

## TRIBAL DEVELOPMENT PLAN

### I Executive Summary

**1.1 Main issues:** The two main challenges in education of tribal children physical access to schooling at upper primary level and diverse socio-cultural context. In 2001, there were 14 million tribal children enrolled in elementary schools as against 20.24 million in the 6-14 years age group. Thus 6.24 million were still out of school in 2001. The cohort drop out rates among tribal children was as high as 52.3% for primary and 69.5% for upper primary. For 20% of the habitations at the primary stage and 33% at the upper primary stage, access was still an issue in 2002.

**1.2 Achievements of SSA I (2001 – 2006):** SSA I addressed these issues with opening of 1,33,000 primary schools and 1,06,000 upper primary schools from the date of reference of Seventh All India Survey (30 September 2002). Most of these schools have been provided to unserved habitations and tribal habitations are clearly benefited from it, thus, achieving almost universal access at primary level. Apart from this there are about 1,00,000 EGS centers that are providing education in unserved habitations. Moreover, based on the specific circumstances in which tribal's live, the norms for establishing primary schools have been relaxed to suit tribal areas in order to improve access to education.

There has been an over all increase in the enrolment of children belonging to Scheduled Tribes. At the Primary Stage, against overall increase of 15% in enrollment, ST enrollment increased by 25%, whereas that of ST girls increased by 36% against overall increases of 23% from 2000 to 2004. At the Upper Primary Level against overall increase of 20%, ST enrolment increased by 35%, whereas that of ST girls increased by 47% against girls overall increase of 30%. The dropouts at primary level declined by 10-percentage point.

**1.3 Challenges for SSAII:** About 1.66 million (2005) ST children are still out of school. Thus, the continued focus of SSA will be to bring in these remaining 1.66 million children in school and retain them at elementary stage. The decreasing trends in children being out of school, indicates that it will not be difficult to narrow these gaps. Though the reduction trends in dropouts have been at par with overall, the gap between the two (13 percent points) is a challenge. Reduction of this gap remains a key focus area in SSA.

Physical access to schooling, especially at the upper primary stage, is still an issue in some parts of the country in remote tribal areas. Therefore, targeted coverage of all eligible habitations for the upper primary school facilities will be a priority. In some remote sparsely populated areas, it may be difficult to set up primary schools due to small number of children. This may necessitate residential schools/ hostels for which scope of SSA framework has been enlarged to include construction of residential schools in sparsely populated remote, hilly, desert & tribal blocks. Seasonal migration is common in several tribal areas. Facilities like seasonal hostels may need to be provided in all such blocks with high level of migration to help retain children in villages when parents migrate. Recognising this the SSA framework has been amended to give focus to the issue of seasonal migration.

### 1.4 Strategies:

**1.4.1 Consultative Process of Planning:** SSA envisages a bottom-up approach of planning instead of a top-down approach, as it reflects the reality at the grassroots level. The planning process is participatory in nature and it also focuses on creating a sense of ownership among stakeholders, enhancing awareness and capacity building of programme personnel at various levels. The plans developed thus also, reflect local specificity. A Planning and Appraisal Manual

sets out the processes for formulation of district (and state) plans, and for their appraisal by national teams.

District plans are developed with incorporation of information from the habitation plans, on the basis of these findings as well as on secondary data. Every District Elementary Education Plan (DEEP) and Annual Work Plan is expected to articulate clearly the district's strategy and approach to tribal education and adopt specific programs and interventions to translate the strategy into action. It provides disaggregated data on tribal demography and education, spells out the educational problems of ST children, the interventions, quality improvement efforts, and convergence with programs of NGOs and other Government departments such as the Tribal Department etc. The assessment of problems related to the education of tribal children is made through household surveys and micro planning exercises.

**1.4.2 Targeting:** While the overall SSA strategy will continue to be in the same direction as in SSA I with regard to social equity, 74 districts with high tribal concentration have been identified for focused and targeted intervention and 52 districts identified by Ministry of Tribal Affairs are being targeted for focused attention on the tribal girl's education, infrastructure, and convergence with Ministry of Tribal Affairs. 13% of the total outlay provided under SSA is focused on 106 tribal focus districts in the year 2007-08,

**1.4.3 Monitoring and Evaluation:** The Results Framework for SSAII provides for monitoring of Special Focus Groups, including tribal children. For each of the KPIs, the progress will be tracked on a disaggregated basis for each of the special focus groups. While in SSA I, the Results Framework focused on access and enrolment, in SSA II, this has broadened to include, transition, attendance and learning levels for each focus group. The Framework has also incorporated many process indicators, which contribute to quality.

## II. Introduction

**2.1 The Programme:** The *Sarva Shiksha Abhiyan* (SSA) is the flagship programme of Government of India (GoI), to achieve Universal Elementary Education (UEE) through a time bound integrated approach, in partnership with States. Launched in 2001, with a focus on decentralized planning and community ownership, SSA aims to provide useful and relevant education to all children in the 6-14 age groups by 2010. The over – arching goal of SSA is to bridge social and gender gaps in all education outcomes. The programme has completed five years of implementation, of which the last three years were in partnership with Development Agencies, namely, The World Bank, DFID and EC. The Development Partners are now in the process of preparing the second phase of their support to this programme, which they refer to as SSA II.

