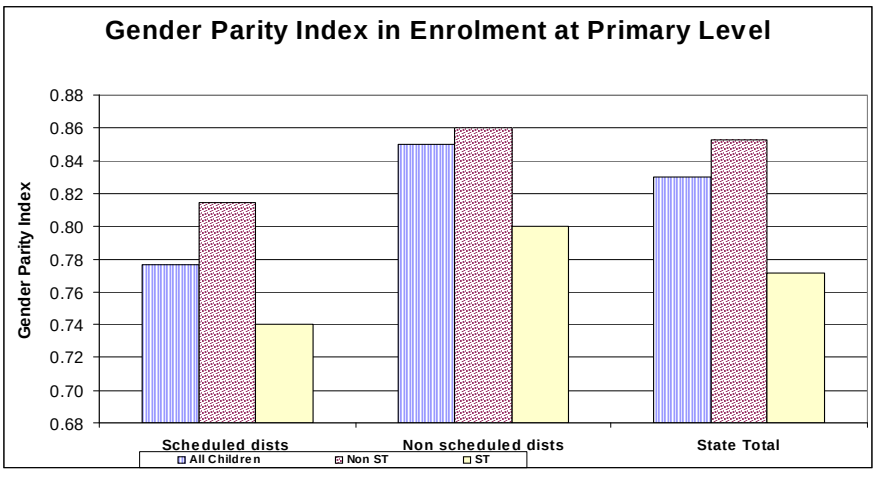
Gender parity Index in Enrolment

The enrolment of boys is always found to be higher than that of girls. We have estimated the gender parity index in enrolment, which shows the ratio of girl's enrolment to boy's enrolment. The gender parity index of ST children is always lower than that of non ST. Across regions, the gender parity index is the lowest in the scheduled districts and highest in non scheduled districts for both ST and non - ST children. District wise estimates of gender parity index indicates that the ST girls are at par with their boys counterparts in the district of Khurda and in Boudh (non scheduled district) while they are behind their boy counterparts in all the scheduled districts. The lower enrolment of girls than boys among the scheduled tribes is attributed mainly to (i) extremely low female literacy rate (among tribal females), (ii) low percentage of female teachers and (iii) low percentage of tribal teachers. Many studies have documented that the girl's education is significantly influenced by mother's education. *The low female literacy among the tribal females may be one of the significant factors for low enrolment of ST girls.* The details of district wise index are presented in Table A- 6. The summary of gender parity is presented in Table 7. Chart 5 clearly depicts the gender parity index in enrolment of ST and Non ST.

Table 7

Gender Parity Index in Enrolment by region and by social groups

Districts/State	All Children	Non ST	ST
Scheduled dists	0.78	0.81	0.74
Non scheduled dists	0.85	0.86	0.8
State Total	0.83	0.85	0.77



3.2.3 Dropout Rate of ST and Non-ST

The dropout rate is one of the negative indicators of educational development. It is found to be very high among the backward population. There is substantial improvement in the dropout rate among all the groups of population over the years. It has declined from 52 percent in 1995-96 to 35 percent in 2002-03 for all children at the primary level. This implies that 65 children in 100 children are able to reach the last year of primary education. Across Social groups, the dropout rates is the highest among the ST children i.e. 53.4 percent in 2002-03 which means 53 percent of the children enrolled in class – I dropout before completing class – V. The details of dropout are given in Table 8.