**II.2SSAII: -Project Objectives and Components:** The Development Objective (DO) of SSA II is to significantly increase the number of 6-14 year old children, especially from special focus groups, enrolled, regularly attending, retained at elementary stage and demonstrating basic learning levels. The progress on the DO will be monitored annually for the different social groups, i.e., Scheduled Castes (SC), Scheduled Tribes (ST), girls, minority community, Children With Special Needs, using the following key indicators:

- Reduction in the number of out of school children from 9.6 million to 4.9 million;
- Increase in enrolment of each social group with references to their respective shares in the population at national, state and district levels;
- Improvement in:
  - Attendance rates at primary and upper primary levels
  - Transition rate from primary to upper primary
  - Monitoring of Learning levels;
  - Learning levels at Grade 3

There are two key thrusts of activities financed under SSA II – (i) Universalizing access and promoting equity; and (ii) Improving quality with equity. Both of these have significant importance for the education of the children from tribal communities, given their socio economic and cultural contexts.

## III. Socio cultural and Political Context of Tribal Communities

3.1 According to the 2001 census, the population of Scheduled Tribes in the country is 8.43 crore, (84,326,240) constituting 8.2% of the total population of the country. Out of this, males are 4.26 crores and females 4.17 crores, accounting for 8.01% and 8.40% of the total population of respective groups. The ST population varies among the states. The main concentration of tribal population is in Central India and in the North-Eastern States. Nine<sup>1</sup> states together account for about four-fifths of the total tribal population of the country, but the tribal percentages of these states' population vary from about 5.5 to 31.8 per cent. On the other hand, several smaller states, notably in the northeast of the country, have much higher percentages (ranging from 64 to 95 per cent), but account for a small proportion of tribal people in the country as a whole.

3.2 There are 698 tribes (with many overlapping communities in more than one State) as notified under Article 342 of the Constitution of India, spread over different States and Union Territories of the country. Each one of the tribes is associated with a specific geographic area, some more dispersed than other. Most have their own language, which is generally different from the 'mainstream' language of the state in which they live. While some tribal communities have adopted a mainstream way of life, at one end of the spectrum are 75 Primitive Tribal Groups (PTGs), who are characterised by:

- A pre-agriculture level of technology;

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<sup>1</sup> Madhya Pradesh, Maharashtra, Orissa, Gujarat, Rajasthan, Jharkhand, Chhattisgarh, Andhra Pradesh and West Bengal

- A stagnant or declining population;
  - Extremely low literacy; and
  - A subsistence level of economy.
- 3.3 Tribal people tend to live in two main types of situations: (a) in 'mixed' (tribal and non-tribal) rural communities, within reach of educational and other opportunities and resources, and (b) in habitations that are small in size and located in relatively inaccessible hilly or forested areas of the country. Majority of these habitations have less than 200 persons. The distribution of tribal people in these two types of settlement varies markedly by state, district and even block, calling for different strategies to be used in different areas to provide elementary education to tribal children. Demographically tribal habitations are small in size, scattered, and are sparsely populated. Because of this, most of these villages were bereft of basics infrastructural facilities like transport and communication. Formal education was also not available to these people and localities for a long time. The literacy rate for the ST communities was only 29.6 percent in 1991 as against the national average of 52.19 percent. In 2001 this has improved to 47.1 percent with female literacy improving from 18.2 to 34.8 (Census 2001). According to Census 2001, there were 12.56 million ST children aged 6-10, and 7.68 million ST children aged 11-14 years in March 2001.
- 3.4 **Policy Framework:** The 86<sup>th</sup> Amendment to the Constitution of India (2000) made education a fundamental right, calling for the State to provide free and compulsory education to all children between 6 and 14 years. At the same time Article 51 of the Constitution was amended to enjoin parents and guardians to provide education to their 6-14 year old children.
- 3.5 Recognizing that the STs count among the most deprived and marginalized sections of Indian society, a host of welfare and developmental measures have been initiated for their social and economic development. Tribal Sub-Plan approach came into existence as the main strategy for the welfare and development in the Five Year Plans. Along with core economic sectors, elementary education has been accorded priority in the tribal sub-Plan approach. Elementary education is considered important, not only because of constitutional obligation, but as a crucial input for total development of tribal communities, particularly to build confidence among the tribes to deal with outsiders on equal terms.
- 3.6 A second important development in the policy towards education of tribals came with recommendations of the National Policy on Education (NPE) in 1986, which specified, among other things, the following:
- Priority will be accorded to opening primary schools in tribal areas.
  - There is a need to develop curricular and devise instructional material in tribal language at the initial stages with arrangements for gradually adopting to regional languages.
  - Promising ST youths will be encouraged to take up teaching in tribal areas.
  - Ashram schools/residential schools will be established on a large scale in tribal areas.
  - Incentives schemes will be formulated for the STs, keeping in view their special needs and lifestyle.

#### **IV. Educational Status: The baseline**

- 4.1 In 2001, there were 14 million tribal children enrolled in elementary schools as against 20.24 million in the 6-14 years age group. The cohort drop out rates among tribal children was as high as 52.3% for primary and 69.5% for upper primary. The two main issues in education of tribal children that emerged were inadequate physical access and socio-cultural differences which came in the way of their participation in schooling.
- 4.2 The Seventh All-India Educational Survey, 2002 shows that a total of 80 percent of tribal habitations have schools within / less than 1 km radius at primary level. Similarly, at upper primary level a total of 67 per cent habitations have been provided upper primary school within a radius of 3 Km. Thus for 20% of the habitations at the primary stage and 33% at the upper primary stage, access was still an issue.

**Table 1**

Total Habitations	Habitations with Primary Schools		Habitations with UP Schools	
	Up to 1.0 km	More than 1.0 km	Up to 3.0 km.	More than 3.0 km.
242993	<b>192624</b>	50369	<b>163308</b>	79685

Source: Seventh All India Education Survey 2002

## V. SSA: Decentralised and Participatory Strategy

5.1 The SSA is a ten yearlong program for the GOI with specific goals as indicated earlier. The strategy and nature of interventions as described below will therefore largely continue to remain the same under SSAIL, particularly since the emerging trends in educational outcomes are positive. Based on lessons learned from SSA-I, there may be shifts in emphasis and scale, to be decided in a decentralized and participatory mode in consultation with the beneficiaries.

5.2 **Institutional arrangements and Capacity:** The District and State Education Offices have officers specifically designated to ensure that the provisions for the special groups and for tribal areas and children are implemented. When necessary, the district units draw on the expertise of NGOs and other institutions, which have worked with tribal people in the field of education. Such expertise is available and is particularly useful in the community mobilization and pedagogical dimensions. Specialized institutions (such as the District Institutes of Education and Training) are also available to assist in the development implementation and management of activities as required. SSA staffs are trained to carry out the special activities in tribal areas with the necessary sensitivity and diligence. The districts with large tribal populations are specifically provided with Tribal District Coordinators. The educational system and several of the related institutions have outreach capacity, which will be utilized and developed as needed to serve tribal areas. Specialists in tribal education are engaged, for example, in the planning and monitoring activities of SSA.

5.3 **Consultative Planning and Appraisal Process:** The SSA planning process is completely decentralized and participatory, since it rests on habitation based planning. SSA emphasizes area-specific, people specific and issue-specific planning and implementation of interventions to meet the learning needs of children. A Planning and Appraisal Manual sets out the processes for formulation of district (and state) plans, and for their appraisal by national teams. To quote from the Manual “*SSA envisages the bottom-up approach of planning instead of the top-down approach in a decentralized manner, as it reflects the reality at the grassroots level. The planning process has to be participatory in nature as this type of planning not only creates a sense of ownership among the stakeholders, but also creates awareness and helps in the capacity building of personnel at various levels. The plans developed through consultative meetings and interaction with the community and target groups, at various levels, reflect local specificity. It is necessary that there be documentation of the process of the preparation of plan to evidence the fact that they have been prepared at the **habitation level** through participatory planning mode*”.

5.4 This documentation is in the regional language since it emanates from and needs to be accessible to the local communities. The main areas of emphasis in the planning section of the Manual are (a) Interaction with community and target groups (b) Consultative meetings (c) Micro planning exercises (d) Identification of Issues and Interventions and (e) target setting. In addition, this Manual has a separate section on Education of ST children, which includes a well-articulated Planners’ Checklist and Appraisal checklist specifically for habitation based planning with tribal communities. (Annex 1).

5.5 Every District Elementary Education Plan (DEEP) and Annual Work Plan is expected to articulate clearly the district’s strategy and approach to tribal education and adopt specific programs and interventions to translate the strategy into action. It provides disaggregated data on tribal demography and education, spells out the educational problems of ST children, the interventions, quality improvement efforts, and convergence between education activities

an the programs of NGOs and of other departments such as the Tribal Department. The assessment of problems related to the education of tribal children is made through household surveys and micro planning exercises. District plans are developed with incorporation of information from the habitation plans, on the basis of these findings as well as on secondary data.

- 5.6 The consultative process at the grassroots level is thus an essential part of every habitation plan. It is the result of these consultative processes that provision of school facilities due to dispersed population, demands for teachers, additional classrooms, issues of migration, need for flexible timings, inability to meet the costs of schooling etc. are taken up. Some program initiatives taken in response to the expressed difficulties include setting up of short term residential programs for children of migrants, provision of more focused incentives like stationery, writing material, uniforms etc, setting up of residential schools or strengthening of existing Ashram Shala – residential schools, Tribal Welfare Department, provision of mobile teachers and seasonal camps for mobile communities etc.
- 5.7 Review and appraisal of the DEEPs Annual Work Plans are technical, managerial and financial, and include a focus on issues relating to tribal education. The Appraisal teams include specialists in the education of the special focus groups, who sometimes carry out field visits in addition to conducting ‘desk appraisals’. The Project Approval Board, which approves the perspective, plans of the state and the annual plans of the districts critically examine the plans to ensure that the local issues – including tribal issues – are addressed through clear strategies and specific interventions. It may request the state/districts to reformulate the plan and/or to allocate more funds to the education of tribal children.
- 5.8 Checklists focusing on ST children (as well as separate ones for other focus groups) have been formulated and have been included in the Manual. The key contents of these are as follows. The Planners’ Checklist calls for special attention to: a special policy statement and strategy for education of ST children; provision of schools to “pockets of ST concentration”; inclusion and analysis of disaggregated data on ST children; special programs for urban ST children; community mobilization plans to ensure participation of ST children in education; in-service training of teachers to remove biases especially in classroom transactions; remedial measures to improve learning outcomes; innovations to improve learning levels; links with other schemes to address the problems of ST children.
- 5.9 The Appraisal Checklist calls for special attention to the following during appraisal of the plans: presentation of disaggregated data on ST children; identification of un-served habitations and plans to provide them with school facilities; strategy to motivate the tribal community; availability of local and tribal teachers; capacity building of teachers to teach tribal children; the match between problems identified and interventions proposed; provisions for nomadic tribes; medium of instruction; attitudinal training of teachers; convergence with tribal department schemes; and the utilization of the allocation of Rs. 15 lakh per year for innovative strategies for ST children in the district.
- 5.10 Planning teams at the State and district level have been sensitized to the approach and provisions in the SSA framework for the education of ST children. This is done through a multi –pronged strategy including direct training of Village Education Committee members and functionaries involved in planning at various levels by national, state and district level institutions including NGOs, community mobilization drives, Tribal coordinators are posted at the State Level and in tribal dominated districts to monitor SSA activities and to help in coordination with Ministry of Tribal Affairs. These coordinators also undergo training.