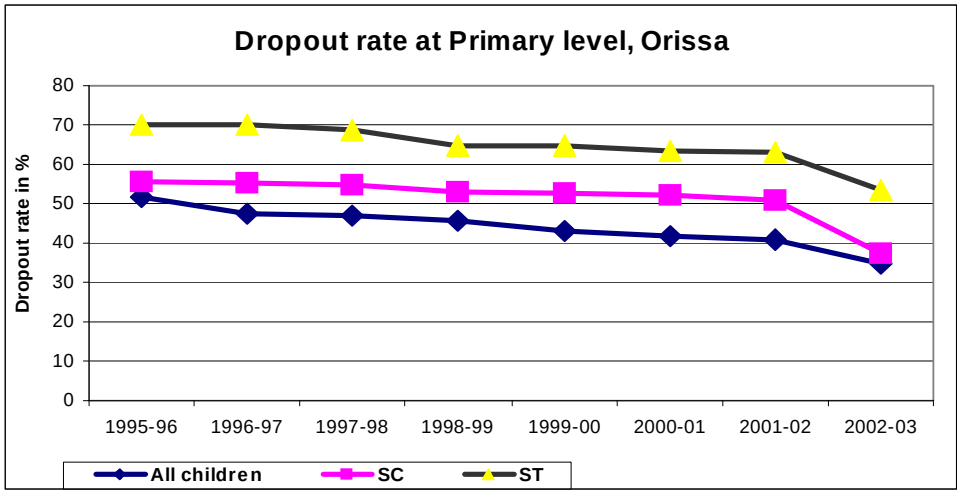
Table 8

Dropout rate at Primary level in Orissa

Year	All children	SC	ST
1995-96	51.6	55.8	70.2
1996-97	47.6	55.4	69.9
1997-98	47	54.9	68.7
1998-99	45.6	52.9	65
1999-00	43	52.5	64.7
2000-01	41.8	52.1	63.4
2001-02	41	51	63
2002-03	34.7	37.3	53.4

Source: Directorate of Public Instruction office, Orissa

Chart. 7 shows the dropout rate in primary education.



3.2.4. Teachers

Among the various factors that influence the quality of education and determine its contribution to national development, the quality and character of teachers are undoubtedly the most significant (Education Commission 1968). Thus, teachers occupy a vital role in the education system.

Most of the tribal children may be slower learners due to the fact that majority of the tribal children are the **first generation academic learners** and have least scope of support and help from parents and relatives who are illiterate. Hence the role of teachers assumes significance towards these children.

During the period 1947-48 to 2000-01, there has been a significant increase in the number of teachers in primary schools. The number teachers in primary schools were 114,791 in 2000-01 as against 16,520 in 1947-48. (Human Development Report, Orissa 2004). However, the distribution of number of teachers varies considerably from one Region to other Region. The number of teachers (33181) in Scheduled districts is less than half of teachers in the Non-scheduled Districts (81610) as per 2000-01.

Pupil-Teacher Ratio

By 2000-01 the overall pupil teacher ratio is 41 in the state of Orissa, indicating that the state has not yet fulfilled the national norm of 35 students per teacher at the primary level. Most of the scheduled districts are found either within the norm or below the national norm except two districts. It may be due to the fact that most of the schools in these districts are having small number of students as compared to other districts under non scheduled category. But the pupil teacher ratio in non scheduled districts is higher than the state average and scheduled districts.

Female Teachers

It is well documented by the researchers that number of female teachers in a school generally enhances the enrolment of girls. In view of this, a particular norm is fixed which envisages that at least 50 percent of the total teachers should be females. But, the state is far behind this norm as the percentage of female teachers to total teachers in primary schools is only 24 percent in 2000-01 in the state. The proportion of female teachers is found to be almost equal in all the regions and in the state i.e below 25percent (Table 9).

ST teachers

More than female teachers the presence of ST teachers to teach the ST children assumes significance in the sense that the teachers from their own community know the language and culture of the tribal children to teach them better than other teachers. Most of the studies found that language is one of the important constraints of tribal children at the beginning of their learning. But

the percentage of tribal children in different regions and in the state shows a very disheartening picture. The proportion of tribal teachers in the state is less than 9 percent and across region it is found that in the scheduled districts it is the highest and in the non-scheduled districts it is the lowest. Table 9 summarizes the position relating to female teachers and tribal teachers in primary education in Orissa.

Table 9
Schools, Teachers and Pupil teacher ratio in Primary Schools in Orissa (2000-01)

Districts/state	% of Female teachers	% of ST teachers	P/T ratio
Scheduled Dist	24.7	16.5	33
Non Scheduled dist	24.5	5.6	44
State	24.0	8.8	41

4. The PESA[1] Act, 1996 and Tribal Education

The governance

Many times the term governance and management in educational institutions is used interchangeably which is, however, not correct. The role of Governance is to formulate the rules and policies to promote the quality of educational institutions while management is responsible for the implementation and execution of the policies. As such Governance sets the parameters for management. Hence good governance for achieving high quality of education is a necessary condition but not a sufficient condition. The Governance may be national, state and local to govern the policies of education. The 73rd and 74th Amendments of the Constitution have empowered the Panchayats to participate in decision making at the grass root level in the process of development. In recent years the most significant change is the shift in management from government to the local bodies.