## **VI. Plan of Interventions**

- 6.1 SSA framework for implementation recognises the problems faced by children in the tribal areas are often different than that faced by children belonging to other areas. Hence, special interventions are needed in addition to the ones applicable for all children. Every activity

approved under the SSA is based on the principle that it must identify the benefit that will accrue to children from these communities. The SSA, while providing a framework, provides flexibility to local units to develop context specific interventions based on local needs and contexts. Main categories of interventions include:

## **6.2 Focus on Access to Elementary Education**

### *6.2.1. Community Mobilisation and Participation*

- Awareness campaigns to increase enrolment.
- Involving community leaders in school management committees to ensure a sense of ownership
- Increasing the representation of ST members in Village Education Committees in tribal areas.
- Engagement of community organizers from ST community to motivate and escort children from specific households, with a focus on schooling needs of children from specific households.
- Training programmes for community leaders to develop capacities for school management and community mobilization and involving them in school management.
- Deployment of tribal coordinators at the State level and tribal dominated districts to monitor SSA activities and interact extensively with the community and to help in coordination with Tribal Welfare Department.

### *6.2.2. Special facilities and favorable norms for tribal areas*

- Setting up schools, Education Guarantee scheme centres (EGS) and alternative & Innovative education (AIE) centres within 1 km of all habitations for non enrolled children and dropouts, with relaxed norms (with 10-15 children)
- Organizing special mainstreaming camps for out of school ST children under the AIE component.
- Amending the school calendar in tribal areas to fit the availability patterns of local children.
- Providing context specific interventions in the form of a hostel, incentives or a special facility as required
- Attaching crèches and pre-school sections (*anganwadis* and *balwadis*) to schools in tribal areas to enable girls to participate in schooling by relieving them of sibling-care responsibilities.
- . Special plan for nomadic and migrant population.
- Employing community based teachers
- Monitoring attendance and retention of children from weaker sections regularly
- Provide flexibility in terms of timing, learning modalities, etc.
- Provision of Rs. 15 lakhs to each district for special innovative activities to promote education for Scheduled Tribes.
- Focus on ST girls through NPEGEL programme and KGBV scheme.

## **6.3 Focus on quality of education**

- Provision of free textbooks (up to Rs. 150 per child) to all ST children.
- Textbooks in mother tongue for ST children in the beginning of primary education where they do not understand regional language.
- Preparation of locally relevant materials for ST children.
- Development of specific modules for training of teachers in tribal areas
- Special coaching/remedial classes for improving learning outcome of ST children.
- Deploying teachers from the local specific tribal communities, providing them special support according to their needs; and
- Preparation of 'Bridge Language Inventory' for use of teachers.

- Providing special training to non-tribal teachers to teach in tribal areas, including imparting knowledge of the tribal dialect.
- In addition, provisions for all schools will also be available such as school and teacher grants, adequate Teaching Learning Equipment for primary and upper primary schools and 20 days' in-service training each year for teachers.

## VII. Monitoring and Evaluation

7.1 The educational progress of ST children is monitored through the DISE based Education Management Information System (EMIS). EMIS data are analyzed at district and State levels and provide all relevant school strategies disaggregated by ST category. The EMIS relates school level data to community information gathered through surveys. Schools are encouraged to share all information with communities (including information on grants received). Notice boards are to be put up in schools for this purpose triggering both transparency and accountability to communities. In addition, the VECs or user groups, including tribal people, are responsible for continuous monitoring of activities in their areas, and provide feedback to local teachers and officials. The user groups also interact with local groups during their activities, such as village meetings, enrolment drives etc. Household surveys give disaggregated data for Scheduled Tribes by age, gender, drop out and never enrolled.

**7.2 The Ministry has set up a Sub Mission for the Education of SC/ST children (see Annex 2) to monitor progress in terms of bridging social gaps in educational outcomes, identifying laggard districts, identifying good practices and promoting conceptualization and implementation of appropriate activities for SC/ST children.**

7.3 The SSA has established benchmarks for coverage and achievements during period of implementation, which would be used to monitor implementation progress. SSA has a detailed Monitoring & Evaluation Component in place in which research and academic institutions all over the country carry out continuous and comprehensive monitoring of SSA. The Quality monitoring tools cover school attendance and pedagogic aspects of tribal education. 42 Autonomous Monitoring Institutes are involved in monitoring, the field aspects of SSA and their reporting format has special reference to Scheduled Tribes like:

- Textbooks – Total number of children (district wise) to whom free textbooks are distributed in the State with a particular reference to STs.
- Enrolment in Schools – Enrolment of children belongs to STs.
- VEC - Representation of women and persons belonging to ST communities and their regular participation in the VEC meetings.
- KGBV & ST participation of girls etc.

7.4 Evaluations are to be carried out by independent agencies to determine the impact of the SSA activities. Professional social scientists would be involved in the monitoring and evaluation activities. Evaluation reports are made public. The various research studies that are commissioned by GOI from time to time, seek disaggregated information about STs. The two independent studies whose report is finalized, i.e., Study on Out of School children and National Evaluation of KGBV, both have specific, mention about Scheduled Tribes. The following studies that are underway or are commissioned by GoI in 2007 also have specific reference to STs.

- Study of Teachers' absence in Primary and Upper Primary Schools – will provide information with regard to ST Teachers.
- Study of Student's Attendance in Primary and Upper Primary School – will provide information with regard to ST Students.
- All India Sample Survey for estimation of Drop out Rates - will provide information with regard to Drop out Rate of ST Students at elementary level.

7.5 During JRM, the monitoring reports, studies and evaluations are reviewed. Particular attention would be paid to assessing progress on the following, through appropriate MIS and filed visits:

- Opening and functioning of schools in tribal habitations in tribal and non-tribal areas;
- Enrolment and retention of tribal children in schools in tribal and non-tribal areas;
- Learning achievements of tribal children compared with other groups;
- Availability of tribal teachers, teachers speaking the local tribal language, teachers training to deal with tribal children (attitudinal training), and administrators sensitized to tribal issues;
- Availability of instruction and instructional materials in the local tribal languages;
- Functioning of facilities such as CRCs and BRCs serving the needs of tribal children; and
- Availability of other schemes and incentives to facilitate school attendance of tribal children.
- Government of India has commissioned various independent studies to assess the functioning of different component under SSA. All these studies have special focus on scheduled tribe and shall provide disaggregated data on scheduled tribes.

### VIII. Achievements of SSA to date

8.1 SSA has opened 1,33,000 primary schools and 1,06,000 upper primary schools from the date of reference of Seventh All India Survey (30 September 2002). Most of these schools have been provided to unserved habitations and tribal habitations are clearly benefited from it, thus, achieving almost universal access at primary level. Apart from this there are about 1,00,000 EGS centres that are providing education in unserved habitations.

8.2 Moreover, based on the specific circumstances in which tribals live, the norms for establishing primary schools have been relaxed to suit tribal areas in order to improve access to education. For instance, Chhattisgarh has relaxed its norms to the extent of establishing Gyan Jyoti Kendra in any unserved habitations where there are at least ten children of eligible age, Andhra Pradesh has started establishing schools in habitations where there are even twenty school-age children; Madhya Pradesh has steadily decreased population size norms to 25 children of eligible age, in order to open EGS centres, it is also upgraded more their 20,000 EGS centres that have operated successfully for more than two years. Under Innovation Head States like, Madhya Pradesh have strengthened *Ashramshala* (Residential schools opened by Tribal Welfare Departments in the States) schools with additional teachers and school / TLM grants. Also, residential schools have been opened for Girls in Tribal dominated districts. Similar residential schools have been opened in Arunachal Pradesh. This has resulted in improvement in the educational outcomes over the project period.

#### 8.3 Enrolment

8.3.1 There has been an over all increase in the enrolment of children belonging to Scheduled Tribes. At the Primary Stage, against overall increase of 15% in enrollment, ST enrollment increased by 25%, whereas that of ST girls increased by 36% against overall increases of 23% from 2000 to 2004.

8.3.2 At the Upper Primary Level against overall increase of 20%, ST enrolment increased by 35%, whereas that of ST girls increased by 47% against girls overall increase of 30%.

**Table 2. Enrolment of scheduled tribe students in schools, 2000-01 to 2004-05 (in '000')**

Year	Primary (I-V)			Upper Primary/Middle (VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
2000-01	6330	4665	10995	1879	1205	3084
2001-02	6691	5040	11731	2054	1306	3360

2002-03	6422	5408	11830	1930	1320	3250
2003-04	6776	5741	12517	2136	1526	3662
2004-05	7367	6369	13737	2395	1776	4171

8.3.3 A national level study was launched in the year 2006-07 in 20 major States and the NCT of Delhi, to capture students' attendance. It provides disaggregated data by social category. The priority tables from 14 States with substantive tribal populations, given below shows that attendance among ST children is almost same as among students of other categories.