Even the experiment in decentralised governance in India, which aims at empowering the people for effective participation in local governance, has hardly given the tribals any power to have control over the natural resources like land and forest on which the tribals depend for their livelihood. Despite the Constitutional provision of special powers vested with the Governors wherein they can exclude any Act of Parliament or of the State Legislature to the 'scheduled areas'[2] by notification, or extend them with such exceptions and modifications, which they think necessary for peace and good Governance, none of the governors of states having scheduled areas have applied their discretion in enforcing such provisions. On the contrary, all the Acts

and enactments passed by Parliament as well as State legislatures have been extended to the scheduled areas without making suitable modifications to suit to the socio-cultural, political and economic ethos of the tribals.

Self Governance

The analyses on educational development have revealed that the tribals are far behind their counterparts in all the indicators of education. The government has made concerted efforts to develop the educational status of tribals by increasing the number of schools, teachers and other inputs. But it seems that the supply of all the educational inputs is either not sufficient or not appropriate to create the demand for education among the tribals. One may raise the question: Why is the governments' endeavour not very effectives in this direction? The role of governance for the educational development for the STs may be different than the role of governance in other cases. The self governance rather than the state level governance may be more useful in this case which can be materialsed more effectively through the PESA act, 1996.

The Panchayats Extension to Scheduled Areas (PESA) Act, 1996, in fact, has made it mandatory for the States having scheduled areas to make specific provisions for giving wide-ranging powers to the tribals on the matters relating to decision-making and development of their community. Technically, when the Act refers to extending the provisions of Part IX of the Constitution to the fifth scheduled areas; politically, it gives radical governance powers to the tribal community and recognises traditional community rights over local natural resources. It not only accepts the validity of "customary law, social and religious practices, and traditional management practices of community resources", but also directs the state governments not to make any law which is inconsistent with these. Accepting a clear-cut role for the community, it gives wide-ranging powers to *Gram Sabha*[3] .

Grama Sabhas

Grama sabha has been empowered to safeguard and preserve the traditions and customs of the people, their cultural identities. However, due to the high incidence of illiteracy and low level of education among these people has provided little impetus to their growth at this level. Thus, education plays a crucial role in increasing the level of awareness among the people including the tribals. The right to education for ST has not been duly guaranteed so far. They are needed to be educated through social mobilisation generated by education. The literacy campaigns in tribal areas have proved enormous impact on the other social sectors, most notably women's empowerment, health and population stabilization along with environmental awareness.

Panchayati Raj Institutions to some extent are providing the opportunity to the people for democratic participation through social action. But the effective functions of Panchayats depend on the type of people, their level of education etc. Wherever the educational background of the population is better the Pachayats are also doing well in empowering the people. One such example is provided in Box-1.

Box 1

Education and Empowerment

Kashipur dominated by tribals is located in the eastern state of Orissa and falls under Schedule Five of the Constitution. The literacy rate of a shocking 1 – 2 percent, the tribes of Kashipur have neither the means of protest, or indeed, even the awareness, that they are being deprived of their basic fundamental rights, guaranteed to every citizen of this country, by the highest legal order of the land. Champa Devi , 28 year old, the first women Sarpanch, was unanimously selected for the post in 2001. She was the obvious choice even for men, **as she held the most advanced education, having completed class seven at the local government school.** Champa Devi's first project was to organise access to credit in order to stimulate economic development. With the assistance of a local NGO in Kashipur, Champa Devi established a women's group called the "Ama Sangathan" or Our Organisation. Champa Devi after lot of efforts was able to overcome all the difficulties faced by the tribals for credit from the banks. Now their model is being promoted by women's organizations around the world!

It is now quite clear that education plays pivotal role in empowering people in general and women in particular. On the whole it seems that PESA Act does not have much influence on education of tribals in terms of community participation. It may be due to the reason that it has not yet implemented in the right perspective.