**Table 3. Student Attendance Rate: Overall and ST**

State	Stage	Attendance *	
		Overall	ST
Andhra Pradesh	Primary (I-V)	73.88	72.08
	Upper Primary (VI-VII)	78.78	72.46
Assam	Primary (I-V)	82.2	77.4
	Upper Primary (VI-VII)	84.5	85.5
Chhattisgarh	Primary (I-V)	68.39	69.23
	Upper Primary (VI-VII)	75.3	75
Delhi	Primary (I-V)	62.3	72.5
	Upper Primary (VI-VIII)	-	-
Gujarat	Primary (I-V)	76.5	73.1
	Upper Primary (VI-VII)	80.2	77.5
Himachal Pradesh	Primary (I-V)	95.1	95.06
	Upper Primary (VI-VIII)	93.59	94.57
Karnataka	Primary (I-V)	86.32	86.15
	Upper Primary (VI-VII)	87.5	87.50
Kerala	Primary (I-V)	91.7	88.2
	Upper Primary (VI-VII)	92.4	89.8
Madhya Pradesh	Primary (I-V)	73.33	69.5
	Upper Primary (VI-VIII)	70.76	67.44
Maharashtra	Primary (I-V)	90	86
	Upper Primary (VI-VII)	90	90
Orissa	Primary (I-V)	67.77	62.79
	Upper Primary (VI-VII)	69.47	64.21
Rajasthan	Primary (I-V)	66.27	57.84
	Upper Primary (VI-VII)	81.14	70.81
Tamil Nadu	Primary (I-V)	89.1	82.9
	Upper Primary (VI-VII)	88.2	86.2
West Bengal	Primary (I-V)	75.1	69.2
	Upper Primary (VI-VII)	69.7	71.0

8.4 The DISE data shows an increasing trend in school completion rates among scheduled tribe students. At the Primary level, the dropout rates have reduced by 10 percent points both overall and for STs.

## IX. Remaining Challenges for SSA II

9.1 An independent study All India Survey of out of school children in the 6-13 years age group commissioned by GOI in 2005 estimated ST child population as 17.37 million, of this 1.66 million were out of school, 9.54% of age cohort against national average of 6.94%. Thus, the

continued focus of SSA will be to bring in these remaining 1.66 million children in school and ensure that they complete 8 years of education. The decreasing trends in children being out of school, indicates that it will not be difficult to narrow these gaps.

9.2 The still persisting high drop out rates gap between overall and ST children (13 percent points) remain an issue of concern. Reduction of this gap remains a key focus area in SSA.

**Table 4. Dropout rates of Scheduled Tribes at Primary & Elementary stages 2001 to 2004-05**

Year	Primary (I-V)			Elementary (I-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
2001-02	51.0	54.1	52.3	67.3	72.7	69.5
2002-03	50.8	52.1	51.4	66.9	71.2	68.7
2003-04	49.1	48.7	48.9	69.0	71.4	70.1
2004-05	42.6	42.0	42.3	65.0	67.1	65.9

Source: Selected Educational Statistics 2004-05

- Physical access to schooling, especially at the upper primary stage, is still an issue in some parts of the country in remote tribal areas. But targeted coverage of all eligible habitations for the upper primary school facilities will be a priority.
- In some remote sparsely populated areas, it may be difficult to set up primary schools due to small number of children. This may necessitate residential schools/ hostels.
- Seasonal migration is common in several tribal areas. Facilities like seasonal hostels may need to be provided in all such blocks with high level of migration to help retain children in villages when parents migrate.
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## X. Strategy

10.1 While the overall SSA strategy will continue to be in the same direction, 74 districts with high tribal concentration have been identified for focused and targeted intervention and 52 districts identified by Ministry of Tribal Affairs are being targeted for focused attention for girl's education, infrastructure, and convergence with Ministry of Tribal Affairs.

10.2 The process of preparation of AWP&B each year includes consultations with various stakeholders, including NGOs working with dalits and tribal groups and social activists (Annex 3). The SSA programme will strengthen community ownership of educational activities through effective decentralization. This will involve Panchayati Raj Institutions, local tribal bodies, Village Education Committee (VECs), NGOs and women's groups. The programme will continue to involve tribal people in decision-making at several levels. At the district level, representatives of tribal people will continue to participate in the annual planning and local-level decision making, in oversight of the SSA activities, and providing feedback on the programme to field level staff. Both the SSA and local government systems call for and facilitate such involvement. At the block and village levels, locally elected ST representatives and teachers are members of VECs (which include the ST members of the local village panchayat) and other user groups such as School Management Committee, PTAs, etc. In predominantly tribal areas, ST men and women will continue to be involved in community mobilization efforts which include enrolment drives village meetings etc. Traditional tribal organization and local leaders are often involved in these activities. Local approaches to community mobilization will continue to be used, such as tribal fairs and festivals to promote education, and traditional media and art forms for communication. Finally, there will be an emphasis on recruiting tribal para-teachers as well as on selection of tribal candidates to fill vacant teacher posts in formal schools. Teachers will also be consulted in the preparation of district plans.

10.3 For girls, under the NPEGEL programme, special focus will continue to be given to education of girls from ST communities. The scheme is targeted to educationally backward blocks where the level of rural female literacy is less than the national average and the gender gap is above the national average, as also in blocks that have at least 5% ST population and where the ST female literacy rate is below 10%. **Kasturba Gandhi Balika Vidyalaya (KGBV)** schools will continue to be provided for girls in educationally backward blocks, where a minimum of 75% girls enrolled are to be from ST, SC, OBC Minority Communities. A total 2180 KGBVs (Residential Schools for older girls) have been sanctioned in the country out of which 457 KGBVs are located in Scheduled Tribe concentrated blocks. Total enrolment in all KGB is 80853, of which 23298 are Scheduled Tribe girls which is 29% of the total enrolment.