5. Concluding observations

The main findings of the study are: i) The literacy rate of male, female and total population of scheduled tribes in the scheduled districts are lower than the non scheduled districts with an exception to the district of Sundergarh. The lowest female literacy rate is found to be less than 8 percent in Malkangiri district (scheduled district), which is really a matter of serious concern. ii) About 27 percent of the habitations with predominantly scheduled tribe population do not have a primary school within a radius of one kilometer. iii) The enrolment in primary schools indicates that girls are generally behind the boys in all types of regions (scheduled dist and non-scheduled dist). But the girls–boys ratio in enrolment is the lowest in the scheduled districts and highest in non-scheduled districts. The dropout rate of ST children is the highest as only 47 percent of children continue till class-V among ST while the same is 65 percent among others. iv) The percentage of female teachers in the state is much below the required norm. Across region the same pattern is observed as it is much below than the state as a whole. v)

The percentage of tribal teachers is only 8.4 percent in the state and only 16 percent in tribal dominate areas. .vi) The PESA Act of 1996 after more than a decade does not seem to empower the tribals to realise their basic rights particularly in respect of education and health.

In view of the above findings the following suggestions may be considered:

i) Extensive literacy campaign in the tribal dominated districts may be undertaken on a priority basis to literate the tribal in general and the tribal females in particular in order to create awareness about their rights to education and other fundamental rights.

ii) The primary schools need to be provided within the habitation of the tribals and more of tribal teachers need to be appointed in these schools located in tribal areas.

iii) It is also felt that in the context of a less developed region (scheduled districts) in a less developed state it is not higher education but effective literacy and at least primary education would prove to be more effective to make them participate in the process of developmental activities.

iv) Hence, it is now high time to make the implementation of The PESA Act, 1996 more vigorously and effectively through institutional means.

Table A-1

District Wise Literacy Rate in Orissa by Social Groups of Population													
I	Scheduled	Literacy rate of all population						Literacy rate of ST			Literacy rate of ST		
		All Persons		Males		Females		1991			2001		
		1991	2001	1991	2001	1991	2001	Total	Male	Female	Total	Male	Female
1	Gajapathi	29.37	41.73	41.76	55.14	17.44	28.91	15.88	25.66	6.75	27.77	41.60	14.83
2	Koraput	24.64	36.20	33.98	47.58	15.15	24.81	8.34	14.61	2.14	18.68	29.25	8.38
3	Kandhama	37.23	52.95	54.68	69.98	19.82	36.19	27.49	43.93	11.56	44.47	62.72	26.87
4	Malkangiri	20.04	31.26	28.24	41.21	18.69	21.28	6.77	11.21	2.32	14.69	22.05	7.50
5	Mayurbhar	37.88	52.43	51.84	66.38	23.68	38.28	24.10	37.72	10.50	38.80	54.11	23.51
6	Nabarangp	18.62	34.26	28.10	47.37	9.01	21.02	9.66	17.50	1.80	24.00	36.86	11.12
7	Rayagada	26.01	35.61	36.53	47.35	15.63	24.31	10.39	17.73	3.40	20.23	31.16	10.07
8	Sundargar	52.97	65.22	65.41	75.69	39.60	54.25	37.34	50.13	24.52	52.75	64.66	40.90
	Mean	30.85	43.71	42.57	56.34	19.88	31.13	17.50	27.31	7.87	30.17	42.80	17.90
	SD	11.40	11.92	13.52	12.70	9.02	11.35	11.02	14.72	7.74	13.64	15.99	11.69
	C.V.	36.97	27.27	31.77	22.55	45.37	36.46	63.01	53.89	98.32	45.22	37.35	65.32
II	Non Scheduled dists												
9	Deogarh	44.45	60.78	59.43	73.79	29.26	47.56	27.47	41.25	13.73	45.26	59.41	31.23
10	Jharsugud	52.64	71.47	67.29	83.04	37.11	59.23	34.87	50.95	18.37	57.23	71.86	42.27
11	Kendujhar	44.73	59.75	59.04	72.53	30.01	46.71	24.89	38.01	11.74	40.30	54.63	25.97
12	Kalahandi	31.08	46.20	46.85	62.88	18.28	29.56	18.54	32.00	5.48	34.17	51.70	17.15
13	Nuapada	27.52	42.29	42.31	58.78	12.78	26.01	18.49	32.00	5.18	33.12	50.69	16.18
14	Sambalpur	51.56	67.01	65.90	78.87	36.43	54.79	32.06	47.10	16.83	52.67	66.92	38.40
15	Angul	51.53	69.40	67.66	82.02	34.32	56.01	25.77	40.01	11.13	45.35	60.25	30.05
16	Baleswar	57.64	70.94	71.23	81.75	43.40	59.57	18.91	30.08	7.37	31.88	45.63	17.69
17	Baragarh	47.65	64.13	63.78	77.93	31.21	50.03	30.85	47.08	14.61	50.21	65.87	34.44
18	Bhadrak	60.54	74.64	74.62	85.44	46.35	63.62	12.87	20.25	4.91	27.44	38.00	16.43
19	Bolangir	38.63	54.93	55.64	70.36	21.30	39.27	24.86	41.17	8.65	43.64	61.96	25.52
20	Boudh	40.98	58.43	60.61	76.86	21.01	39.78	28.88	48.41	9.30	46.65	68.29	25.18
21	Cuttack	65.44	76.13	77.41	85.46	52.44	66.19	21.03	32.83	8.24	35.75	50.49	20.14
22	Dhenkanal	54.91	70.11	68.80	81.31	40.33	58.55	22.40	35.01	9.28	39.41	53.69	24.66
23	Ganjam	46.72	62.94	63.88	78.39	29.87	47.70	19.98	32.69	7.02	35.54	50.22	20.65
24	Jagatsinhp	65.78	79.61	75.27	88.96	53.05	69.94	24.87	35.35	13.33	48.62	59.87	35.91
25	Jaipur	58.00	72.19	70.50	82.69	45.29	61.45	16.04	26.05	5.60	31.41	45.48	16.93
26	Kendrapar	63.61	77.33	76.82	87.62	50.67	67.29	16.86	26.02	6.25	40.07	53.52	25.21

Table A-2
Gender Disparity Index in Literacy Rate in different Regions of Orissa

Sl.No.	Districts	All Population		ST Population	
		2001	1991	1991	2001
I	**Scheduled Dists**				
1	Gajapathi	0.35	0.44	0.62	0.52
2	Koraput	0.34	0.40	0.86	0.58
3	Kandhamal	0.39	0.53	0.66	0.47
4	Malkangiri	0.34	0.20	0.70	0.50
5	Mayurbhanj	0.32	0.42	0.62	0.44
6	Nabarangpur	0.42	0.54	1.02	0.58
7	Rayagada	0.35	0.42	0.75	0.54
8	Sundargarh	0.21	0.29	0.38	0.27
	All Scheduled Dists	0.34	0.41	0.70	0.44
II	**Non Scheduled dists**				
9	Deogarh	0.27	0.39	0.55	0.36
10	Jharsuguda	0.23	0.35	0.53	0.32
11	Kendujhar	0.27	0.38	0.58	0.40
12	Kalahandi	0.42	0.48	0.83	0.57
13	Nuapada	0.44	0.59	0.86	0.59
14	Sambalpur	0.24	0.34	0.53	0.33
15	Angul	0.25	0.39	0.63	0.39
16	Baleswar	0.21	0.30	0.67	0.48
17	Baragarh	0.28	0.40	0.59	0.37
18	Bhadrak	0.20	0.30	0.65	0.42
19	Bolangir	0.35	0.51	0.76	0.49
20	Boudh	0.40	0.57	0.82	0.56
21	Cuttack	0.18	0.25	0.66	0.48
22	Dhenkanal	0.22	0.32	0.64	0.42
23	Ganjam	0.31	0.43	0.73	0.46
24	Jagatsinhpur	0.17	0.22	0.48	0.29
25	Jaipur	0.20	0.27	0.72	0.50
26	Kendrapara	0.19	0.26	0.67	0.40
27	Khurda	0.16	0.23	0.56	0.39
28	Nayagarh	0.24	0.35	0.65	0.45
29	Puri	0.19	0.28	0.44	0.34
30	Sonepur	0.34	0.53	0.66	0.41
	All non Scheduled dists	**0.26**	**0.37**	**0.65**	**0.41**
III	**State**	**0.28**	**0.38**	**0.66**	**0.42**

Table A 3
Region Wise Enrolment primary Education by Sex and by Caste groups, 2000-01