## **XI. Budgets: Favorable Norms for Tribal Areas**

11.1 Focused attention is being given to those districts with concentration of tribal population (above 50%), with plans and budget allocations ensuring that these districts get a proportionately higher share in allocations for primary and upper primary schools, additional classrooms, teachers, interventions for out of school children and overall allocations under SSA, NPEGEL and KGBV. In 2006-07 Rs. 1527 crores were allocated for these 74 districts, which amounted to 7.5% of the total outlay for the program. In 2007-08 special tribal focus districts have increased to 106 and funding to them to Rs. 2679 cr. (13% of total outlay)

11.2 In addition, provision of Rs. 15 lakhs is made to each district for special innovative activities to promote education for Scheduled Tribes. The innovative programme can include:

- Enrolment and retention drives.
- Special camps and bridge courses.
- Setting up special models of Alternative Schools.
- Monitoring attendance.
- Remedial / coaching classes.
- Providing a congenial learning environment inside and outside the school.

11.3 The implementation schedule for activities in tribal areas would follow the general implementation schedule for the programme as a whole. Activities are planned and implemented in the districts on an annual basis.

## **XII. Monitoring and Evaluation in SSA II**

12.1 While the monitoring process and systems will continue to operate as previously, the Results Framework for SSA II provides for enhanced monitoring of Special Focus Groups, including the progress of children from tribal communities. For each of the KPIs, the progress will be tracked on a disaggregated basis for each of the special focus groups. While in SSA I, the Results Framework focused on access and enrolment, in SSA II, this has broadened to include retention and education efficiency indicators and learning levels for each focus group. The Framework has also incorporated many process indicators which contribute to quality.

12.2 The Development Partners will be monitoring the programme through bi-annual Joint Review Missions on the basis of the enclosed Results Framework. The GOI in turn will be monitoring and reviewing the progress of the states on the basis of the same framework. Third party evaluations are also built into the design of the Results Framework.

## **XIII Disclosure:**

13.1 The Tribal Development Plan will be disclosed on the Ministry of Human Resource Development website by September 5, 2007. The Project Approval Board (PAB) minutes are already on the web site. These clearly indicate the commitments to tribals and the provisions

made for the special focus districts as well as the state interventions for tribal children funded from the Innovations grant of Rs 15 lakhs.

13.2 The country's Right to Information Act allows for any citizen to seek information on any issue from the government by paying a very small fee and the government is obliged to provide the information. At all levels officers are designated for this purpose. Community mobilization activities also contribute to creating community awareness.

## Annex 1

### Excerpts from SSA Manual for Planning and Appraisal

#### 2.4 Planning process

2.4.0.1 At the outset, it is pertinent to mention that a solid database and clear visioning are essential for planning.

2.4.0.2 SSA envisages the bottom-up approach of planning instead of the top-down approach in a decentralized manner, as it reflects the reality at the grassroots level. **The planning process has to be participatory in nature as this type of planning not only creates a sense of ownership among the stakeholders, but also creates awareness and helps in the capacity building of personnel at various levels.** The plans developed through consultative meetings and interaction with the community and target groups, at various levels, reflect local specificity. It is necessary that there be documentation of the process of the preparation of plan to evidence the fact that they have been prepared at the **habitation level** through participatory planning mode.

The following steps are an integral part of participatory planning.

##### 2.4.1 *Interaction with community and target groups*

2.4.1.1 The bottom-up approach will not only help the planning team to acquaint themselves with various problems, but may also provide an insight to the possible solutions. The commonality of problems across such meetings will help the planning teams to propose interventions accordingly. Interaction with community and target groups has to be ensured by involvement of target groups and community leaders in the constitution of habitation, block and the district level teams on one hand and by mobilisation activities and extensive visits of planning teams to every habitation – rural and urban (including slums) on the other. Such interactions not only provide an opportunity to be familiar with the problems of target groups and help in devising strategies to deal with these, but also mould the opinions of communities with the help of the good offices of community leaders.

##### 2.4.2 *Consultative meetings*

2.4.2.1 The consultative meetings with the officials at block and district levels would facilitate the core teams in formulating strategies to address the problems. These meetings would also facilitate convergence among various schemes being implemented or proposed by different departments. As the responsibility of implementing the

programme rests with the educational administration of the district, it is essential to involve them from the planning stage itself.

2.4.2.2 Documentation of consultative meetings and community interaction would enable the persons at the district and state levels as well as the appraisal teams to know about planning processes.

### **2.4.3 *Microplanning Exercises***

2.4.3.1 Once the planning teams are in place and their capacity building has been undertaken, the micro-planning exercise should be undertaken after the collection of data from various sources. This data would be an indicator of the existing situation and reflect the position vis-à-vis the goals and targets of the programme. It may be ensured that this data is invariably used for planning purpose. This data would form the basis to identify district specific issues.

### **2.4.4 *Identifications of issues and interventions***

2.4.4.1 Once the consulting process has taken place at various levels highlighting the problems and issues, the next step is to identify the problems and needs in the light of educational and general information and studies that have been conducted earlier. The assessment of the educational situation will lead to the identification of problems, needs and constraints of elementary education in the district. The problems related to access, enrolment, retention and quality of education need to be identified and reflected in the District Elementary Education Plan.

### **2.4.5 *Target setting***

2.4.5.1 In order to meet the SSA goal of UEE, it is important to achieve the basic objectives of universal access, universal enrolment, universal retention and universal achievement within the stipulated time period.