Sl.No.	Districts	Enrollment of All Communities			Enrolment of Non ST children			ST Enrollment		
		Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls
	Scheduled Dist									
1	Gajapathi	78000	42000	36000	39000	20000	19000	39000	22000	17000
2	Koraput	111000	64000	47000	61000	34000	27000	50000	30000	20000
3	Kandhamal	112000	61000	51000	57000	31000	26000	55000	30000	25000
4	Malkangiri	77000	45000	32000	37000	21000	16000	40000	24000	16000
5	Mayurbhanj	273000	154000	119000	117000	64000	53000	156000	90000	66000
6	Nabarangpur	143000	84000	59000	92000	53000	39000	51000	31000	20000
7	Rayagada	95000	55000	40000	49000	28000	21000	46000	27000	19000
8	Sundargarh	193000	104000	89000	94000	50000	44000	99000	54000	45000
	Total	1082000	609000	473000	546000	301000	245000	536000	308000	228000
	Non-scheduled Dist									
9	Deogarh	34000	18000	16000	22000	11000	11000	12000	7000	5000
10	Jharsuguda	64000	33000	31000	41000	21000	20000	23000	12000	11000
11	Kalahandi	162000	87000	75000	116000	61000	55000	46000	26000	20000
12	Kendujhar	219000	117000	102000	118000	62000	56000	101000	55000	46000
13	Nuapada	84000	48000	36000	59000	34000	25000	25000	14000	11000
14	Sambalpur	96000	50000	46000	58000	30000	28000	38000	20000	18000
15	Angul	147000	78000	69000	127000	67000	60000	20000	11000	9000
16	Baleswar	324000	176000	148000	291000	157000	134000	33000	19000	14000
17	Baragarh	182000	95000	87000	148000	77000	71000	34000	18000	16000
18	Bhadrak	194000	110000	84000	187000	106000	81000	7000	4000	3000
19	Bolangir	181000	99000	82000	142000	78000	64000	39000	21000	18000
20	Boudh	50000	27000	23000	44000	24000	20000	6000	3000	3000
21	Cuttack	295000	158000	137000	285000	152000	133000	10000	6000	4000
22	Dhenkanal	136000	71000	65000	117000	60000	57000	19000	11000	8000
23	Ganjam	373000	200000	173000	361000	193000	168000	12000	7000	5000
24	Jagatsinhpu	135000	74000	61000	134000	74000	60000	1000	NA	NA
25	Jaipur	282000	159000	123000	269000	151000	118000	13000	8000	5000
26	Kendrapara	146000	79000	67000	145000	78000	67000	1000	1000	NA
27	Khurda	165000	87000	78000	157000	83000	74000	8000	4000	4000
28	Nayagarh	106000	63000	43000	94000	55000	39000	12000	8000	4000
29	Puri	178000	93000	85000	177000	92000	85000	1000	1000	NA
30	Sonepur	75000	39000	36000	66000	34000	32000	9000	5000	4000
	Total	**3628000**	**1961000**	**1667000**	**3158000**	**1700000**	**1458000**	**470000**	**261000**	**208000**

Table A-4

District Wise Primary Schools, Teachers and Pupil Teacher Ratio in Orissa, 2000-01					
Sl.No.	**Districts**	**School per 1 lakh Population**	**Pupil-Teacher ratio**	**% Of Female Teachers**	**% Of ST Teachers**
I	**Scheduled Districts**				
1	Gajapati	181	41	14.6	25.9
2	Koraput	157	26	35.4	18.5
3	Kandhamal	234	33	20.6	17.3
4	Malkangiri	178	32	11.9	9.3
5	Mayurbhanj	132	40	24.6	16.9
6	Nabarangpur	122	38	22.4	10.9
7	Rayagada	178	23	20.6	12.7
8	Sundargarh	113	29	31.5	20
	All Scheduled d	148	33	24.7	16.5
II	**Non Scheduled dists**				
9	Deogarh	154	27	24.5	6.9
10	Jharsuguda	120	33	22.2	16.8
11	Kalahandi	128	34	14.7	8.5
12	Kendujhar	116	48	17.6	13.2
13	Nuapada	138	46	14	16
14	Sambalpur	108	27	30.1	8.4
15	Angul	108	43	22	7.2
16	Balasore	90	69	25.2	3.9
17	Baragarh	106	42	17.8	10.3
18	Bhadrak	93	62	29.4	1.4
19	Bolangir	145	26	12.6	8.8
20	Boudh	158	36	16.1	9.8
21	Cuttack	93	54	33.7	1
22	Dhenkanal	105	46	28.1	2.5
23	Ganjam	93	47	19.2	1.9
24	Jagatssinghpur	111	49	44.1	0
25	Jaipur	93	70	37.2	1.3
26	Kendrapara	110	40	25.3	0.1
27	Khurda	67	35	46.4	0.6
28	Nayagarh	96	55	11.5	2.2
29	Puri	95	49	38.6	0.1
30	Sonepur	140	29	8.7	2.6
	All non schedul	**112.14**	**43.95**	**24.50**	**5.61**
III	**State total**	**128.00**	**40.71**	**24.04**	**8.76**