2.4.5.2 Various states are at various levels in the field of education. Thus, it may be possible for some states or districts to achieve the SSA goals before the target dates. It may, therefore, be essential for districts to set their own targets within the overall time frame of the programme. The targets have to be set realistically in a phased manner. There is a need to set dis-aggregated targets (preferably block wise) for disadvantaged and other groups on the basis of gender. Targets can vary from district to district and within a district, from block to block.

**SUB-MISSION ON “EDUCATION OF DISADVANTAGED GROUPS INCLUDING GIRLS, SC/ST/MINORITIES/URBAN DEPRIVED CHILDREN AND DISABLED CHILDREN”**

TERMS OF REFERENCE (TOR)

I. Scope of work

**(i) EDUCATION OF DISADVANTAGED GROUPS INCLUDING GIRLS, SC/ST/MINORITIES/URBAN DEPRIVED CHILDREN AND DISABLED CHILDREN**

The Sub-Mission will review

- the performance of states on education of disadvantaged groups including Girls, SC/ST/Minorities/Urban Deprived Children and Disabled Children as delineated under framework for implementation of Sarva Shiksha Abhiyan (given in Annexure-VI)
- suggest and facilitate capacity building exercises that may be state-specific or in the nature of cross-state sharing workshops to promote best practices.
- facilitate Government and NGO partnership in promoting elementary education for disadvantaged groups.
- prepare a half yearly report that would be discussed in the Executive Committee of the National Mission for SSA.

(ii) Tasks of the Sub-Mission

**(a) Inclusive Education**

- Suggest models of service delivery on inclusive education, which could be adopted by State SSA Mission Societies
- Assist in providing a resource base on IE for states that require such assistance
- Provide inputs on material available on inclusive education, which could be utilized by State SSA Mission Societies.
- Facilitate development of barrier free access in the schools for all kinds of CWSN
- Identify good practices for documentation and dissemination
- Monitor implementation of IE in States, in quantitative, qualitative and financial terms.

**(b) Urban Deprived Children**

- distinctive planning for urban areas in the form of urban/city specific plans/sub plans
- identifying good practices for ensuring good quality education for deprived urban children
- suggest organisation of workshops and meetings to share good strategies for enrolment, monitoring and quality education for deprived urban children
- specifically review the work in States/UTs for the most vulnerable groups of deprived urban children including street children, children of construction workers, children working in shops, dhabas etc.
- facilitate coordination between SSA State Mission with Municipal Corporations/other urban local bodies and NGOs.

**(c) Minority (Muslim) Education**

- strategies for promoting universal access enrolment and retention of Muslim children, especially girls.
- tracking progress in access to schooling at primary and upper primary levels in Muslim dominated districts/blocks.
- support to Madarasa/Makhtabs for teaching formal curriculum.
- sharing good practices for promoting education of Muslim children.
- facilitate data collection and research on education of children (6-14) from Muslim community.

**(d) Education of SC/ST Children**

- tracking progress towards bridging of social gaps in enrolment of primary and upper primary levels.
- tracking progress in access to primary and upper primary schools in ST/SC dominated districts/blocks.
- identifying districts where social gap is high or not reducing and facilitating of intensification of response strategies in those areas.
- identifying good practices for enrolment and retention of SC/ST children in difficult circumstances.
- promoting conceptualisation and implementation of appropriate activities under the innovative fund for SC/ST children.

**(e) Education of Girls**

- tracking progress towards achievement of gender parity in enrolment at primary and upper primary stages.
- facilitating a gender perspective in all planning and implementation aspects of SSA.
- identify and promote good practices in the area of girls' education.

- promoting good practices under the innovative funds for education of girls
- promoting convergence of ICDS and other State programmes with SSA and NPEGEL for ECCE.

## Annex 3

### List of NGOs (National level consultation)

Eklavya Foundation  
Ms. Anjali Naronha  
E-7/H.I.G. 453,  
Arera Colony,  
Bhopal,  
Madhya Pradesh

National Commission for Protection of Child Labor  
Ms. Shanta Sinha  
Chairperson  
Parliament Street  
New Delhi

National Conference of Dalit Organisations  
Mr. Ashok Bharti  
National Conference of Dalit Organisation  
**M-3/22, Model Town-III,  
Delhi 110009 INDIA**

Prayas  
Mr. Rajib Halder and Ms Jasmine Bhatia

Anne Namala  
D/25- D, South Extension, Part –II,  
New Delhi- 110049.

Dipta Bhog,  
Nirantar  
B-64, Second Floor,  
Sarvodaya Enclave.

Sankar Venkateswer  
Indo American Foundation  
15/11, Ground Floor,  
Sarva Priya Vihar,  
New Delhi-110016

Nandi Foundation  
Preeta Bhakta  
Bangalore

Sr. Cyril,  
Loretto House,  
Sealdah, Kolkatta  
7 Middleton Row  
Kolkata 700071, India

SNS Foundation  
Vimala  
88-89, Industrial Development Colony  
Mehrauli Road Gurgaon, Haryana 122001 India

Sandhya Venkateswar,  
Care India  
New Delhi

Priyanka Dale  
PRIA  
Gurgaon

Ms. Shobhaba Radhakrishna  
DISHA  
New Delhi

\* Participation of / Consultation with NGOs at State and District levels are an integral part of the programme. The names are available at the respective levels.