Table A-5
Co efficient of Equality in Enrolment

S.No.	Districts	Co efficient of Equality in Enrolment		
		Total	**Boys**	**Girls**
I	**Scheduled Districts**			
1	Gajapathi	96.92	108.35	85.37
2	Koraput	83.22	91.31	73.78
3	Kandhamal	89.21	91.09	87.33
4	Malkangiri	80.15	86.82	72.34
5	Mayurbhanj	102.24	109.63	93.89
6	Nabarangpur	45.3	48.18	41.57
7	Rayagada	74.49	79.27	69.35
8	Sundargarh	104.5	112.23	96.69
	Total of scheduled dists	85.61	91.46	79.15
II	**Non Scheduled districts**			
9	Deogarh	107.79	128	85.89
10	Jharsuguda	122.89	128.2	117.51
11	Kalahandi	98.77	108.2	88.89
12	Kendujhar	106.74	112.3	100.87
13	Nuapada	79.69	78.59	81.56
14	Sambalpur	124.4	129.15	119.57
15	Angul	119.24	126.7	111.4
16	Baleswar	89.15	95.9	81.5
17	Baragarh	95.67	98.1	93.1
18	Bhadrak	194.84	194.8	194.4
19	Bolangir	105.69	105.1	106.7
20	Boudh	95.72	88.5	104.3
21	Cuttack	94.76	107.4	80.6
22	Dhenkanal	110.69	125.5	95.3
23	Ganjam	112.23	121.5	101.3
24	Jagatsinhpur	90.61	0	212.6
25	Jaipur	57.47	62.7	50.7
26	Kendrapara	130.93	232.2	0
27	Khurda	93.34	89.5	97.5
28	Nayagarh	204.33	237.2	161
29	Puri	188.85	351.3	0
30	Sonepur	125.83	136.6	114.6
	Total of Non-scheduled dists	115.9	129.8	100
III	**State total**	**107.5**	**119.5**	**93.9**

Table A-6
Gender Parity Index* in enrolment in Primary Education

Sl.No.	Districts	Gender Parity Index		
		All	Non ST	ST
I	**Scheduled districts**			
1	Gajapathi	0.86	0.95	0.77
2	Koraput	0.73	0.79	0.67
3	Kandhamal	0.84	0.84	0.83
4	Malkangiri	0.71	0.76	0.67
5	Mayurbhanj	0.77	0.83	0.73
6	Nabarangpur	0.7	0.74	0.65
7	Rayagada	0.73	0.75	0.7
8	Sundargarh	0.86	0.88	0.83
	Total of Scheduled dists	0.78	0.81	0.74
II	**Non Scheduled districts**			
9	Deogarh	0.89	1	0.71
10	Jharsuguda	0.94	0.95	0.92
11	Kalahandi	0.86	0.9	0.77
12	Kendujhar	0.87	0.9	0.84
13	Nuapada	0.75	0.74	0.79
14	Sambalpur	0.92	0.93	0.9
15	Angul	0.88	0.9	0.82
16	Baleswar	0.84	0.85	0.74
17	Baragarh	0.92	0.92	0.89
18	Bhadrak	0.76	0.76	0.75
19	Bolangir	0.83	0.82	0.86
20	Boudh	0.85	0.83	1
21	Cuttack	0.87	0.88	0.67
22	Dhenkanal	0.92	0.95	0.73
23	Ganjam	0.87	0.87	0.71
24	Jagatsinhpu	0.82	0.81	NA
25	Jaipur	0.77	0.78	0.63
26	Kendrapara	0.85	0.86	NA
27	Khurda	0.9	0.89	1
28	Nayagarh	0.68	0.71	0.5
29	Puri	0.91	0.92	NA
30	Sonepur	0.92	0.94	0.8
	All non scheduled dists	0.85	0.86	0.8
III	**State Total**	**0.83**	**0.85**	**0.77**

**. Gender Parity Index in enrolment is estimated by taking the ratio of* girls to boys enrolment

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